

SÏNDICA

REPORT TO
PARLIAMENT
2025

April 2026

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SÍNDICA

LA DEFENSORA
DE LES PERSONES

Catalan Ombudsman (Síndic de Greuges de Catalunya)

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1. Presentation

I am pleased to present the annual report for the year 2025, the fourth such report that I have had the honour to present to the Parliament of Catalonia and the general public. This report is the result of an intense year of work, listening, monitoring, dialogue and the constant search for solutions to the concerns raised by the individuals, groups, organisations and institutions that contact us.

When members of the public contact the institution, they do so to express their grievances and seek information, answers and remedies for situations in which government authorities may have acted irregularly. In this sense, we like to stress the following point: the institution of the Síndic de Greuges (Catalan Ombudsman office) receives, to put it simply, everything that does not work. This is precisely what enables us to maintain a unique, constantly updated perspective of what goes on between the citizens and government authorities, although, obviously, it is a perspective framed by knowledge of what is not working properly. And it is precisely from this unique perspective that we dare to speak of *transformation*. We turn individual complaints into a driving force for change, to achieve global transformation.

In recent years, each annual report has focused on a specific theme, an approach that has been steadily reinforced. In the 2023 report, we warned of the urgent need for the government to adapt to the new and complex reality of today's Catalonia. With a population of eight million people, Catalonia has changed profoundly in just four decades, facing challenges that are far removed from those existing at the birth of its government structures in the 1980s.

In last year's report, we went a step further and warned of the need for government authorities to be more effective, empathetic, understanding and restorative. Authorities in touch with reality and not trapped in their own procedural labyrinths. At that time, we were calling for government authorities centred on people, not paperwork. Authorities that put the focus on the real rights and needs of citizens, not on internal rigidity and historical inertia.

The 2025 report aims to take this even further. It aims to place the need for a new transition on the agenda. By this, we do not mean a one-off reform, or a set of isolated measures, or simple technical readjustments. We mean a profound structural, cultural and far-reaching transition, that will allow government authorities to recover their essential role **as a true service to citizens.**

A government that has become too distant from the general public: new social challenges, new needs and new rights

In Catalonia, as in many other places around the world, government has steadily distanced itself from the people it is supposed to serve. The distance we perceive today is not the result of a single change or one bad decision. It is the result of years and years of overlapping procedures, hyper-regulation, control mechanisms that have grown without a simultaneous reflection on their real impact – what is known as *defensive bureaucracy* – and an internal logic that has taken precedence over the logic of public service.

In the 1980s, Catalonia experienced a period of huge collective enthusiasm. The recovery of self-government, the creation of new institutions and the will to envisage a better future spurred on the construction of a modern government, designed for a developing society. With a more homogeneous society than today's, that government was founded with a vocation for service, based on a very broad consensus and a clear vision for the country.

But, 40 years on, Catalonia in 2025 is radically different. The population has grown to eight million people, with a wide diversity of profiles, origins, ages, needs, lifestyles and ways of relating to institutions. Today, we live with new demographic and social realities that were non-existent four decades ago. There has been significant population growth in an increasingly diverse context, giving rise to needs that often do not fit into traditional frameworks or outdated government authorities. Consequently, sociodemographic changes in Catalan society have led to a situation in which many public services are no longer adequate for current needs.

We therefore face new challenges that require new responses: dependency and residential resources; an ageing population; low birth rates (even more pronounced among indigenous population); mental health; the climate emergency; lack of affordable housing; social cohesion in increasingly diverse environments; access to technology and its limitations; and the emergence of new rights related to technology, data protection, sustainability and the guarantee of essential services.

All this forces us to reconsider our conception of government authorities. It's not just a matter of modifying processes, but of rethinking the model and making a bold commitment to government authorities so that they once again become an instrument at the service of citizens.

Unfortunately, many of the attempts at modernisation in recent years have focused on implementing internal improvements that have further stressed public servants, without improving service delivery. All too often, not only have reforms failed to reduce internal complexity, but have ended up increasing it.

This diagnosis is not just based on perceptions; it is also shown by the data.

More complaints than ever: an unmistakable sign

In 2025, the institution recorded the highest number of actions in its history: a total of more than 25,000, up 10.8% from the previous year. Specifically, 13,646 complaints were received from individuals and organisations (21.7% up from the previous year), 11,428 enquiries were handled and 213 ex officio actions were initiated. There was also a 29.6% increase in the number of individually processed files, totalling 13,492.

This increase was particularly significant in matters related to social rights, which for the first time accounted for more than half of the complaints (50.1%). In **social services**, complaints and ex officio actions rose by 61.6%, and it was the field of activity with the most complaints received and the most ex officio actions initiated; in **housing**, the increase was 52.4%; in **health**, it was 43% (levels similar to the 2021 pandemic period); in **childhood and adolescence**, it was 40.1% (especially in the field of child protection); and in **education**, it was 19.1%. The increase in complaints was also significant in the field of **transport and mobility** (51.6%), due to issues related to the Rodalies de Catalunya suburban rail network and bus services.

This rise should not be interpreted only as an increase in discontentment. It also shows the people trust in the institution, are looking for answers and want to make their voices heard. However, it also shows us that, despite the efforts of professionals, government authorities are failing to sufficiently guarantee the right to good administration, on which many other fundamental rights depend.

Paradoxes and signs of the end of an era: the need for a new transition

A number of aspects suggest that government authorities, as they are currently organised, have reached the end of an era and require a profound transformation in order to address new challenges with greater guarantees of success.

a) More resources, yet greater overload

One such aspect is related to the fact that, while resources allocated to various social policies have increased significantly, there has also been an increase in the pressure on services. This has led to a widespread feeling of overload among professionals, especially those in frontline services, such as the basic social services, primary health care and schools.

We are witnessing the combination of three phenomena which, taken together, create a very complex scenario:

1. **An increase in resources** for health, social services, education and family policies.

2. An increase in the pressure on care services, as today's needs are more serious, more intense and more diverse.

3. A general feeling of overload on public servants serving the public.

The effort and dedication of professionals in education, health, social services, the child protection system, the prison system and local government are undeniable. But so is the strain they are under, which often results in discontent. In many cases, paperwork takes up more than 30% of their working day, which is time taken away from directly helping people.

In the field of social services, for example, despite a favourable economic climate, user numbers for primary care social services have steadily increased since 2017 (up 20.0%) and are now above the levels registered during the 2008–2013 economic crisis. In the period 2017–2025, the number people working in social services increased by 29.8%. Yet professionals still consider the increase in resources to be insufficient.

The perception that the government is failing to respond effectively to current social needs contributes to the public's feeling that institutions do not provide sufficient protection. For example, despite an increase in security resources, the public perception of insecurity is rising, even though crime rates are not significantly higher.

Improving the efficiency of government authorities does not necessarily require greater funding. In many cases, the first step is to identify which elements in the system could simplify laborious administrative procedures, through streamlined protocols, improvements in management, more monitoring and evaluation tools, and those which clearly require more investment. However, increasing investment does not guarantee better results if structures remain obsolete.

b) More complex needs, more delays in responding and difficulties in coverage

The year 2025 saw an increase in waiting lists and waiting times in many areas, despite efforts to correct the problem.

According to figures for October 2025, in the health sector there were 3.9% more patients on waiting lists for surgery (with a waiting time of 148 days), 8.0% more patients waiting for diagnostic tests and 2.7% more patients waiting for outpatient visits.

Waiting lists also lengthened in services for elderly or disabled people: 6.9% for homes for the elderly (583-day wait), 4.4% for day centres for the elderly, 5.7% for residential services for people with disabilities (1,991-day wait) and 10.4% for residential services for people with mental illness-related social problems (1,341-day wait).

In the area of social services, processing times for the main social benefits also increased: from 76 to 122 days for the citizens' guaranteed income (RGC) and from 271 to 277 days for dependency benefits. On a positive note, the digital transformation platform rolled

out by the Government of Catalonia (Generalitat) has enabled the process automation and cut processing times for a number of benefits managed by the Catalan Ministry of Social Rights and Inclusion, such as the non-contributory retirement pension, the non-contributory disability pension and the childbirth benefit.

In the area of justice, court case processing times rose despite a slight improvement in the system backlog in 2024. In this respect, the prior requirement of using appropriate conflict resolution methods (MASC) in certain civil proceedings may help reduce litigation, which has increased in recent years, and thus lessen the backlog in the judicial system.

And finally, in the area of public service, the resolution of the recent staff stabilisation procedures – an exceptional mechanism designed to reduce temporary employment by making temporary posts permanent – has significantly reduced the proportion of temporary employees in the civil service to a reasonable level. However, **the conclusion of these procedures in 2024 together with the launch of new recruitment procedures and internal transfer schemes have left a number of teams understaffed or with lacking specialised staff. This situation has particularly affected essential services under intense pressure in providing attention**, such as highly complex schools and the child protection services, which have experienced high staff turnover levels. This situation is partly responsible for the rise in processing times for benefits such as the citizens' guaranteed income (RGC), as it has pushed certain work teams to their limits, not only in terms of their work capacity, which has clearly decreased, but also in terms of tension and stress.

Current structures do not permit a streamlined response, and administrative controls have multiplied to the point where they have become obstacles to true efficacy. For government authorities to function, appropriate legislation is not enough; it also has to be properly implemented. One such case is the Law on the citizens' guaranteed income: it is a clear example of advanced, but poorly implemented, legislation, that prevents the effective guarantee of the right it proclaims. Failure to ensure timely implementation of regulations for approved laws or the roll out of announced plans or strategies do not help in building trust in public institutions. The excessive increase in administrative rules and procedures, which are often the gateway to accessing benefits, making claims and gaining access to the public authorities, is often an unbearable burden for citizens, social entities, companies, workers and professionals. There is a need for **wide-ranging simplification in regulations** and full integration of impact assessment criteria – including economic impact assessment – both before and after the adoption of regulations.

In addition to the above, administrative interoperability remains inadequate. People who apply for a benefit or make an application often have to provide documents already held by the authorities, causing frustration and delays.

Furthermore, **many public services, as currently designed, do not effectively reach everyone who needs them.** In the case of the benefits system, for example, close to 60% of the population in situations of severe material deprivation do not receive the minimum basic income (IMV) or the citizens' guaranteed income (RGC), and more than 40% do not have access to the social heating allowance. There are extremely high rejection rates for RGC applications due to failure to comply with requirements: in October 2025, only 43% of applications were eligible, sometimes due to difficulties caused by applicants' precarious circumstances (for example, 18% of refusals were due to the difficulty in proving their need).

c) Slow or delayed transformations, recurrent problems

Another sign of this end of an era is the slow progress made in major transformations or difficulties in implementing them. This means that certain problems keep recurring or drag on for years with no significant improvement.

The paradigmatic case here is public transport. Although the lack of investment has been criticised for years, in recent months the poor performance of the Rodalies de Catalunya suburban train service has become obvious, with serious problems in the maintenance and management in the rail network. In 2025, only 50% of trains were on time at each station, and the service lost 4.9% of passengers in the first half of the year, while demand for other means of public transport increased.

In the area of the protection and prison systems, despite the approval of alternative measures to reduce institutionalisation, the number of people in such systems rose in 2025: by 4% in the protection system and by 4.5% in the prison system. Yet, the number of people channelled to models other than institutionalisation did not increase.

In addition, in the area of social services, reforms announced years ago, such as to the reform of the citizens' guaranteed income (RGC) and its integration with the minimum basic income (IMV), as well as the single window, failed to materialise in 2025. There is an urgent need to move towards a model based on a **true single-window model**, especially for such important benefits as dependency and the RGC.

In the field of the environment, a decisive impetus is lacking to implement measures for increasing the share of renewable energies in energy consumption and meeting the targets of Decree Law 24/2021 of 26 October, on accelerating the implementation of distributed and shared renewable energies. The Government of Catalonia (Generalitat) has still not approved the Catalan Territorial Sectoral Plan for Renewable Energies (PLATER), nor have the targets set for renewable energies been met. Furthermore, with regard to asbestos removal, in December 2025, only 325 municipalities (34.3% of the total) had a census of buildings with asbestos and, of these, only 52 (5.5% of the total) had established a removal schedule.

In 2025, no significant progress was made in either the previously announced transfer of powers in the field of immigration from the State government to the Government of Catalonia (Generalitat), or in defining Catalonia's own reception model.

In education, the negative trend going back to 2015 continued in basic education learning. Despite the measures taken and the significant rise in investment, academic results did not improve. The education system is struggling to cope with the increase in social and educational needs resulting from sociodemographic transformation and to address the challenge of school inclusion. On the positive side, over the last two decades, the system has managed to sustain a policy of increasing the supply of vocational training, leading to fewer early school leavers.

In the area of housing, although important steps were taken in 2025 towards a stronger policy to ensure greater provision of social housing in the future – such as the plan to boost the construction of 50,000 homes and the approval of several decree laws to promote a more stable and permanent social housing stock – the actual increase in the number of homes allocated to social policy (2.3% in 2024) was well below the rise in demand for social housing. In June 2025, there were about 40,000 homes earmarked for social policy and about 120,000 people on the Social Housing Applicants Register (RSHPO). In 2024, there were more than 50,000 new applications for social housing, while less than 2,000 homes completed. Moreover, structural improvement to social housing development policy is undetectable in policies aimed at addressing housing emergencies: in 2025, the number of household units eligible for housing but still awaiting allocation increased by 23.4%.

Finally, 2025 marked 10 years since the entry into force of Law 19/2014, of 29 December, on transparency, access to public information and good governance, and significant progress was made in the field of transparency, with a 63% increase in portal visits and a 27.9% increase in information requests. However, implementation of the principles of good governance and good administration is still insufficient, as only 13% of government authorities have charters of service – a public document that informs users and the general public about the services provided – that include commitments and measurable indicators.

d) Outstanding challenges and entrenched situations that should not be normalised

The difficulty of tackling or providing an effective response to certain structural challenges, such as the housing crisis, has led to the entrenchment of situations that, due to their severity and social impact, **should not be normalised**:

- ▶ More than 6,700 people are homeless in our cities and towns.
- ▶ Nearly 300 children in care under the age of six live in institutions, when they should be living with families.
- ▶ More than 300 children live in facilities for the homeless or hostels, lacking the stability they need.
- ▶ Thousands of young people are unable to live independently, as public benefits for doing so only reach 1% of young people who have left home.

- ▶ Nearly 5,000 people with disabilities and more than 2,000 people with social problems resulting from mental illness are on the waiting list for residential services, with the waiting period lasting more than five and more than three and a half years, respectively.
- ▶ Processing times for dependency benefits are longer than nine months, with some elderly people dying before they receive the benefit.
- ▶ More than 1 in 10 people in employment are at risk of poverty due to job insecurity.

These situations can be avoided, but require structural political decisions, firm commitments and a fresh outlook.

A new transition: a broad country-wide agreement

This report concludes that a new transition is urgently needed. This does not mean a temporary emergency plan or a multitude of such plans. Nor does it mean partial reform or superficial change. It means a profound transformation that will facilitate:

- ▶ Rethinking ageing structures.
- Simplifying processes and avoiding dysfunctions in administrative procedures that have rendered them inefficient.
- Prioritising proximity and personal service.
- Adapting government authorities to the diversity of modern-day Catalonia.
- Guaranteeing the effective exercise of rights with reasonable timeframes and clear procedures.
- Applying new reparation and restorative justice processes in addressing rights violations and administrative irregularities, and putting into practice dialogue procedures and appropriate conflict resolution methods with a restorative perspective for conflicts between government authorities and members of the public.
- Ensuring ethical, efficient and humanised use of technology.

Such a transformation cannot depend on a single government or be limited to a single term of office. A **broad country-wide agreement**, a commitment shared between political, institutional, social and economic actors, is needed. Catalonia needs 21st-century government to meet the needs of a 21st-century society.

A people-centric approach

The challenges are immense, but the task is not impossible. Historically, Catalonia has shown that it is capable of building consensus when faced with a collective challenge and when the goal is the common good. The new transition we propose is a call to recover the essence of public service: caring for people, guaranteeing rights and building opportunities.

Government must listen, understand and respond. It must act with efficiency, empathy and agility. And it must do so by focusing on the public, which is its *raison d'être*. This annual report is intended as a tool for progress in this direction. It is an invitation to discussion, reflection and, above all, action. It is a contribution to ensuring that government authorities become what they ought to be: **a useful, approachable, efficient and deeply human system.**

As our slogan "Complain. Transform" says, this report is a complaint but, at the same time, it is also a call to work both rigorously and enthusiastically, to bring about a new transition in the field of government. This is not a utopia. It can be done, but it needs to be done now. Catalonia has great tools and great professionals; it has the experience of the past, a clear diagnosis of the present and ambitious goals for the future. From the institution that I lead, we want to contribute to this transition, diligently and with commitment, so that public authorities can regain the spirit of service to citizens.

Barcelona, March 16, 2026



Esther Giménez-Salinas i Colomer
Síndica de greuges de Catalunya (Catalan Ombudswoman)

2. Trend in the general statistics for the Catalan Ombudsman office

2.1. Actions of the institution in 2025

In 2025, the Catalan Ombudsman office obtained the highest figures in the history of the institution in terms of volume of actions: more than 13,000 complaints and 25,000 actions.

2.1.1. Main statistics on actions

Without doubt, 2025 was the year in which the Catalan Ombudsman office received the most intervention requests in the institution's history, since its founding in 1984. There are several reasons for this, which can be summarised in three main fields.

First of all, the new working model introduced by the Ombudswoman, based on diversification of actions, is now well embedded. We attended or participated in more conferences, we visited facilities, we met with economic and social stakeholders, we organised dissemination events throughout the territory, and we launched social media communication and dissemination campaigns that have improved awareness of the institution. This encompassed not only the supervision of actions by government authorities, but also other actions launched during this mandate (such as alternative conflict resolution and restorative justice methods) and those that are becoming more widely known during the mandate (such as the Youth Advisory Council and transparency reports).

Secondly, there has been a progressive change detected among citizens in their relations with public authorities, expressed in greater participation in public Affairs. There has also been an increase in the use of institutions for the defence of public rights and freedoms and the supervision and control of the activity of the government authorities. As already highlighted in the *Informe anual de transparència* (Annual report on transparency) presented in January, the 27.9% rise in requests for access to public information, the 24% rise in the submission of suggestions and opinions from interested parties to government authorities, and the 63% rise in the number of visits to transparency portals and websites are all indicators that highlight new mechanisms for relations with government authorities. They are a more individual and two-directional in nature, without excluding representation through organisations or other economic and social agents.

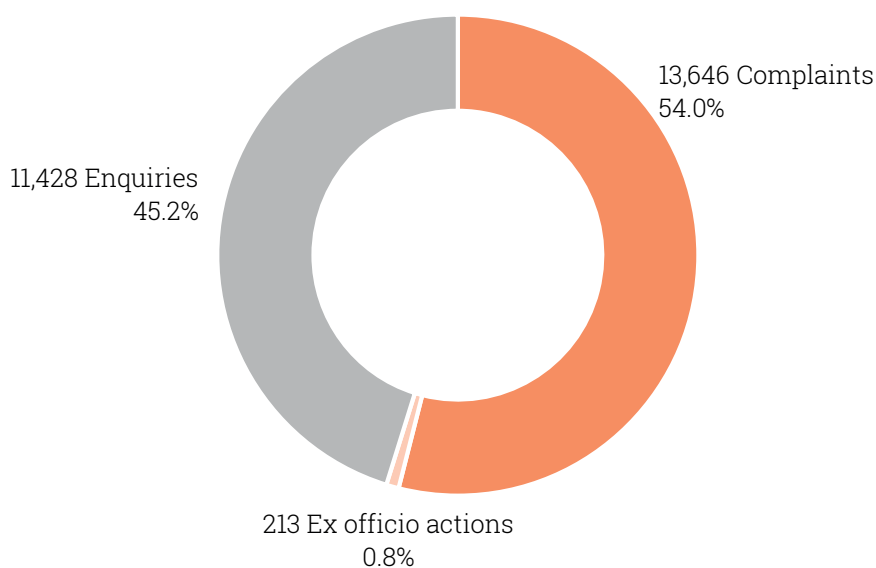
In addition, the rise in intervention requests to other control and supervisory bodies and institutions for the defence of public rights and freedoms is similar to the case of the Catalan Ombudsman office. Thus, the Catalan Anti-Fraud Office, the Committee for Guaranteed Access to Public Information (GAIP) and the Catalan Data Protection Authority registered similar increases, highlighting the public's confidence in this type of institution to guarantee the defence of their individual rights and public freedoms in their relations with government authorities.

Thirdly, as detailed in a broader, more qualitative analysis in the following chapters, difficulties in dealing with growth and demographic changes and in translating economic progress into social progress and reducing inequalities, and the limitations within government authorities – such as lengthy, unresolved procedures that are not citizen-focused – ultimately lead to citizens demanding solutions by submitting complaints to the institution.

All these factors explain the 10.8% increase in the Catalan Ombudsman office’s most significant actions (complaints, enquiries and ex officio actions), marking a total – unprecedented in the history of the institution – of over 25,000 actions. Complaints rose by 21.7%, to a total of 13,646. With regard to enquiries, the situation was similar to the previous year. A total of 11,428 enquiries were received and 213 ex officio actions were initiated. This figure was slightly lower than in the previous year, although the difficulties in undertaking ex officio actions during a year with a greater volume of actions should be borne in mind.



Graph 1. Actions initiated in 2025



	Nre.	%
Complaints	13,646	54.0 %
Ex officio actions	213	0.8 %
Enquiries	11,428	45.2 %
Total	25,287	100 %



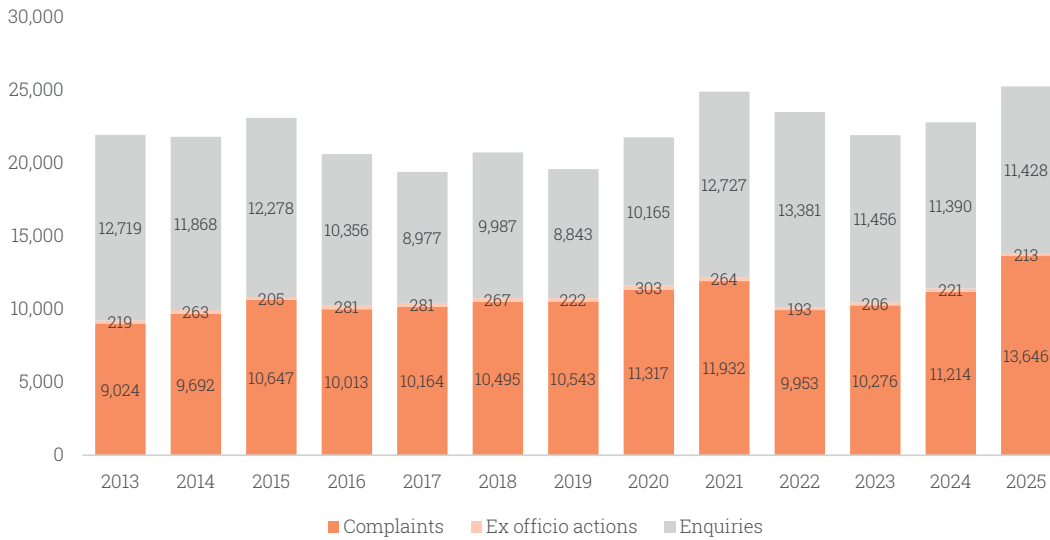
Table 1. Actions processed

	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	%
Complaints	13,996	14,820	16,994	17,473	16,415	15,375	16,889	17,680	18,450	18,301	14,715	16,571	19,689	62.4
Ex officio actions	358	523	536	606	659	635	626	733	699	609	418	461	442	1.4
Enquiries	12,719	11,868	12,278	10,356	8,977	9,987	8,843	10,165	12,727	13,381	11,456	11,390	11,428	36.2
Total	27,073	27,211	29,808	28,435	26,051	25,997	26,358	28,578	31,876	32,291	26,589	28,422	31,559	100

The trend in complaints, ex officio actions and enquiries shows only one other year with similar figures: 2021. In that year, marked by the pandemic, there was a considerable accumulation of complaints from group movements, mainly regarding the measures taken in the areas of health, education and childhood.



Graph 2. Trend in complaints, ex officio actions and enquiries



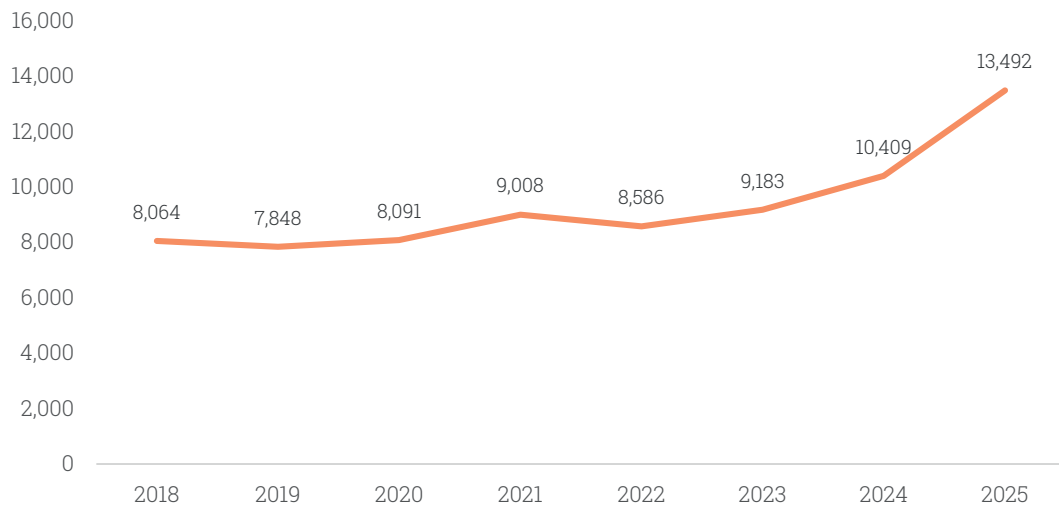
	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025
Complaints	9,024	9,692	10,647	10,013	10,164	10,495	10,543	11,317	11,932	9,953	10,276	11,214	13,646
Ex officio actions	219	263	205	281	281	267	222	303	264	193	206	221	213
Enquiries	12,719	11,868	12,278	10,356	8,977	9,987	8,843	10,165	12,727	13,381	11,456	11,390	11,428
Total	21,962	21,823	23,130	20,650	19,422	20,749	19,608	21,785	24,923	23,527	21,938	22,825	25,287

The number of complaints filed for individual problems rose by 29.6%

In 2025, 13,492 files were processed individually, an increase of 29.6% compared to 2024. Indeed, as shown below, the most significant increases in complaints and ex officio actions occurred in areas such as social services, housing, children and adolescents or health, which do not usually generate group movements or cases involving the same cause of complaint, and which need to be analysed individually.



Graph 3. Complaints initiated, counting cumulative files as single cases (2018–2025)



	2018	2019	2020	2021	2022	2023	2024	2025	Variation 2024/2025
Complaints	8,064	7,848	8,091	9,008	8,586	9,183	10,409	13,492	29.6

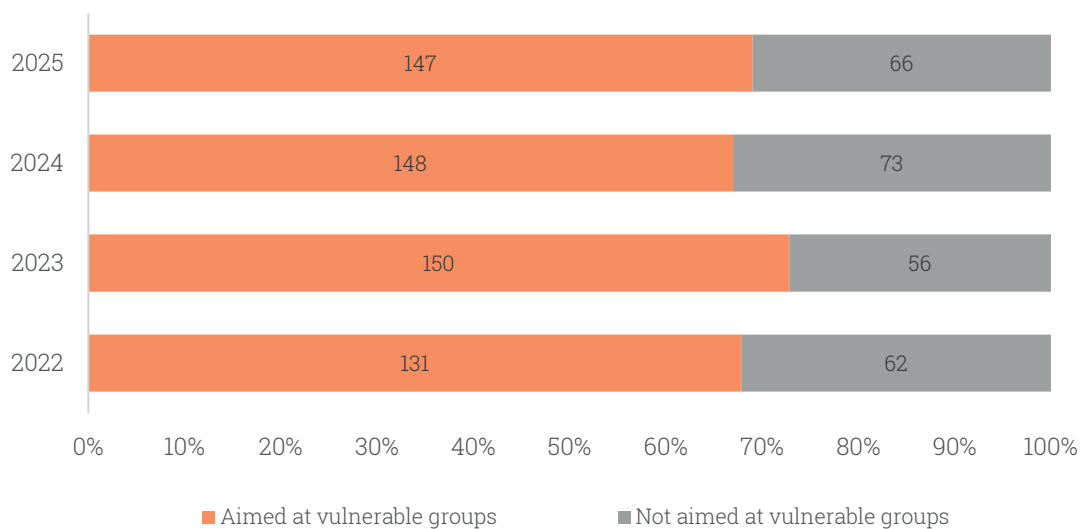
Note. Ex officio actions and enquiries do not give rise to group complaints.

Actions initiated by the institution ex officio are mostly aimed at vulnerable groups

Ex officio actions initiated in 2025 fell by 3.6%, but the percentage of actions aimed at vulnerable groups was similar to previous years, at 70%. Indeed, since 2022, one of the main focuses of the Ombudswoman's mandate has been the desire to specifically address vulnerable groups in the defence of their rights and public freedoms, a policy that has also had an impact on the number of complaints filed by these groups, as will be seen below.



Graph 4. Ex officio actions by target group



	2022	2023	2024	2025	%
Aimed at vulnerable groups	131	150	148	147	69
Not aimed at vulnerable groups	62	56	73	66	31
Total	193	206	221	213	100

2.1.2. Figures by field of activity

Social policy accounts for more than half of the complaints and ex officio actions initiated by the institution

Although, over the years, social policy has been the main area of intervention for the Catalan Ombudsman office, in 2025 it accounted for more than half of the complaints and ex officio actions initiated (50.1%). The intervention rate fell in all other cases, with the exception of the areas of public safety and justice, and culture and language. In fact, the phenomenon noted in previous annual reports, which we termed the *circle of vulnerability*, is being replicated. Repeatedly, the rise in complaints related to social services also has an impact on the rise in complaints regarding housing, health, and children and adolescents, in the case having dependent children. Last year this resulted in a very significant absolute and relative increase in these areas. All these fields of activity rose by at least 40%.



Table 4. Complaints and ex officio actions by area and field of activity (2019–2025)

	2019		2020		2021		2022		2023		2024		2025	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Social policy	3,550	33.0%	4,546	39.1%	5,199	42.6%	4,944	48.7%	4,587	43.8%	4,917	43.0%	6,949	50.1%
Education	865	8.0%	1,329	11.4%	1,676	13.7%	1,862	18.4%	1,191	11.4%	1,181	10.3%	1,409	10.2%
Housing	328	3.0%	288	2.5%	248	2.0%	333	3.3%	415	4.0%	410	3.6%	625	4.5%
Equality and non-discrimination	76	0.7%	53	0.5%	132	1.1%	51	0.5%	102	1.0%	72	0.6%	74	0.5%
Childhood and adolescence	662	6.1%	945	8.1%	842	6.9%	798	7.9%	709	6.8%	823	7.2%	1,153	8.3%
Migration	17	0.2%	14	0.1%	16	0.1%	9	0.1%	19	0.2%	4	0.0%	42	0.3%
Health	790	7.3%	885	7.6%	1,458	12.0%	915	9.0%	1,009	9.6%	1,002	8.8%	1,433	10.3%
Social services	735	6.8%	883	7.6%	750	6.1%	921	9.1%	1,092	10.4%	1,335	11.7%	2,157	15.6%
Labour relations and pensions	77	0.7%	149	1.3%	77	0.6%	55	0.5%	50	0.5%	90	0.8%	56	0.4%
Public and tax administration	2,199	20.4%	2,287	19.7%	2,731	22.4%	1,914	18.9%	2,279	21.7%	2,512	22.0%	2,327	16.8%
Public administration and rights	1,727	16.0%	1,604	13.8%	1,405	11.5%	1,452	14.3%	1,655	15.8%	1,967	17.2%	1,778	12.8%
Taxation	472	4.4%	683	5.9%	1,326	10.9%	462	4.6%	624	6.0%	545	4.8%	549	4.0%
Territorial policies	2,985	27.7%	2,879	24.8%	2,409	19.8%	1,586	15.6%	1,615	15.4%	2,113	18.5%	2,215	16.0%
Environment	2,096	19.5%	1,806	15.5%	1,585	13.0%	869	8.6%	762	7.3%	892	7.8%	791	5.7%
Mobility and transport	589	5.5%	778	6.7%	449	3.7%	378	3.7%	427	4.1%	634	5.5%	961	6.9%
Urban planning	300	2.8%	295	2.5%	375	3.1%	339	3.3%	426	4.1%	587	5.1%	463	3.3%
Consumer affairs	1,177	10.9%	1,057	9.1%	1,234	10.1%	1,181	11.6%	868	8.3%	1,139	10.0%	1,347	9.7%
Public safety and justice	822	7.6%	675	5.8%	547	4.5%	469	4.6%	1,096	10.5%	703	6.1%	923	6.7%
Culture and language	32	0.3%	176	1.5%	76	0.6%	52	0.5%	37	0.4%	51	0.4%	98	0.7%
Total	10,765	100.0%	11,620	100.0%	12,196	100.0%	10,146	100.0%	10,482	100.0%	11,435	100.0%	13,859	100.0%

2.1.3. Territorial presence of the Catalan Ombudsman office

Mobile Citizen's Assistance Service (SAP I)

In 2025, the Ombudswoman's mobile office, known as the Mobile Citizen's Assistance Service (SAP I), visited 85 municipalities and made 108 trips. In total, 784 complaints and 1,363 enquiries received.

As always, SAP I visited the most populated municipalities in the country, most regions and the 40 municipalities and regions with a special assistance agreement. These agreements are between the Catalan Ombudsman office and certain local councils, regional councils (L'Alt Urgell, La Cerdanya and L'Anoia) and the Conselh Generau d'Aran regional council. Through them, the Catalan Ombudsman office visits the municipalities at least once a year. Sant Joan de Vilatorrada joined the municipalities with an agreement last year and the SAP I paid a visit in November, a few days after the mayor and the Ombudswoman signed the agreement for special assistance.

Advisors' visits to the territory

In addition to the SAP I, a new system of territorial presence was inaugurated in the last quarter of 2025: advisors' visits to the territory, whereby the institution's advisors, accompanied by the deputy general, travel around Catalonia with a threefold objective: a) meeting representatives from organisations in the area to hear their views on issues affecting communities and structural problems, with possible initiatives for organisational complaints and ex officio actions by the institution; b) receiving complaints from particularly vulnerable individuals who have not approached the SAP I of their own accord, where appropriate, accompanied by the designated contact person from a local organisation; and (c) meeting with local institutional representatives and individuals.

In November, advisors visited the town of Salt, where they met with 12 people representing 7 local organisations, and presentations were provided on structural problems related to housing, municipal census registration, access to basic utilities and education. Assistance was also provided for two highly vulnerable persons. Finally, a meeting was held with local council representatives.

In December, the advisors visited Figueres, where they met 17 people representing 10 local organisations. Presentations were given on structural problems relating to: lack of literacy and Catalan courses for vulnerable people; problems with the municipal census; lack of response and difficulty in obtaining school lunch grants; environmental problems; lack of response and difficulties in accessing housing; difficulties for vulnerable people caused by the closure of the Figueres housing office (with users being referred to Girona); and long delays in the provision of social services. The advisors also met with 15 highly vulnerable individuals. Finally, a meeting was held with representatives of the Figueres Town Council.



Castelló d'Empúries: Empuriabrava
 Girona: Sector Est, Pont Major
 l'Hospitalet de Llobregat: Bellvitge
 Lleida: La Bordeta
 Sabadell: Sant Oleguer
 Sant Pere de Ribes: Ribes i les Roquetes
 Tarragona: Sant Salvador

2.2. Lines of action to transform the institution of the Catalan Ombudsman office

As explained in previous reports, two of the foundations of the Ombudswoman's mandate to transform the institution are accessibility and humanisation with a restorative approach, recommendations that have also been made to all other government authorities.

2.2.1. An institution accessible to all

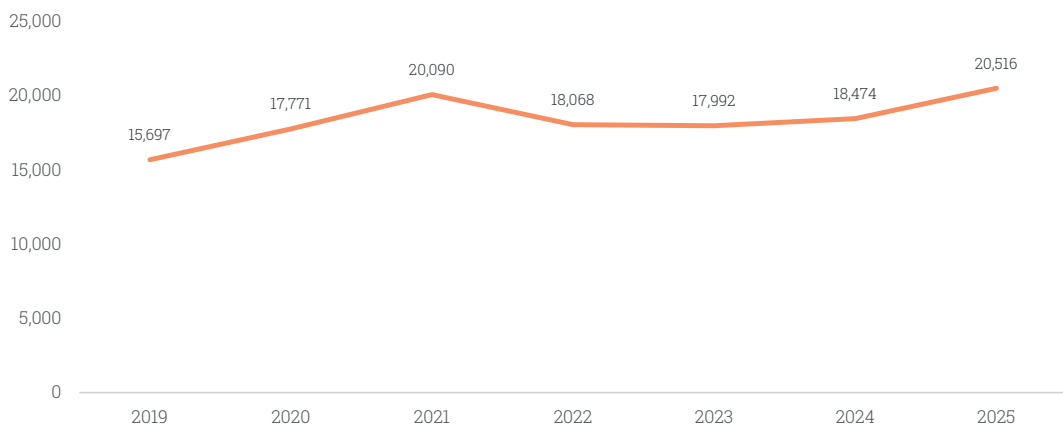
One of the Ombudswoman's initial concerns when she took office was that the institution needed to reach the people it was failing to reach. To this end, during the second half of 2022 – the year in which she was appointed – the Ombudswoman insisted that sociodemographic variables be incorporated into the complaints procedure in order to obtain a profile of the people contacting the institution and of those who did not.

Specifically, this sociodemographic data is divided into two types, depending on how it is obtained: a) data that can be collected by accessing interoperability platforms (gender, age, place of residence, nationality and place of birth), provided that there is no opposition from the individuals concerned; and (b) data which is specifically requested from the individuals concerned (highest level of education, employment status and occupational category). We place special emphasis on this distinction because it affects the ability to obtain the information (the response rate is higher when it can be accessed via the interoperability platform) and the quality of the information (public registers containing consolidated information).

As already stated in previous reports, people who contact the institution are, for the most part, those who care for third parties, be they the elderly or children, and who are concerned not only with guaranteeing their rights and public liberties, but also with guaranteeing the rights of more vulnerable people and those relating to care. Insofar as these responsibilities are usually borne by women, it is not surprising that women most frequently contact the institution, even more so in a year such as 2025, in which social policy was the main focus of the institution's intervention.

In 2025, 11.1% more people contacted the institution than in the previous year

During 2025, 20,516 people contacted the institution, 11.1% more than the previous year. These figures are comparable to 2021, with the influence of the pandemic, as mentioned above. In fact, in 2024, as stated in the previous report, we aimed to reach 19,000 people, a figure that has clearly been exceeded.

**Graph 5. People contacting the institution (2019-2025)**

	People	Variation (%)
2019	15,697	
2020	17,771	13,2
2021	20,090	13,0
2022	18,068	-10,1
2023	17,992	-0,4
2024	18,474	2,7
2025	20,516	11,1

By contrast, with regard to the type of person contacting the institution, it should be noted that the number of complaints received by legal persons continues to decrease, especially companies and non-profit organisations. In 2025, only 1% of the persons approaching the institution were legal persons.

**Table 5. People contacting the institution (2019-2025)**

	2019	%	2020	%	2021	%	2022	%	2023	%	2024	%	2025	%
Natural persons	15,223	97.0	17,289	97.3	19,647	97.8	17,639	97.6	17,643	98.1	18,250	98.8	20,303	99.0
Legal persons	474	3.0	482	2.7	443	2.2	429	2.4	349	1.9	224	1.2	213	1.0
Companies, NPOs	410	1.1	420	2.4	392	2.0	401	2.2	304	1.7	179	1.0	168	0.8
Government authorities	48	0.1	48	0.3	30	0.1	17	0.1	23	0.1	21	0.1	29	0.1
Services/facilities	11	0.1	9	0.1	9	0.0	7	0.0	12	0.1	10	0.1	8	0.0
Other ombudsmen's offices	5	0.1	5	0.0	12	0.1	4	0.0	10	0.1	14	0.1	8	0.0
Total	15,697	100	17,771	100	20,090	100	18,068	100	17,992	100	18,474	100	20,516	100

In this sense, in 2026, we aim to increase the number of complaints received by non-profit organisations (NPOs) and companies, as they often report bureaucratic difficulties they encounter in their day-to-day work, as well as difficulties in promoting economic activity and obtaining rulings on subsidies and grants. All of these are areas in which the Catalan Ombudsman office can intervene.

In this sense, as shown in the following table, homeowners' and residents' communities and associations (42.3%) are the type of legal entities that most frequently initiate complaints with the Catalan Ombudsman office. Until now, non-profit organisations (NPOs) were the main promoters of complaints (33.3%). It is also worth noting the increase in complaints from political organisations. Normally, as election dates approach, the number of political organisations filing complaints with the Catalan Ombudsman office increases.



Table 6. Legal persons who have contacted the institution

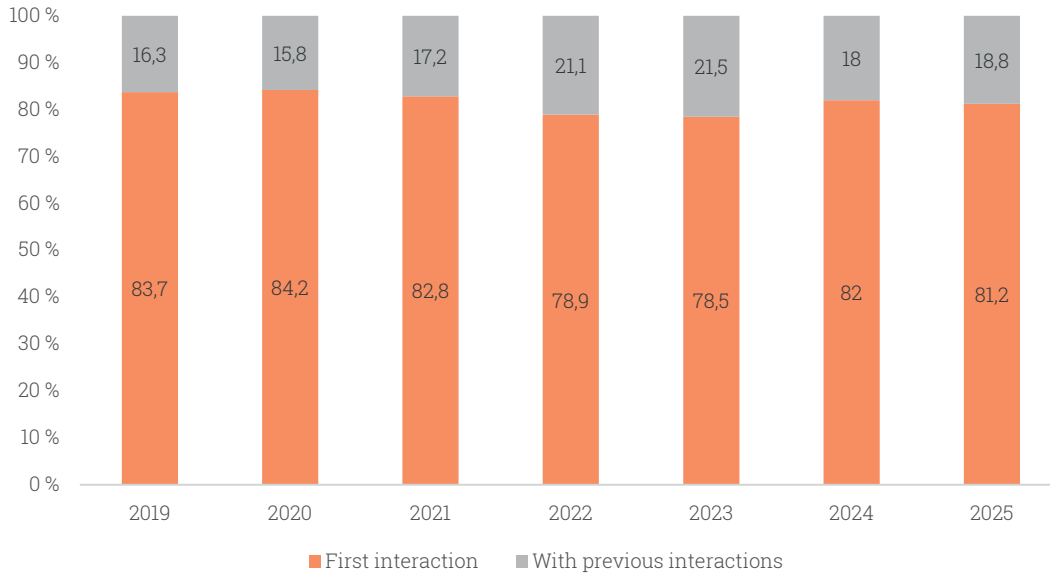
	2022	%	2023	%	2024	%	2025	%
Homeowners' and residents' communities and associations	131	32.7	90	29.6	63	35.2	71	42.3
Private companies	90	22.4	70	23.0	36	20.1	17	10.1
Non-profit organisations	131	32.7	116	38.2	68	38.0	56	33.3
Labour organisations	19	4.7	9	3.0	4	2.2	9	5.4
Business organisations	3	0.7	4	1.3		0.0	1	0.6
Political organisations	26	6.5	14	4.6	8	4.5	13	7.7
Religious organisations	1	0.2	1	0.3		0.0	1	0.6
Total	401	100	304	100	179	100	168	100

Eighty percent of people approaching the institution do so for the first time

This year we included figures on whether people were contacting the institution for the first time or whether they had already done so in the past and were contacting it again. According to the information gathered, 80% of the people contacting the institution were doing so for the first time. It should be noted that only natural persons are included, given the low volume of complaints initiated by legal persons.



Graph 6. Natural persons contacting the institution for the first time compared to those who had contacted it in previous years (2019–2025)



With regard to the reason for interaction, 50.1% of people contacted the institution to lodge a complaint, 38.5% to make an enquiry and only 11.4%, as in the previous year, for both complaints and enquiries.



Table 7. Reason for contacting the institution

	Complaint only	%	Enquiry only	%	Complaint and enquiry	%	Total	%
2019	8,265	52.7	6,024	38.4	1,408	9.0	15,697	100
2020	9,042	50.9	7,234	40.7	1,495	8.4	17,771	100
2021	9,315	46.4	8,847	44.0	1,928	9.6	20,090	100
2022	6,992	38.7	8,754	48.5	2,322	12.9	18,068	100
2023	7,791	43.3	8,286	46.1	1,915	10.6	17,992	100
2024	8,342	45.2	8,025	43.4	2,107	11.4	18,474	100
2025	10,275	50.1	7,903	38.5	2,338	11.4	20,516	100

► Inequality in access to the institution by gender

With regard to natural persons, 55.5% of individuals approaching the institution identified themselves as female, while 42.1% identified themselves as male. Finally, the number of people who identified as non-binary (2.4%) increased, although they were in the minority.



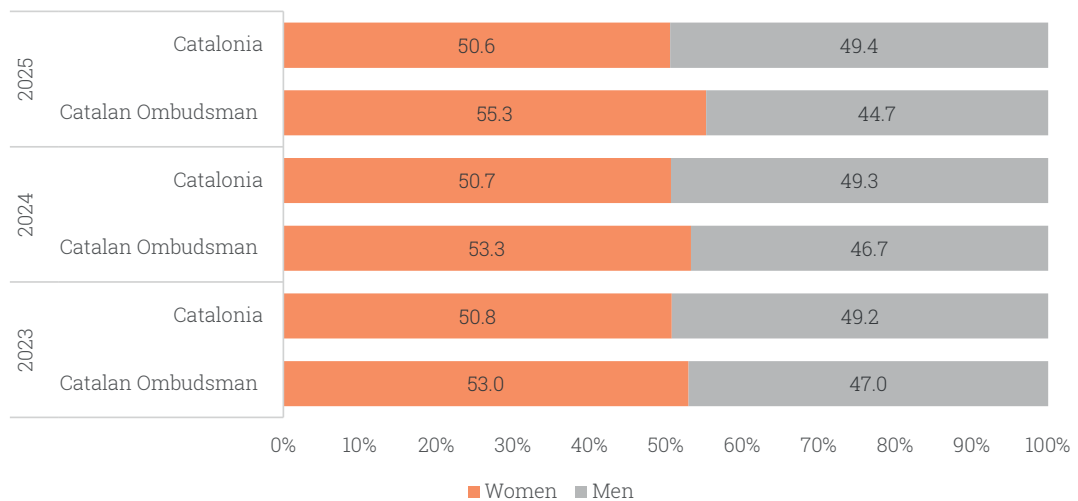
Table 8. Natural persons who have contacted the institution, by gender

	Female	%	Male	%	Non-binary	%	Total
2022	10,009	56.7	7,571	42.9	59	0.3	17,639
2023	9,778	55.4	7,703	43.7	162	0.9	17,643
2024	10,226	56.0	7,912	43.4	112	0.6	18,250
2025	11,268	55.5	8,545	42.1	490	2.4	20,303

In analysing the figures by gender (thereby allowing comparisons with data from other registers, such as the population distribution in Catalonia by gender), 55.3% of individuals filing complaints were women and 44.7% were men. In comparison to previous years, there was an increase in the number of complaints filed by women, which should not be surprising if one bears in mind the rise in complaints related to social policy, an area mainly supported by women (e.g. caring for third parties, assuming more family responsibilities).



Graph 7. Gender of individuals filing a complaint in comparison to the population of Catalonia



In this sense, a more detailed analysis of the distribution reveals an over-representation in social policy of individuals identifying as female, especially in the areas of equality and non-discrimination, social services, education and childhood and adolescence, to the detriment of other areas such as territorial policies, and public and tax administration.



Table 9. Natural persons who filed complaints, by gender and field of activity (%)

	Female	Male	Non-binary	Total
Social policy	63.7	34.6	1.7	100
Education	71.3	27.1	1.6	100
Housing	58.3	39.5	2.1	100
Equality and non-discrimination	81.8	15.2	3.0	100
Childhood and adolescence	70.8	27.6	1.6	100
Migration	40.5	57.1	2.4	100
Health	55.6	43.5	0.9	100
Social services	62.2	35.7	2.2	100
Labour relations and pensions	58.9	41.1	0.0	100
Public and tax administration	43.9	54.9	1.3	100
Government and rights	45.0	53.6	1.4	100
Taxation	40.3	58.8	0.9	100
Territorial policies	49.3	49.4	1.3	100
Environment	48.2	50.5	1.2	100
Mobility and transport	53.6	45.3	1.1	100
Urban planning	42.0	56.0	2.0	100
Consumer affairs	50.3	48.5	1.2	100
Public safety and justice	35.9	63.0	1.1	100
Culture and language	27.4	71.6	1.1	100
Total	54.6	43.9	1.5	100

Note. The information is presented as a percentage because the same person could have made complaints assigned to more than one field of activity. Therefore, the number of cases may differ from the overall figure, which quantifies the number of people who filed complaints or contacted the institution.

► Territorial inequalities in access to the institution

In 2025, there were fewer trips around the territory, which had a direct impact on the number of complaints coming from municipalities further away from the Barcelona metropolitan area. The regions in which most complaints were initiated were also those with the largest population and, therefore, most closely linked to the metropolitan area of Barcelona. However, the results differ, depending on the population of each region. Thus, El Pallars Jussà, L'Alt Penedès and El Pallars Sobirà were the regions filing the most complaints per 1,000 inhabitants, while L'Alta Ribagorça, La Val d'Aran and El Priorat filed the fewest. However, one of the objectives for 2026 is to raise the territorial presence of the Catalan Ombudsman office, as well as its presence on social media, with the aim of reaching the whole territory.



Table 10. Regional distribution of individuals filing complaints

	Population	Complaints filed 2023	Complaints filed 2024	Complaints filed 2025	Complaints filed (%)	Complaints/Population (1,000 inhabitants)
Alt Camp	47,138	34	52	54	0.5%	1.1
Alt Empordà	150,044	310	224	199	1.9%	1.3
Alt Penedès	116,098	123	155	282	2.7%	2.4
Alt Urgell	21,477	28	29	28	0.3%	1.3
Alta Ribagorça	4,051	4	2	3	0.0%	0.7
Anoia	129,956	145	190	151	1.4%	1.2
Bages	187,620	331	346	358	3.4%	1.9
Baix Camp	207,529	212	201	184	1.8%	0.9
Baix Ebre	84,077	45	79	90	0.9%	1.1
Baix Empordà	144,818	115	138	131	1.2%	0.9
Baix Llobregat	856,867	1,136	1,163	1,083	10.3%	1.3
Baix Penedès	120,720	139	243	229	2.2%	1.9
Barcelonès	2,398,280	2,146	3,064	2,827	26.9%	1.2
Berguedà	41,523	32	53	53	0.5%	1.3
Cerdanya	20,111	23	37	26	0.2%	1.3
Conca de Barberà	20,748	23	18	24	0.2%	1.2
Garraf	164,223	246	295	319	3.0%	1.9

	Population	Complaints filed 2023	Complaints filed 2024	Complaints filed 2025	Complaints filed (%)	Complaints/Population (1,000 inhabitants)
Garrigues	19,268	13	29	20	0.2%	1.0
Garrotxa	63,339	46	52	60	0.6%	0.9
Gironès	208,967	127	225	257	2.4%	1.2
Lluçanès	5,723	4	5	7	0.1%	1.2
Maresme	477,375	515	779	690	6.6%	1.4
Moianès	14,864	13	35	29	0.3%	2.0
Montsià	72,825	46	64	81	0.8%	1.1
Noguera	39,957	24	30	44	0.4%	1.1
Osona	165,946	127	152	198	1.9%	1.2
Pallars Jussà	13,593	15	13	35	0.3%	2.6
Pallars Sobirà	7,332	9	20	16	0.2%	2.2
Pla de l'Estany	33,828	20	31	28	0.3%	0.8
Pla d'Urgell	38,529	22	39	39	0.4%	1.0
Priorat	9,415	19	11	8	0.1%	0.8
Ribera d'Ebre	22,361	18	35	43	0.4%	1.9
Ripollès	25,914	13	40	27	0.3%	1.0
Segarra	22,853	14	31	19	0.2%	0.8
Segrià	221,630	195	244	264	2.5%	1.2
Selva	187,308	163	261	225	2.1%	1.2
Solsonès	15,578	13	17	15	0.1%	1.0
Tarragonès	279,332	352	341	340	3.2%	1.2
Terra Alta	11,385	9	31	12	0.1%	1.1
Urgell	39,294	31	31	49	0.5%	1.2
Vall d'Aran	10,651	5	8	7	0.1%	0.7
Vallès Occidental	970,228	1,069	1,258	1,237	11.8%	1.3
Vallès Oriental	431,351	549	678	720	6.8%	1.7
Total	8,124,126	8,523	10,749	10,511	100%	1.3

Note. In 52 cases, the place of residence of the individual filing a complaint was in another autonomous community. In the remaining cases, the complaints were filed online and the origin could not be determined.

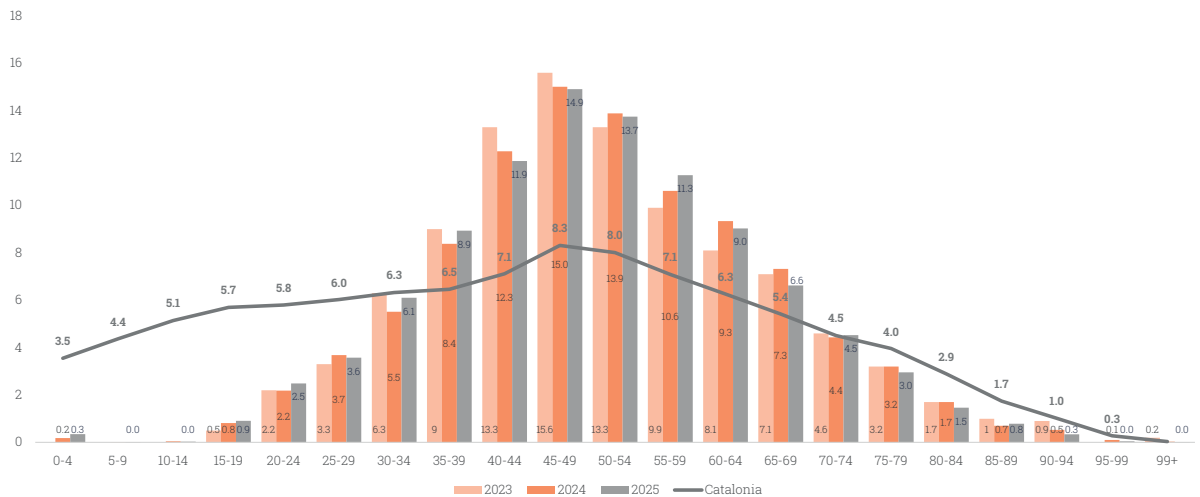
► Inequality in access to the institution by age group

Despite slight variations to the previous year, the data continues the trend in previous years, once again showing that highest number of complaints come from the 35-to-69 age group. It is worth highlighting once more the fact that people who care for children or the elderly are the main segment of the population filing complaints with the Catalan Ombudsman office.

By contrast, elderly and young people are once again under-represented among individuals filing complaints with the Catalan Ombudsman office, although the differences are greater in the younger segment than the older segment. The only exception, as in all years, is equality and non-discrimination, where the young segment of population filed the most complaints.



Graph 8. People who filed a complaint, by age group (%)

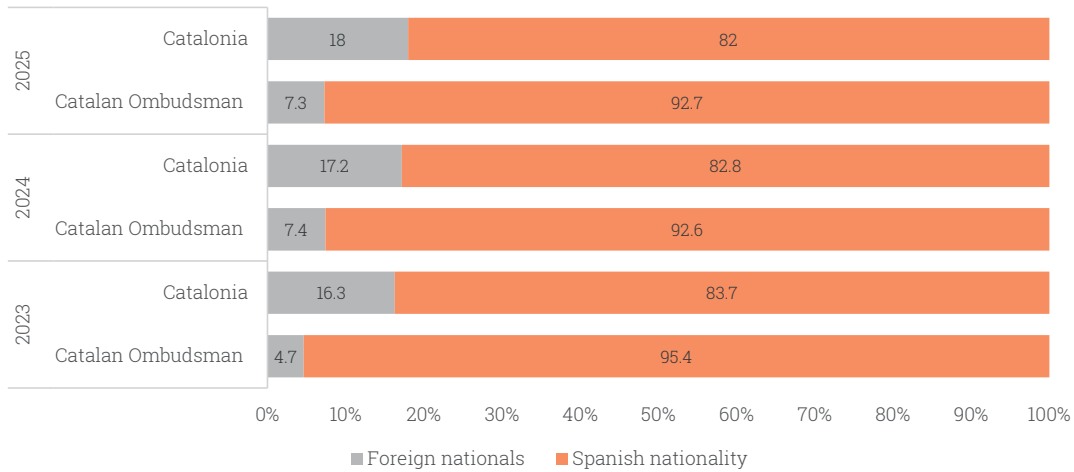


► Inequalities in access to the institution by nationality and place of birth

Although the figures have changed during the mandate of the Ombudswoman, there is a significant difference between the proportion of foreign nationals contacting the institution and those living in Catalonia. Thus, while 18% of people living in Catalonia are foreign nationals, they made up only 7.3% of individuals contacting the institution. However, it is worth noting that, in 2023, only 4.7% of foreign nationals contacted the institution, while in 2025 the percentage was 7.3%, indicating an improvement in accessibility to the institution, although there is still a long way to go.



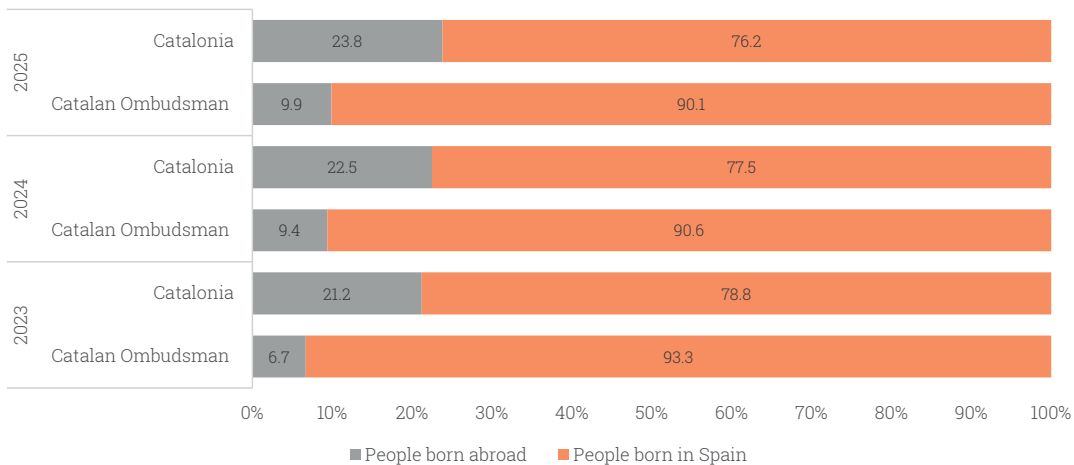
Graph 9. Individuals filing a complaint, by nationality (%)



In relation to place of birth, although values may vary, the figures are quite similar with respect to nationality: 23.8% of the Catalan population were born abroad, while they made up 9.9% of individuals filing a complaint with the Catalan Ombudsman office.



Graph 10. People contacting the Catalan Ombudsman office by place of birth (%)



Migration, housing, equality and non-discrimination, and social services were the areas in which foreign-born persons filed the most complaints, although the percentage of this group in relation to the Spanish-born population is a minority, except in the field of migration.



Table 11. Individuals contacting the Catalan Ombudsman office by place of birth and field of activity

	Spain	Abroad	Total
Social policy	87.2	12.8	100
Education	90.3	9.7	100
Housing	86.2	13.8	100
Equality and non-discrimination	79.7	20.3	100
Childhood and adolescence	77.1	22.9	100
Migration	25.0	75.0	100
Health	93.9	6.1	100
Social services	86.8	13.2	100
Labour relations and pensions	93.5	6.5	100
Public and tax administration	94.6	5.4	100
Government and rights	94.1	5.9	100
Taxation	96.6	3.4	100
Territorial policies	95.3	4.7	100
Environment	94.1	5.9	100
Mobility and transport	95.1	4.9	100
Urban planning	97.8	2.2	100
Consumer affairs	92.6	7.4	100
Public safety and justice	82.7	17.3	100
Culture and language	97.3	2.7	100
Total	90.1	9.9	100

Note. The information is presented as a percentage because the same person could have made complaints assigned to more than one field of activity. Therefore, the number of cases may differ from the overall figure, which quantifies the number of people who filed complaints or contacted the institution.

With regard to the continent and region of birth, more detailed information, based on sociodemographic data, is available for 2024 and 2025; for 2023, this information is only available for the second half of the year. In 2025, compared to the population residing in Catalonia, the Catalan Ombudsman office was contacted by more people, in relative terms, from Africa (mainly North Africa), Europe and Oceania. However, people from the Americas and Asia make up a higher percentage of the entire Catalan population than among those contacting the Catalan Ombudsman office.

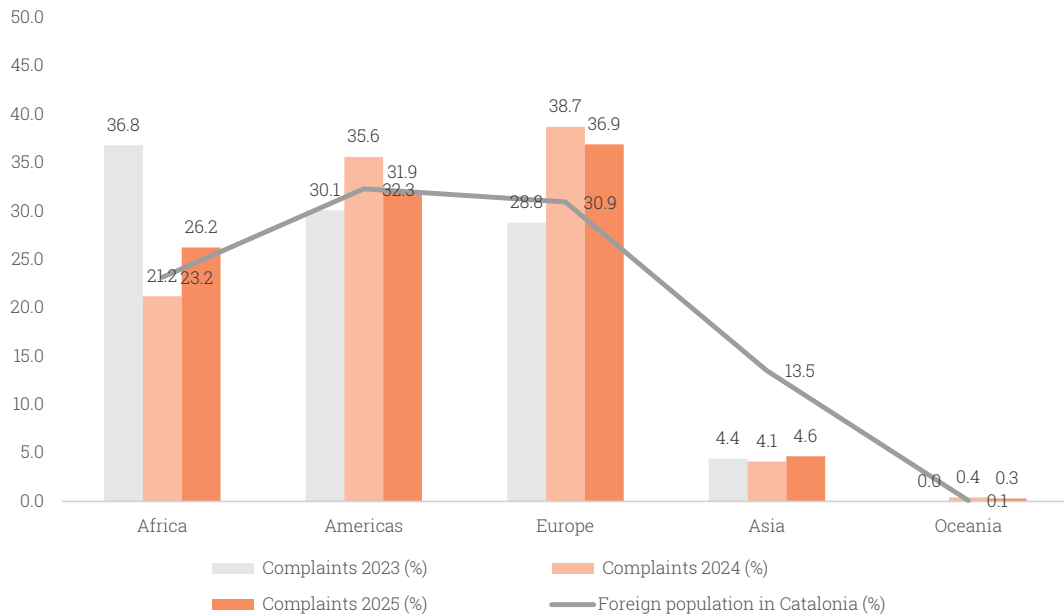


Table 12. Complaints by foreign nationals, by place of birth

	2023		2024		2025		%/foreigners in Catalonia
	Complaints by origin	Complaints 2023 (%)	Complaints by origin	Complaints 2024 (%)	Complaints by origin	Complaints 2024 (%)	
Africa	193	36.8	177	21.2	271	26.2	23.2
East Africa	1	0.2	1	0.1	2	0.2	0.1
Central Africa	1	0.2	3	0.4	7	0.7	0.2
North Africa	170	32.4	147	17.6	232	22.5	17.7
North Africa	0	0.0	0	0.0	0	0.0	0.0
West Africa	21	4.0	26	3.1	30	2.9	5.1
Americas	158	30.1	297	35.6	330	31.9	32.3
North America	6	1.1	8	1.0	8	0.8	0.9
Central America	10	1.9	25	3.0	34	3.3	6.1
Caribbean	20	3.8	30	3.6	26	2.5	2.1
South America	122	23.2	234	28.1	262	25.4	23.2
Europe	151	28.8	323	38.7	381	36.9	30.9
European Union	110	21.0	251	30.1	273	26.4	21.6
Central and Eastern Europe	32	6.1	63	7.6	93	9.0	7.4
Rest of Europe	9	1.7	9	1.1	15	1.5	1.9
Asia	23	4.4	34	4.1	48	4.6	13.5
Central Asia	0	0.0		0.0	1	0.1	0.1
East Asia	2	0.4	8	1.0	8	0.8	4.7
South Asia	15	2.9	15	1.8	30	2.9	7.3
Southeast Asia	2	0.4	2	0.2	2	0.2	1.0
Middle East	4	0.8	9	1.1	7	0.7	0.4
Oceania	0	0.0	3	0.4	3	0.3	0.1
Australia and New Zealand	0	0.0	3	0.4	3	0.3	0.1
Rest of Oceania	0	0.0	0	0.0	0	0.0	0.0
Total	525	100	834	100	1,033	100	100



Graph 11. Place of birth of the foreign population filing a complaint



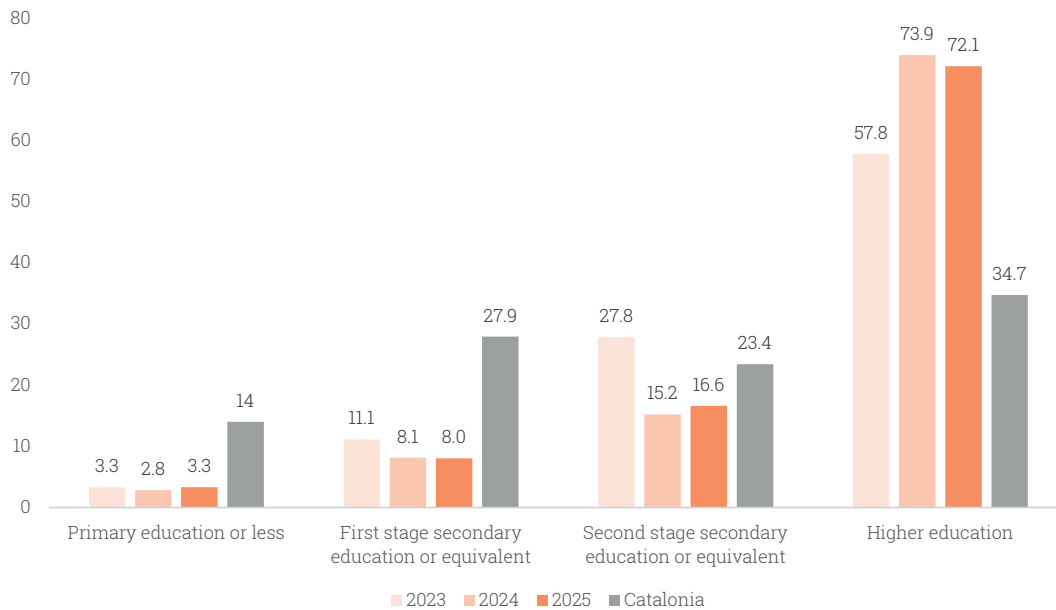
► **Inequalities in access to the institution by education and employment status**

As indicated at the start of section 2.2, the overall numbers for contacts with the institution by level of education and employment status are lower, as the institution obtains the data from individuals rather than an official registry. With regard to the available data, as was already the case in 2024, the level of education, among those providing sociodemographic information to the institution, was much higher than for Catalonia as a whole.

Thus, while 34.7% of the Catalan population have obtained the highest level of higher education, this figure rises to 72.1% of individuals contacting the institution. This is partly explained by the fact that this information is provided voluntarily, so possibly only people with a certain level of education respond. It should also be borne in mind that people who contact the institution have a specific profile (ages 35 to 69), in which the percentage of individuals with higher levels of education is greater than for the overall population, in both the younger and older age brackets.



Graph 12. People filing a complaint, by highest level of education attained

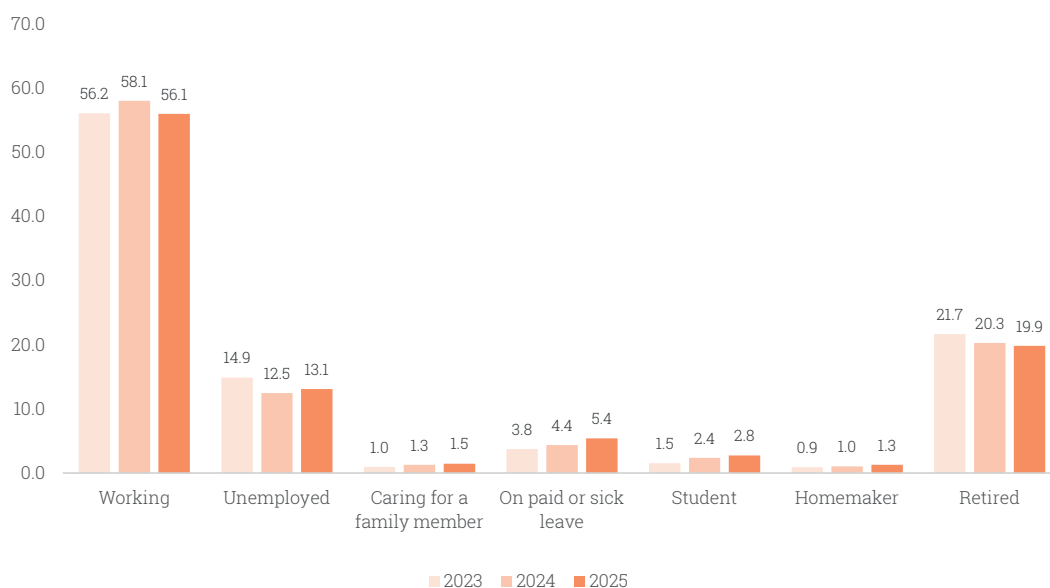


Note. No. = 8,147; 65.5% response rate.

With regard to employment status, there were no significant changes compared to 2024. Thus, most of the population were employed, while 13.1% were unemployed. It should be noted that this percentage of unemployed population is higher than the rate for Catalonia (8.2%). There was also a steady increase in the percentage of people studying or on paid leave.



Graph 13. Employment status of individuals filing complaints



2.2.2. A humanising institution

One of the aims of the Ombudswoman has been to change the office's model of service and case processing. As explained in previous reports, the institution has made efforts to ensure members of the public are attended by a single official, with specific expertise in the field of activity for which intervention is requested. The interested party deals with the same official from the beginning of their request to its resolution. This has produced good results in the assessment of the attention provided and helps build a bond of trust in the relationship between the individual and the institution. It should also be noted that 2025 was the first year of application of the charter of service approved by the Ombudswoman through the Resolution of December 24, 2024, approving the Catalan Ombudsman office *Carta de servei i bona conducta administrativa* (Charter of services and good conduct).

This section analyses both the charter of service and the results of the Catalan Ombudsman office satisfaction survey. It should be noted that the computer system for the new satisfaction surveys on the processing of complaints, enquiries and alternative conflict resolution methods files has not yet been developed. Once this is done, we will undoubtedly have access to much more information on the strengths and areas for improvement in the management of the Catalan Ombudsman office.

Although the satisfaction surveys were not updated with the new improvements, the response rate increased by 5%, rising to 20% of the processed surveys. Although this figure may seem low, it is the best result on record, as the response rate had always been close to 18% and decreasing over the years, as shown in the table below. However, 2025 was the year in which the highest number complaints were initiated and among the years with the highest number of complaints concluded, which has an impact on the final results.



Table 13. Response to the satisfaction survey

	Surveys answered	Surveys sent	Response (%)
2020	1,591	8,623	18.5
2021	1,734	9,557	18.1
2022	1,766	9,911	17.8
2023	1,466	8,608	17.0
2024	2,024	13,513	15.0
2025	2,586	12,525	20.6
Total	11,167	62,737	17.8

In 2025, average satisfaction fell by one decimal point, to 6.6. Although this is a negative result, the higher response level in 2025 should be borne in mind, as this may have had a small impact on the average satisfaction level obtained on a regular basis. It should also be noted that there was a change in the last two years: complaints that concluded due to inadmissibility and abandonment were included in the evaluation of the satisfaction surveys.



Table 14. Average score for the service offered by the institution

	Average score	No. of replies
2020	6.9	1,591
2021	6.9	1,734
2022	6.8	1,766
2023	6.8	1,466
2024	6.7	2,024
2025	6.6	2,586
Total	6.8	1,861

Once again, it should be stressed that the closure of a case is related to the average satisfaction. Thus, while cases requiring longer processing times – either because they receive a higher level of attention or because recommendations have been made and accepted – have a higher score, close to 8, cases that end due to withdrawal or inadmissibility obtain the lowest satisfaction scores. In this sense, it should also be borne in mind that these cases generally involved low levels of attention and involvement by the interested party, in terms of interaction and relations with the institution's staff.

**Table 15. Assessment by reason for case closure**

	2019	2020	2021	2022	2023	2024	2025
Irregularity	7.5	7.7	7.7	7.6	7.8	7.5	7.6
Resolution accepted	7.2	7.3	7.5	7.5	7.6	7.4	7.9
Resolution partly accepted	6.7	6.7	7.1	6.5	6.8	6.9	6.2
Resolution not accepted	7	6.3	4.7	7.8	7.3	5.5	7.3
Problem resolved	7.7	7.9	7.9	7.7	7.9	7.7	7.6
No irregularity	5.9	5.9	5.8	5.7	5.4	5.5	5.4
Transfer	6.2	5.5	9	6.5	7.9	7.8	6.6
Withdrawal	-	-	1	3	1.8	2.4	6.2
Inadmissibility	7.5	-	-	7	5.5	4.9	5.3
Total	6.8	6.9	6.9	6.8	6.8	6.7	6.6

Among the satisfaction survey respondents, 76.6% rated the attention they received from the institution's staff as good or very good

In 2025, 76.6% of individuals who answered the questionnaire considered the attention they received from the institution's staff to be good or very good. Although, once again, this is slightly lower than the results for 2024 (78.1%), it is important to bear in mind the high response levels and the fact that cases concluding in withdrawal and inadmissibility were included, which negatively affect both the average satisfaction score and, especially, the level of attention, given that attention levels in this type of cases are minimal.

**Table 16. Assessment of the attention received from the institution's staff**

	2019	2020	2021	2022	2023	2024	2025	% of 2025
Very good–good	1,311	1,308	1,412	1,390	1,155	1,488	1,894	76.6
Average	143	125	131	154	108	161	217	8.8
Bad–very bad	141	135	168	187	181	257	362	14.6
Total	1,595	1,568	1,711	1,731	1,444	1,906	2,473	100

More than half of the respondents considered the time taken by the Catalan Ombudsman office in dealing with the case to be short or very short

By contrast, with regard to the assessment of the time elapsed, it is striking that more than half of the respondents considered the institution's processing time to be short or very short. Moreover, these figures are even more significant when the average duration of case files is taken into account in assessing whether the processing time is long or short. In this regard, despite the assessment of the time taken to process cases as long, normal or short, the average number of days taken to process them decreased.



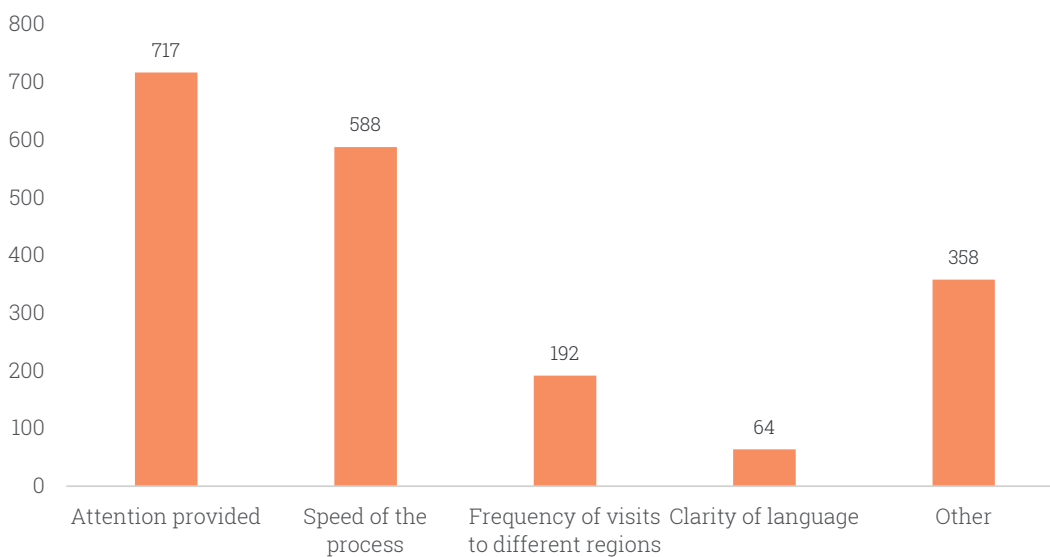
Table 17. Assessment of the time taken by the institution to provide the service for the interested party

	2019	2020	2021	2022	2023	2024	2025	% 2025	Average number of days
Very long–long	395	385	443	441	422	501	594	24.3	240.4
Average	458	443	454	480	373	459	616	25.2	127.6
Short–very short	733	734	794	786	632	930	1,235	50.5	65.5
Total	1,586	1,562	1,691	1,707	1,427	1,890	2,445	100	121.2

In terms of aspects for improvement, attention given to individuals continues to be the most relevant among members of the public, followed by the speed of the process and the frequency of visits to the territory.



Graph 14. Areas of improvement for the Catalan Ombudsman office (2025)



2.3. Paradigm shift in administrative action driven by restorative justice and appropriate conflict resolution methods

This year we went a step further in incorporating restorative justice perspective and conflict resolution in the institution. Firstly, we made recommendations for restorative justice in the context of supervision of government authorities and, secondly, we invited authorities to participate in restorative justice processes with members of the public, as part of the new process of appropriate conflict resolution with a restorative perspective (MASC-R).¹ This paradigm shift has been implemented at two levels, thereby facilitating various ways of generating good administrative practices.

2.3.1. Restorative justice in the context of oversight of government authorities

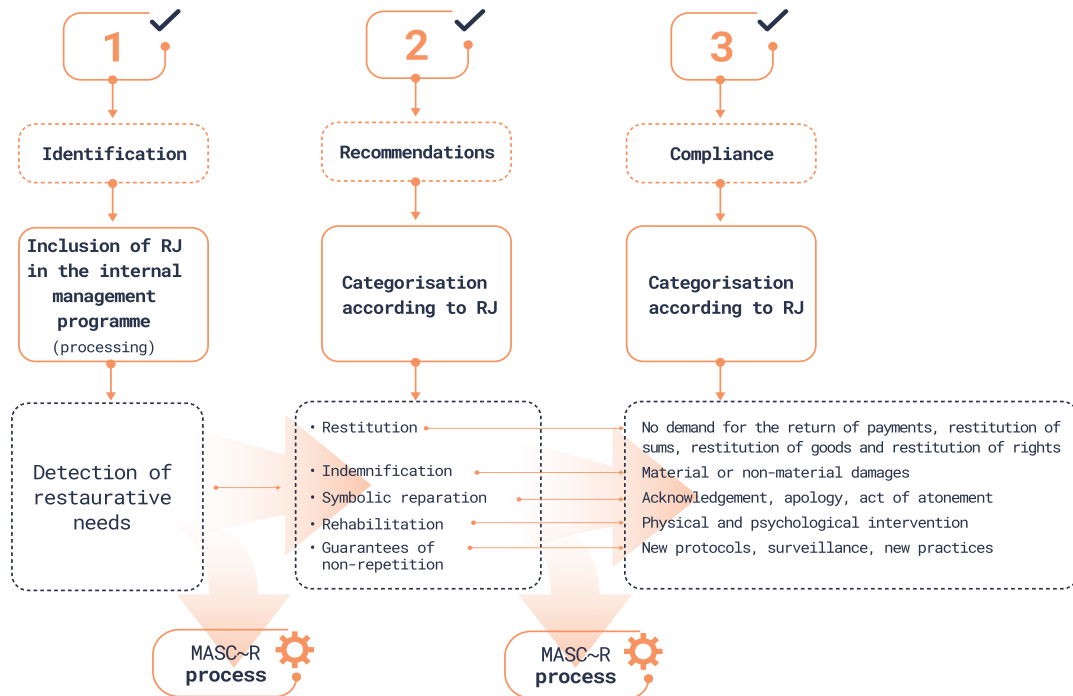
In the routine processing of complaints, enquiries and ex officio actions, as part of the supervisory powers over the government authorities, the restorative approach continues to be applied to detect potentially restorative cases and to make recommendations to the authorities. In this respect, five new restorative categories have been created: restitution, compensation, symbolic reparation, rehabilitation and guarantees of non-repetition, in accordance with the forms of redress established by the UN. Finally, a last step, compliance, has been created to assess compliance with the restorative recommendations made to government authorities in each category.

This area, launched in 2022, saw significant growth in 2025. Both the actions identified since 2022 as potentially restorative and their subsequent translation into restorative recommendations and compliance were reviewed. Since the beginning of the Ombudswoman's mandate, 535 complaints and potentially restorative ex officio actions have been detected. Of these, 206 (38.5%) occurred in 2025, a clear sign of the efforts being made to implement this line of work.

¹ The pronunciation of this acronym in Catalan is similar to the popular Catalan expression *tenir mà esquerra* (literally "to have a left hand"), which means 'to have tact'. The expression refers to the ability to do things diplomatically, showing tact and skill, being able to resolve conflicts or disputes, achieving something by indirect means in relations with people or achieving milestones discreetly and without forcing anyone's hand. Thus, MASC-R is the "left hand" of the Ombudswoman.

Figure 1. Restorative justice in the Catalan Ombudsman office

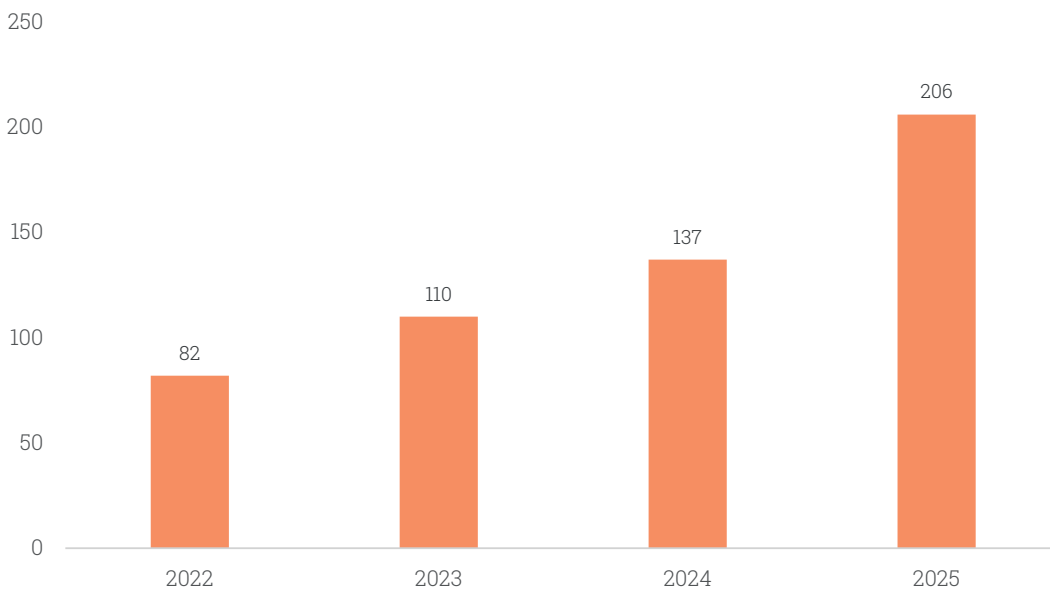
Complaints, enquiries and ex officio actions
Supervisory powers of the Catalan Ombudsman office



JR = restorative justice.



Graph 15. Potentially restorative cases by year of initiation



Social policy, particularly housing, is the main area of application for the restorative approach to supervise the performance of government authorities

Throughout 2025, potentially restorative cases were detected in the field of social policy (52.4%), public and tax administration (29.1%, mainly in taxation) and public safety and justice (10.2%). By contrast, fewer cases were detected in territorial policies (6.8%) and consumer affairs (0.5%). However, as already stated, this is a new line of action by the Catalan Ombudsman office, hence the fact that more actions were initiated in certain areas in 2025 does not mean the situation cannot be reversed in the coming years. In fact, of all the restorative recommendations made since 2022 (398), 64.3% (256 recommendations) were in 2025.



Table 18. Potentially restorative cases by year of initiation and field of activity

	2022		2023		2024		2025		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
Social policy	57	69.5	91	82.7	78	56.9	108	52.4	334	62.4
Education	13	15.9	24	21.8	19	13.9	9	4.4	65	12.1
Housing	6	7.3	14	12.7	39	28.5	60	29.1	119	22.2
Equality and non-discrimination	3	3.7	1	0.9	1	0.7	0	0.0	5	0.9
Childhood and adolescence	8	9.8	18	16.4	17	12.4	19	9.2	62	11.6
Migration		0.0		0.0		0.0	2	1.0	2	0.4
Labour relations and pensions	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Health	15	18.3	18	16.4		0.0	6	2.9	39	7.3
Social services	12	14.6	16	14.5	2	1.5	12	5.8	42	7.9
Public and tax administration	12	14.6	7	6.4	29	21.2	60	29.1	108	20.2
Public administration	8	9.8	4	3.6	5	3.6	12	5.8	29	5.4
Taxation	4	4.9	3	2.7	24	17.5	48	23.3	79	14.8
Territorial policies	12	14.6	10	9.1	26	19.0	14	6.8	62	11.6
Environment	5	6.1	4	3.6	15	10.9	2	1.0	26	4.9
Mobility and transport	7	8.5	6	5.5	9	6.6	4	1.9	26	4.9
Urban planning	0	0.0	0	0.0	2	1.5	8	3.9	10	1.9
Public safety and justice	1	1.2	1	0.9	1	0.7	21	10.2	24	4.5
Consumer affairs	0	0.0	1	0.9	1	0.7	1	0.5	3	0.6
Culture and language	0	0.0		0.0	2	1.5	2	1.0	4	0.7
Total	82	100	110	100	137	100	206	100	535	100

Symbolic reparation, the most widely recommended restorative method by the Catalan Ombudsman office

Most potentially restorative cases result in either reparative solutions from the outset or restorative recommendations that end in a restorative manner. Taking into consideration the forms of redress established by the UN, *symbolic reparation constituted the main method of redress* recommended to government authorities when the Catalan Ombudsman office acted as supervisor, regardless of whether other types of recommendations may also have been made. In cases of a possible violation of the rights of interested parties, administrative irregularities or maladministration, the Ombudswoman has repeatedly required government authorities to recognise their mistakes and apologise to the interested party for the violation. In fact, this requirement has become widespread and is considered a necessary inclusion in the set of rights that make up good government. One example worth highlighting is that, in most of its charters of service, the Generalitat de Catalunya has included the right to an apology as a reparation mechanism in the event of non-compliance.

The second most frequent means of redress was the recommendation of restitution (28.5%). Government authorities were urged to provide refunds or waive payments. In third place were recommendations for guarantees of non-repetition (21.1%), with the institution requiring control and supervision mechanisms (oversight) and the implementation of new administrative procedures, among other measures. Lastly, recommendations were made for rehabilitation (physical or psychological action), accounting for 5.9% of the recommendations in 2025, and compensation, accounting for 1.7% of the restorative recommendations.



Table 19. Types of restorative recommendations (2025)

	No.	%
Symbolic reparation	108	42.2
Restitution	73	28.5
Guarantees of non-repetition	54	21.1
Rehabilitation	15	5.9
Compensation	6	2.3
Total	256	100

By field of activity, most of the symbolic reparations proposed in 2025 were in the area of housing, followed by taxation and public safety and justice, although they were also required in the areas of childhood and adolescence and public administration, among others. In terms of restitution (refunds or waiving payments), this mainly occurred with regard to taxation, although there were also recommendations in urban planning, social services and public administration.

In terms of guarantees of non-repetition and, therefore, the implementation of new protocols or the establishment of control and supervision mechanisms, most such recommendations were associated with education, housing and children and adolescents, although it was also notable in the case of taxation and transport.



Table 20. Restorative recommendations made in 2025, by field of activity

	Symbolic reparation		Restitution		Guarantees of non-repetition		Rehabilitation		Compensation		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Social policy	58	53.7	5	6.8	32	59.3	12	80	4	66.7	111	43.4
Education	4	3.7	0	0	16	29.6	0	0	0	0	20	7.8
Housing	35	32.4	2	2.7	9	16.7	11	73.3	2	33.3	59	23.0
Equality and non-discrimination	0	0	0	0	0	0	0	0	0	0	0	0
Childhood and adolescence	11	10.2	0	0	6	11.1	0	0	0	0	17	6.6
Migration	0	0	0	0	0	0	0	0	0	0	0	0
Labour relations and pensions	0	0	0	0	0	0	0	0	0	0	0	0
Health	4	3.7	0	0	0	0	0	0	2	33.3	6	2.3
Social services	4	3.7	3	4.1	1	1.9	1	6.7	0	0	9	3.5
Public and tax administration	25	23.1	63	86.3	14	25.9	0	0	2	33.3	104	40.6
Public administration	7	6.5	3	4.1	2	3.7	0	0	2	33.3	14	5.5
Taxation	18	16.7	60	82.2	12	22.2	0	0	0	0	90	35.2
Territorial policies	6	5.6	5	6.8	3	5.6	2	13.3	0	0	16	6.3
Environment	0	0	0	0	0	0	0	0	0	0	0	0
Mobility and transport	5	4.6	0	0	3	5.6	1	6.7	0	0	9	3.5
Urban planning	1	0.9	5	6.8	0	0	1	6.7	0	0	7	2.7
Public safety and justice	18	16.7	0	0	2	3.7	1	6.7	0	0	21	8.2
Consumer affairs	0	0	0	0	1	1.9	0	0	0	0	1	0.4
Culture and language	1	0.9	0	0	2	3.7	0	0	0	0	3	1.2
Total	108	100	73	100	54	100	15	100	6	100	256	100

Most of the recommendations were made to the local government (51.2%), mainly local councils, followed by the regional government (44.5%). However, it should be noted that the introduction of restorative recommendations also provides possible avenues for redress in other public bodies, such as universities, consortia or state-owned companies, such as SAREB (an entity created in the context of the 2012 financial crisis as part of the financial institution aid programme for the restructuring and recapitalisation of the Spanish banking sector).



Table 21. Restorative recommendations by level of government or public organisation (2025)

	No.	%
Autonomous government	114	44.5
Local government	131	51.2
City/town councils	103	40.2
Regional councils	7	2.7
Provincial councils	18	7.0
Metropolitan bodies	3	1.2
Cooperation organisations	7	2.7
Consortia	7	2.7
Universities	1	0.4
Other	3	1.2
Total	256	100

In terms of type of restorative recommendations and suggestions, regional councils mostly accepted symbolic reparation; i.e. an apology for or acknowledgement of the mistake, to redress the harm. This should not be surprising, given that the Government of Catalonia (Generalitat) is introducing the right to an apology for possible mistakes. In this sense, the Catalan Ministry of Health, with respect to errors in administrative management or delays in waiting lists, issues apologies, as well as addressing any consequences that may arise from management errors. Also worth noting is the implementation of new practices or new protocols in the Government of Catalonia (Generalitat) when administrative errors or irregularities occur.

For their part, local authorities mostly accept restitution, especially provincial councils and tax management authorities, through refunds or waiving payments.



Table 22. Type of restorative recommendations by level of government or public organisation

	Symbolic reparation		Restitution		Guarantees of non-repetition		Rehabilitation		Compensation		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Autonomous government	62	54.4	20	17.5	24	21.1	5	4.4	3	2.6	114	100
Local government	44	33.6	51	38.9	23	17.6	10	7.6	3	2.3	131	100
City/town councils	34	33.0	35	34.0	21	20.4	10	9.7	3	2.9	103	100
Regional councils	4	57.1	3	42.9		0.0		0.0		0.0	7	100
Provincial councils	4	22.2	13	72.2	1	5.6		0.0		0.0	18	100
Metropolitan bodies	2	66.7		0.0	1	33.3		0.0		0.0	3	100
Cooperation organisations	1	14.3	1	14.3	5	71.4	0	0.0	0	0.0	7	100
Consortia	1	14.3	1	14.3	5	71.4		0.0		0.0	7	100
Universities		0.0		0.0	1	100.0		0.0		0.0	1	100
Other	1	33.3	1	33.3	1	33.3		0.0		0.0	3	100
Total	108	42.2	73	28.5	54	21.1	15	5.9	6	2.3	256	100

A total of 90.2% of the restorative recommendations have been implemented, generating an impact of more than €130,000 for the interested parties

Out of all the restorative recommendations made in 2025, 90.2% were implemented through different pathways, generating a positive financial impact of €130,449.21 for the interested parties. This figure does not take into account the waiving of the return of benefits for young people out of care, who have been exempted, and undue payments to thousands of vulnerable families, which the Ombudswoman demanded from the Government of Catalonia (Generalitat), who accepted the measure.

To have achieved such a high compliance rate in the year in which this line of action was consolidated is particularly remarkable. Indeed, 23.8% of fulfilled recommendations are linked to the repayment of financial amounts, followed by issuing apologies (22.1%) to the interested parties. In overall terms, symbolic reparation was the most widespread restorative measure (45%), followed by financial restitution (28%).

**Table 23. Compliance with restorative recommendations (2025)**

	No.	%
Symbolic reparation	104	45.0
Apology	51	22.1
Acknowledgement	27	11.7
Clarification of communication	23	10.0
Act of redress	3	1.3
Restitution	65	28.1
Repayment of amounts	55	23.8
Waiving return of payments	10	4.3
Guarantees of non-repetition	43	18.6
Implementation of new protocols	17	7.4
New practices	15	6.5
Oversight	11	4.8
Rehabilitation	15	6.5
Physical action	14	6.1
Psychological action	1	0.4
Compensation	4	1.7
Material damages and losses	4	1.7
Total	231	100

In relation to the type of government authority, more than half of the instances of restorative compliance – and the majority of recommendations – involved local government (51.5%), followed by the regional government (43.7%). It should be noted that the remaining bodies complied with all the proposed restorative recommendations.



Table 24. Restorative compliance by level of government or public organisation (2025)

	No.	%
Autonomous government	101	43.7
Local government	119	51.5
City/town councils	96	41.6
Regional councils	6	2.6
Provincial councils	15	6.5
Metropolitan bodies	2	0.9
Cooperation organisations	7	3.0
Consortia	7	3.0
Universities	1	0.4
Other	3	1.3
Total	231	100

Examples of restorative compliance

Complaint code	Situation	Action by the government	Restorative compliance
Q 02089/2021	Delay in rental subsidy payments due to an error in transmission of bank details.	Apology issued and damages acknowledged.	Symbolic reparation and restitution: formal apology and acknowledgement of damages.
Q 05056/2021	Municipal inaction in a case of squatters and lack of response.	Specific response provided and apology issued.	Symbolic reparation: acknowledgement of the grievance and formal apology.
Q 05163/2022	Catalan Housing Agency (AHC) fails to pay community fees and does not respond to the community.	Reasoned response, apology issued and steps taken to avoid delays.	Restitution and symbolic reparation.
Q 05224/2022	Home handed over to the City Council and returned to the owner in poor condition, with unpaid rents.	Meeting accepted, apology issued and written report regarding repairs drawn up.	Symbolic reparation: formal apology and acknowledgement of responsibility.
Q 07815/2022	Leaks in subsidised home car park with discrepancy between government authorities.	Joint inspection conducted, action plan drawn up, and residents informed.	Guarantees: institutional coordination and remedial action.

Complaint code	Situation	Action by the government	Restorative compliance
Q 08539/2022	Technical report pending due to municipal architect's leave of absence.	Clear response, feasibility assessment and apology issued.	Symbolic reparation.
Q 02305/2022	Family undergoing eviction without adequate accompaniment.	Coordinated action conducted and an in-person listening meeting held.	Rehabilitation and guarantees: reinforcing attention and accompaniment.
Q 03257/2023	Endesa fails to issue clear bills and makes unjustified charges.	Invoices sent, explanations and apologies provided, but no compensation.	Partial symbolic reparation.
Q 08345/2023	Older woman with cohabitation problems; asks for a change of residence.	Mediation activated and request will be reviewed if unsuccessful.	Guarantees: vulnerability protection and conflict management.
Q 09556/2023	Serious issues of cohabitation and maintenance in subsidised home.	Action initiated, responsibility accepted and neighbourhood informed.	Guarantees: comprehensive intervention and prevention of new incidences.
Q-01170/2023	Erroneous deregistration from the Social Housing Applicants Register (RSHPO) due to defective notification.	Notifications reviewed, rights restored, apology issued and procedures reinforced.	Symbolic reparation and guarantees of non-repetition.
Q 10388/2024	Expulsion of a pupil for minor incidents. The family demands an educational pathway.	Recommendations shared and training in restorative approaches promoted.	Guarantees: school rules and regulations reviewed and progressive cultural change.
Q 10854/2024	Family that cannot afford to purchase school books.	Access to materials guaranteed and measures for the following year proposed.	Guarantees: monitoring and protection of educational rights.
Q 00326/2024 Q 01986/2025 Q 02458/2024 Q 04394/2024	Train station lifts and escalators constantly out of service.	Partial reparations, better reporting and limited review of protocols.	Symbolic reparation and partial guarantees.
Q 4455/2024	Telephone communications from a primary care centre in Catalan only.	Apology issued and new bilingual automatic response created.	Symbolic reparation and guarantees: guaranteed bilingual communication.
Q 04862/2024	Insufficient capacity on a bus route in El Garraf region.	Inspection conducted, service reinforced, incidents reported and apology issued.	Symbolic reparation and guarantees: ongoing improvements.
Q 05219/2024	Administrative silence on registering with the subsidised housing register.	Notification by positive silence and in-person listening meeting organised.	Guarantees: transparency and personalised attention.

Complaint code	Situation	Action by the government	Restorative compliance
Q 2364/2025	Disagreement in the assessment of merits in a university competition.	A breakdown of evaluation items ordered for future competitions.	Guarantees: transparency and improvement of the procedure.
Q 3726/2025	A student is not allowed to continue their studies at the Distance Learning Secondary School of Catalonia (IOC) without a formal transcript.	Confirmation that the student can resume their studies and meeting called with the student.	Symbolic reparation: clarification of the right and willingness to engage in dialogue.
Q 2454/2025	A club does not allow a child player to leave the team, even though it is not detrimental to the team.	The case is referred to a mediation committee and the club accepts the departure.	Symbolic reparation: redress and resolution through dialogue.
Q 5464/2024 Q 5969/2024	Sanctions imposed on SEN students under unclear procedures.	Disciplinary procedures reviewed and a commitment is made to evaluation.	Guarantees: improvement to protocols and monitoring.
Q 5532/2025	Inappropriate treatment of two girls by tramway staff.	An apology is issued, training reinforced and protocols reviewed.	Guarantees: child protection and procedural improvement.
Q 348/2025	Lack of dialogue in a new tender for a municipal music school.	Meeting set up and the city council agrees to work on a new model with stakeholders.	Guarantees: participatory practices and community engagement.
Q 4819/2025	Claim for compensation from a local police agent paralysed for a year.	The case is opened, an affirmative decision made and compensation paid.	Restitution: financial compensation and resolution of the harm done.
Q 10497/2025	Subsidised home provided is very dirty.	Clean-up scheduled, preventive measures taken and an apology issued.	Completion pending.
Q 2083/2025	Healthcare not guaranteed in Catalan, despite request.	Apology is issued, practitioner reassigned and linguistic support during care offered.	Symbolic reparation and guarantees of non-repetition.

2.3.2. New procedures: appropriate conflict resolution methods with a restorative perspective (MASC-R)

In addition to its ordinary functions, the institution has begun to propose and set up **procedures for conciliation, mediation, dispute settlement, dialogue and restorative processes or meetings** with government authorities, dependent bodies, individuals undergoing an investigation procedure and the affected individuals, on a case-by-case basis. This work is being conducted in accordance with articles 3.3, 49 and 50 of Law 24/2009, of 23 December, of the Catalan Ombudsman office, and articles 8.p) and q) and 24.1 of the Catalan Ombudsman office *Carta de servei i bona conducta administrativa* (Charter of services and good conduct).

Conflict resolution methods aim to provide a space for dialogue between the parties involved in order to find, where possible, constructive solutions or material or symbolic reparations. The aim is to increase the proximity and efficiency of the government and to promote the right to good administration, facilitating the resolution of possible conflicts to the benefit of all. This is set out in our institution's Code of Good Practice, which states that a good government authority is one that informs, listens and responds, acts transparently, encourages citizen participation, ensures rigorous management and fully assumes its responsibilities. In accordance with the above, government authorities place themselves at the service of citizens and, with the adoption of these new practices, contribute to promoting a cultural change towards collaboration with citizens in public affairs.

Citizens, especially the most vulnerable, exercise their right to be heard or receive a response in a safe, impartial, confidential setting with guarantees of fairness for all parties. The use of conflict resolution methods qualitatively improves the relationship between government and citizens, offers spaces for active listening and balances positions in order to reach an effective solution for the parties involved. Public, individual and collective interests and the needs of the government and the public are taken into account; a culture of peace and restorative justice is fostered through dialogue, and spaces and times for expression and listening are generated, based on respect at all times.

For this reason, and to complement the ordinary channel, development of the new internal protocol and specific circuit of appropriate conflict resolution methods with a restorative perspective (MASC-R) has continued. Accordingly, three new types of case files were created in 2025:

MASC-R file

A MASC-R file is opened when a process of conciliation, mediation, conflict resolution, dialogue or a restorative meeting is initiated. It is opened when explicitly requested by an interested party (a natural person, legal person or government body) or through an open complaint in which the feasibility of one

of these procedures is assessed. In such cases, the complaint will be suspended until the MASC-R file is resolved.

CMAS-R file

When a MASC-R-related query is addressed, it is registered in this type of case file. An enquiry concerning appropriate conflict resolution methods with a restorative perspective (CMAS-R) may lead to the opening of a MASC-R or AOMS-R file. This case file is the equivalent of enquiries in the traditional circuit.

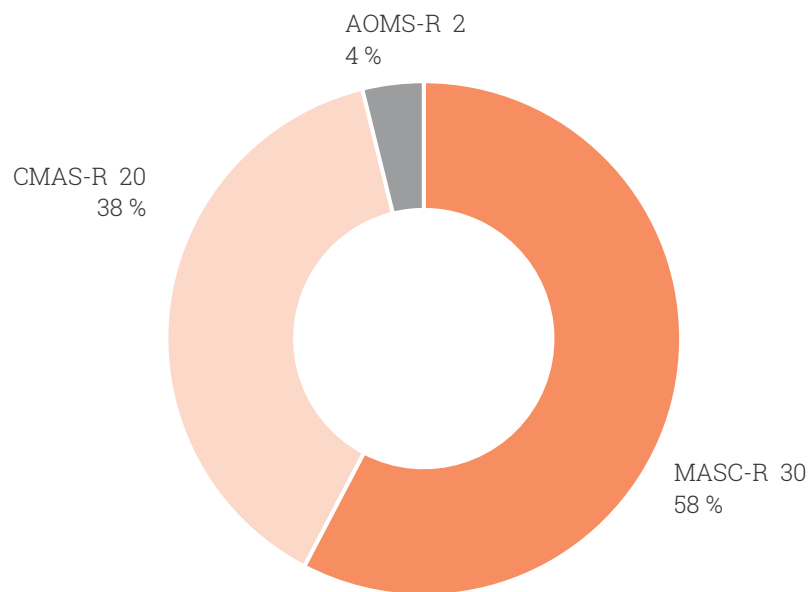
AOMS-R file

When a conciliation, mediation, dispute settlement, dialogue or restorative process is initiated ex officio, an ex officio action file for appropriate conflict resolution methods with a restorative perspective (AOMS-R) is opened. In this case, the file is initiated by the institution, ex officio, in the face of qualitatively and quantitatively relevant conflict situations that affect a significant number of citizens, organisation or groups and the government authorities. This case file is the equivalent of ex officio proceedings in the traditional circuit.

In 2025, 30 MASC-R, 20 CMAS-R and 2 AOMS-R files were opened and supported. Of these 30 cases, 9 were mediations, 6 were conciliations, 2 were dialogue facilitation and 13, restorative processes.

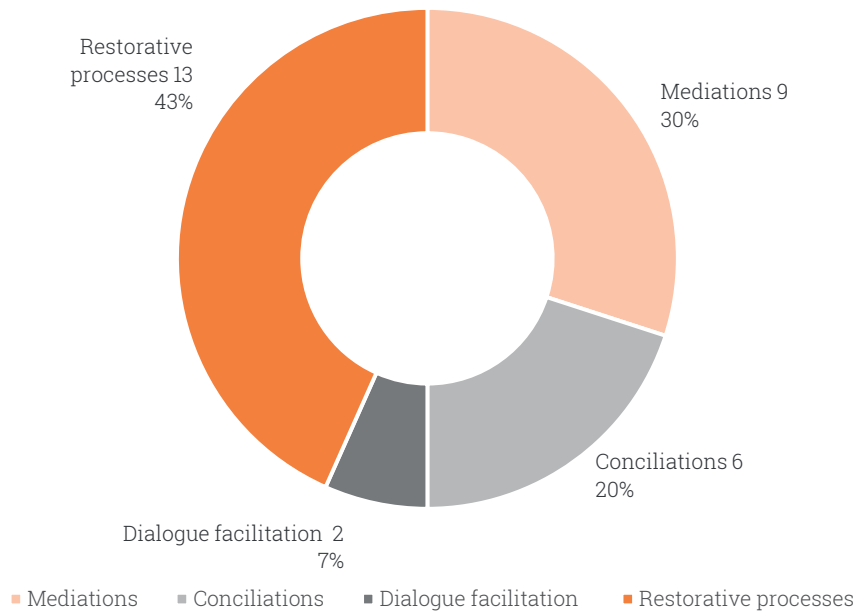


Graph 16. Types of cases initiated with a restorative perspective





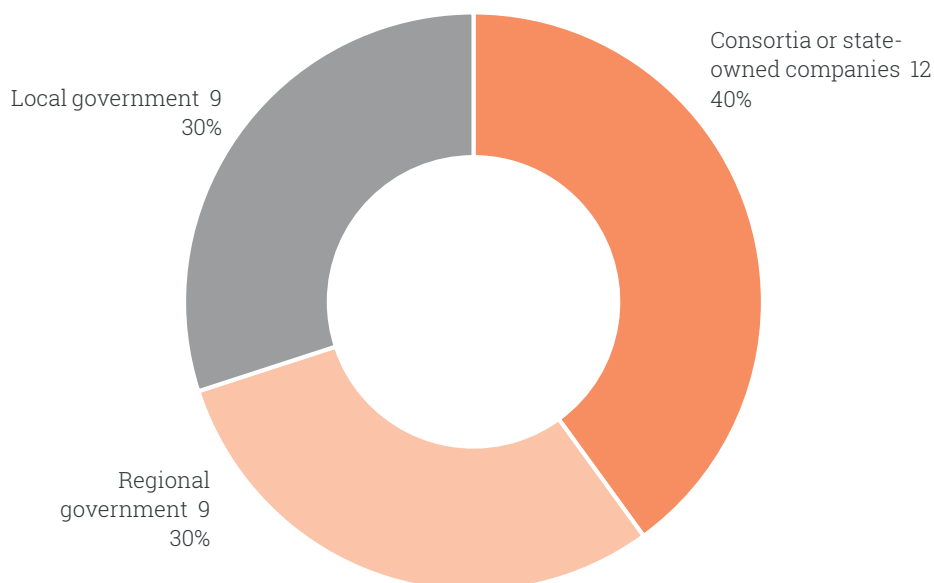
Graph 17. Type of process for cases with a restorative perspective



As regards the parties, local government was involved in 9 cases, regional government in 9 cases, and other entities, consortia or state-owned companies, such as SAREB, in the remaining 12.



Graph 18. Government authorities involved in cases files with a restorative perspective



In terms of processing, 15 of these cases are ongoing, 14 have been closed and actions have been suspended in 2 more. Of the 14 closed cases, 6 were concluded due to non-feasibility/non-acceptance, 3 due to withdrawal, and 6 due to a full or partial agreement.

The main fields of activity addressed were education, social services, sexual abuse in the sphere of the Catholic Church or religious orders, the civil service, housing, town planning, child and adolescent protection, health and justice. Some concerned claims for financial liability against government authorities.

Finally, we highlight some of the agreements or commitments reached, within the framework of the new MASC-R protocol and circuit, taken from the six processes that were concluded with an agreement:

- ▶ A restorative justice process with symbolic and material reparation: 52,000 euros in compensation from a religious congregation to the victim's mother and sister.
- ▶ Two mediation/conciliation processes with SAREB: agreement on residential relocation and social rental housing with two individuals affected by a judicial eviction from their habitual residence.
- ▶ A restorative justice process with symbolic reparation by the municipal social and health services, in a case of non-compliance with the right to good administration and discrimination in the treatment received by an individual in the management of administrative housing and disability case files.
- ▶ A conciliation process between the Catalan Ministry of Education and a family involving a case of bullying.
- ▶ A restorative justice process with symbolic reparation for a victim of sexual abuse within the Church.

3. Institutional relations and communication

The institutional activities described below refer to the different international initiatives and activities promoted by Ombudswoman Esther Giménez-Salinas, or the events in which she has actively participated throughout the year.

3.1. International actions

- Conference on restorative justice from the victims' perspective: experiences in the Ibero-American area. Participation by the Ombudswoman with a presentation on what restorative justice can offer to society. The Ibero-American Advisory Council for Restorative Justice, of which the Ombudswoman is a member, was presented at the conference. Organised by: APAV, Consciència i Justícia, Irse.ebi. Place: **Lisboa. 19-21 March.**
- High-level conference with national ombudsmen and ombudswomen and human rights institutions, attended by the Catalan Ombudswoman. Organised by: Council of Europe. Place: **Strasbourg. 27-28 March.**
- Visit of the European Magistrates Association. Place: **The Catalan Ombudsman office headquarters. 6 June.**
- Conference on juvenile justice and new responses for the 21st century by the Ombudswoman on the occasion of the International Day against Torture. Organised by: Portuguese Ombudsman office. Place: **Lisbon. 16 June.**
- Visit of a delegation of members of the Shanghai Ombudsman office. Place: **The Catalan Ombudsman office headquarters. 18 June.**
- 30th International Paediatric Oncohaematology Congress, dedicated this year to the alliance for a childhood free of cancer; the Ombudswoman gave a presentation on the right to health. Organised by: Mexican Paediatric Oncohaematology Association. Place: **Mexico City. 2 July.**
- Forum on special protection systems for the rights of children and adolescents; the Ombudswoman gave a talk on the essential transformation of the protection system. Organised by: Mexico City Human Rights Committee and the Institute of Legal Research of the National Autonomous University of Mexico (UNAM). Place: **Mexico City. 3 July.**
- Keynote speech on the challenges in strengthening prevention and special protection systems for children. Organised by: Mexico City Human Rights Committee and the Institute of Legal Research of the National Autonomous University of Mexico (UNAM). Place: **Mexico City. 4 July.**

- 1st Global Summit on Human Rights, organised by the Ibero-American Federation of Ombudspersons (FIO). The Ombudswoman gave a lecture on “Prison and human rights. Another justice is possible: restorative justice” and the Deputy General took part in the round table on “Public Safety and Prison Systems”. Place: **El Salvador. 2–4 September.**
- 30th Assembly and 29th Congress of the FIO. The Ombudswoman and the Deputy for the Defence of Children’s and Adolescents’ Rights participated as speakers in the session on childhood: “Rights at risk and active participation. Child labour, juvenile justice and deprivation of liberty”. Organised by: FIO. Place: **Lima. 10 October.**
- 30th anniversary of the European Network of Ombudsmen (ENO). Organised by: European Ombudsman. Place: **European Parliament. 21 November.**

3.2. *L’altaveu de la síndica (Ombudswoman’s platform)*

The institution organises conferences-debates for groups and professionals from the field of the defence of rights and for the institution’s staff. This space is called *L’altaveu de la síndica* (Ombudswoman’s platform). The sessions in 2024 were:

- ▶ Conference and debate: “**New frontiers in the recruitment of organised crime through social media**”, by Sergio Aguayo, lecturer and researcher, Colegio de México. 25 April.
- ▶ Conference and debate: “**On life row. Twenty years condemned to death**”, by Mario Flores. This lecture was scheduled as part of the International Day in Support of Victims of Torture. 26 June.
- ▶ Conference and debate: “**The Strasbourg Court. A quick immersion**”, by Josep Casadevall, Vice-President of the European Court of Human Rights (ECtHR) (2011–2015), President of Section III of the ECtHR (2008–2021) and judge at the ECtHR (1996–2015). 6 November 2025.

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