



# Economic and Social Council

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## Committee on Economic, Social and Cultural Rights

### Information received from Portugal on follow-up to the concluding observations on its fifth periodic report<sup>\*</sup> <sup>\*\*</sup>

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<sup>\*</sup> The present document is being issued without formal editing.  
<sup>\*\*</sup> The annexes to the present document may be accessed from the web page of the Committee.



## **Information on the implementation of the recommendations contained in paragraphs 7, 19 (a) and 27 of the Concluding Observations (E/C.12/PRT/CO/5), submitted by Portugal under articles 16 and 17 of the Covenant, due in 2025**

1. Pursuant to articles 16 and 17 of the International Covenant on Economic, Social and Cultural Rights, Portugal submits the following information on the implementation of the recommendations contained in paragraphs 7, 19 (a) and 27 of the Concluding Observations adopted by the Committee in March 2023.

### **A. Information relating to paragraph 7 (a)**

2. The draft National Action Plan on Responsible Business Conduct and Human Rights (NAP) remains under final political validation, after having undergone consultations with other relevant ministries and academia. Following political validation, the draft will be subject to a public consultation.

### **B. Information relating to paragraph 7 (b)**

3. Portugal has not enacted specific legislation mandating human rights due diligence for companies. In this context, it is worth noting that Portugal is carrying out the process of transposition of the European Union's Corporate Sustainability Due Diligence Directive (Directive 2024/1760) into national law. The country is committed to completing this process within the stipulated timeframe, thereby reinforcing its dedication to upholding human rights standards in business activities.

### **C. Information relating to paragraph 19 (a)**

4. Regarding the Right to Work from the United Nations Committee on Economic, Social and Cultural Rights, within the scope of Portugal's 5th Report, the results of the programs and measures implemented during the period 2023–2025 are presented. These initiatives were implemented by the Public Employment Service operated by the Institute of Employment and Vocational Training (IEFP) at both the national and sectoral levels.

5. The first section provides a brief overview of the labour market's evolution, using its main indicators, which are primarily derived from employment data for the 1st quarter of 2025, produced by the National Institute of Statistics (INE).

6. The second section focuses on the results of measures designed to increase employment opportunities in general, as well as among vulnerable groups (including women, persons with disabilities, young persons, Roma, refugees, and asylum-seekers). These results are further analysed and supported by the tables provided.

7. The Portuguese Employment System has been actively working to enhance job creation and improve the quality of employment while combating unemployment and promoting equal opportunities. Article 24 of the Portuguese Labour Law guarantees that workers and job seekers are entitled to equal opportunities and treatment in access to employment, training, and working conditions, without discrimination based on factors such as age, gender, race, or origin. It also mandates the State to promote equal access to these rights.

#### **Labour Market Evolution (1st Q 2022–1st Q 2025)**

8. The most recent estimates from the Labour Force Survey (INE) indicate an active population/labour force of 5,547.2 thousand people (16–89 years old) in the 1st quarter of 2025, divided into:

- Sex – 50.6% men | 49.4% women;

- Highest completed level of education – 32.4% Lower secondary education (at most) | 34.0% Upper secondary and post-secondary non-tertiary education | 33.6% Tertiary education;
  - Age group – 6.8% aged 16 to 24 | 20.1% aged 25 to 34 | 22.8% aged 35 to 44 | 26.4% aged 45 to 54 | 19.7% aged 55 to 64 | 4.2% aged 65 to 89.
9. Employed population (16–89 years old) was estimated at 5,181.4 thousand people in the 1st quarter of 2025. This population was distributed in the following categories:
- Sex – 50.8% men | 49.2% women;
  - Highest completed level of education – 32.1% Lower secondary education (at most) | 33.6% Upper secondary and post-secondary non-tertiary education | 34.3% Tertiary education;
  - Age group – 5.8% aged 16 to 24 | 19.8% aged 25 to 34 | 23.2% aged 35 to 44 | 27.1% aged 45 to 54 | 19.9% aged 55 to 64 | 4.3% aged 65 to 89;
  - Professional status – 84.9% were employees | 14.6% self-employed workers (9.8% Self-employed persons without employees – own-account workers; 4.8% Self-employed persons with employees – as employer) | 0.5% unpaid family workers;
10. Employment rate for people aged 16 to 64 increased by 2.1 p.p. between the 1st quarter of 2022 (72.1%) and the 1st quarter of 2025 (74.2%; 76.7% male and 71.9% female). The gap employment gap was 4.8 p.p. in the 1st quarter of 2025, 0.9 p.p. less than in the same quarter of 2022. This reduction reflects the increase in female employment, 6.2% in the period compared with the 5.4% for male around 52.8% of the growth in employment, in the 16–64 age group, was female.
11. The unemployed population (16 to 74 years old) was estimated at 365.8 thousand people in the 1st quarter of 2025. This population was distributed in the following categories:
- Sex – 47.9% men | 52.1% women;
  - Levels of education – 35.9% Lower secondary education (at most) | 39.0% Upper secondary and post-secondary non-tertiary education | 25.1% Tertiary education;
  - Age group – 22.0% aged 16 to 24 | 24.9% aged 25 to 34 | 16.9% aged 35 to 44 | 17.1% aged 45 to 54 | 17.3% aged 55 to 64;
12. The unemployment rate increased by 0.6 p.p. The difference between the male unemployment rate (6.2%) and the female unemployment rate (7.0%) was 0.8 p.p. in the 1st quarter of 2025, 0.1 p.p. less than the total unemployment rate for men.
13. The inactive population (16–64 years) was estimated at 1,360.5 thousand people, of which 56.8% were women and 43.2% were men. Young persons (16–24 years old) constituted the largest share (45.2%), followed by the population aged 55–64 years old (30.4%).

### **Public Employment Service measures adopted and 2023–2025 results**

#### *Employment and placement measures*

14. The measures with the highest number of people covered were by large groups: Internships, Hiring Support and Professional Integration, through socially necessary work measures.
15. In 2024, there was a general decrease in the total number of beneficiaries compared to 2023 for several measures. However, the AVANÇAR Programme saw an increase from 641 to 3,206 people due to its implementation starting in the last quarter of 2023. Similarly, Empreende XXI (Entrepreneurship XXI) rose from 127 to 502 beneficiaries as its effects continued into 2024 (see table 1).
16. The observed negative deviations can be attributed to the time gaps of 4 to 5 months between the closing of the application periods for the Hiring Support and Traineeship measures repealed in 2024 and the implementation of the new Support Programmes. This

interval necessarily led to a decrease in the coverage rates of unemployed individuals and young persons in general active policy measures.

17. Employers are supported financially to hire young, qualified, unemployed persons (35 or under) with open-ended contracts. The minimum pay must match or exceed that of a graduate's entry-level salary in public administration. This ensures better employment quality, stability, appropriate wages, and greater autonomy for young persons, though it impacts the Objective's indicators.

18. Regarding the number of women covered in 2024, despite an overall reduction, some measures registered significant increases:

- AVANÇAR Programme: from 229 to 1,196 women;
- Empreende XXI (Entrepreneurship XXI): from 29 to 124 women;
- *Apoios à Criação do Próprio Emprego* – PAECPE (Self-Employment Support Programmes): from 530 to 660 women.

19. The analysis reveals that while most measures saw a decrease in the number of women covered in 2024, some initiatives showed significant growth in female participation, especially in entrepreneurship and starting their own businesses. This highlights the need to further promote active labour market policies focused on gender equality, ensuring equal access to opportunities for women (Table 1 – Annex).

20. The INTEGRAR Programme, initiated in September 2024 by Order No 218/2024/1, aims to support the integration of immigrants through personalized measures. This programme adapts various technical, training, and employment measures. Since its start, it has placed 3288 immigrants in the labour market and covered 3644 in training, with 83% participating in Portuguese Host Language Courses (Table 1.1 – Annex).

#### *Vocational training measures*

21. IEFP's vocational training is available to all residents in Portugal, including nationals and foreigners, without any access restrictions. Vulnerable groups such as women, people with disabilities, young persons, Roma communities, individuals of African descent, refugees, and asylum seekers can participate if they meet specific requirements. Foreign citizens must understand Portuguese, as courses are taught in Portuguese. Portuguese language courses are also provided to immigrants.

22. An overall analysis reveals continuity in the measures, with only minor and insignificant variations. Therefore, we will highlight only some of the data (Table 2 – Annex).

23. The *Cursos de Especialização Tecnológica* (CET) (Technological Specialisation Courses) saw a slight participant drop from 1,591 in 2023 to 1,485 in 2024 due to technical delays linking the SIGO System (Information and Management System for Educational and Training Offers) with the IEFP's training management system. This hindered the start of new CET programmes without operational authorisations, limiting the range of qualifications to those already approved. Although resolved, new issues with SIGO and the National Catalogue of Qualifications (CNQ) have arisen, following the adoption of Competence Units (UC). Nonetheless, prospects for 2025 look strong with 907 participants in the first quarter.

24. Regarding the measure *Educação e Formação de Jovens* (Youth Education and Training), it is no longer part of the regular activities of IEFP, and thus there is no physical implementation. However, there exists a protocol with an external entity that justifies the payments made.

25. The reduction in data concerning *Cursos de Educação e Formação de Adultos* (EFA) – (Adult Education and Training Courses) is a result of a strategic management decision to lower targets, which aligns with the current low unemployment rate. Conversely, there has been an increase in *Formações Modulares* (Modular Training), with coverage rising from 64,115 participants in 2023 to 81,999 participants in 2024. This increase is attributed to their greater flexibility and alignment with the needs of the labour market.

26. Additionally, the *Programa de Formação em Competências Básicas* (Basic Skills Training Programme) – Ministerial Implementing Order No 1100/2010 of 22 October 2010

– has been repealed, resulting in the absence of implementation data for this measure. The *Formação Modular Certificada* (Certified Modular Training) is now addressing these gaps. It is also important to note that the EFA Courses are increasingly less aligned with labour market needs, considering their duration, especially when compared to the greater flexibility of the Modular Courses.

27. Despite low unemployment, there is a high demand for agile, fast, and specialised training. Programmes like UPskill succeed because they respond to real business needs and offer training upon request, achieving employability rates over 80%, despite varying coverage between 2023 and 2024.

28. To address company needs, UPskill is noteworthy along with the Emprego + Digital 2025 Programme, *Qualifica Indústria* Programme, and Green Jobs & Skills Programme.

29. While gender equality is a priority in all IEFPP measures, there are currently no vocational training programmes specifically for women. For Apprenticeship Courses managed by IEFPP's Vocational Training Services, gender participation is balanced. However, in courses by external entities, men predominate due to training in traditionally male-dominated fields like technology and the automotive industry.

30. IEFPP aims to promote gender equality in underrepresented sectors like ICT. The UPskill Programme targets 30% female participation, supported by a campaign encouraging women to enter ICT careers. In case of a tie during selection, preference is given to female candidates. However, current data does not indicate if this goal has been achieved.

31. The Recovery and Resilience Program (PRR) – Component 06 focuses on installing and modernizing Specialized Technology Centers in public secondary schools, vocational schools, and private institutions offering professional education. It also aims to expand and update the network of professional training centers by the Public Employment Service (IEFP) and Turismo de Portugal schools, aligning training with market needs and environmental, digital, demographic, and industrial changes. The plan includes setting up 365 Specialized Technology Centers to support 22,000 training positions, with €730M currently allocated.

#### *Garantia Jovem – Youth Guarantee*

32. The Youth Guarantee (YG) is a European programme to reduce youth unemployment among NEETs (young persons not in education, employment, or training), implemented at national level. Revised by Resolution No. 188/2021, the National Youth Guarantee Implementation Plan ensures those aged 15 to 29 have access to education, training, internships, or jobs within four months of unemployment or leaving school. A new plan for 2025–2028 was presented on 6 December 2024.

33. The implementation of the YG in Portugal encompasses a range of active measures targeted at young persons aged 15–29, focusing on Education and Training, Traineeships, and Employment. According to data from the YG monitoring system, a total of 258,439 NEETs received offers/measures from IEFPP in the years 2023 and 2024.

34. According to the data presented (see Table 3 – Annex), in 2023 and 2024, the employment services of the IEFPP facilitated the placement of 48,272 young NEETs into the labour market, with 65% not using hiring support. There was an increase of 656 young persons in 2024, indicating increased activity by the services. This number does not include self-placements, which were achieved independently by the young persons seeking solutions to their unemployment or search for their first job.

35. For training measures in 2023 and 2024, the total number of participants was 153,185, with 72,545 in 2023 and 80,640 in 2024. The increased participation in 2024 is primarily attributed to the higher enrolment of young persons in the Jovem + Digital Measure (Young + Digital), reflecting IEFPP's investment in supporting youth in the digital transition. The courses *Vida Ativa Jovem and Aprendizagem* (Apprenticeships Courses) had the highest numbers of young participants, accounting for 79% of the total.

36. The two-year traineeship measures covered 56,982 NEETs. In 2024, a decrease of 9,678 occurred due to a 4–5 month gap between the closure of the ACTIVAR internship

measures and the launch of new Support Programmes. The internship coverage values, 544 in 2023 and 91 in 2024, are minimal due to the repeal of the measure.

37. IEFPP faces several challenges in addressing the needs of young persons, including:
- Understanding their interests and needs through active listening and diagnosis;
  - Facilitating informed decision-making by presenting potential responses and involving partners if necessary;
  - Clarifying doubts and encouraging exploration of options;
  - Helping identify steps to achieve goals;
  - Ensuring active involvement throughout the process;
  - Maintaining regular contact and providing prompt responses;
  - Making referrals based on profiles and interests;
  - Promoting IEFPP actions to local employers;
  - Strengthening links with local and regional partners to expand possible responses.

*Employment Measures for people with disabilities*

38. Promoting employment for people with disabilities remains a strategic priority within public inclusion policies, and within the framework of the National Strategy for the Inclusion of Persons with Disabilities (ENIPD) 2021–2025, established by the Council of Ministers Resolution no. 119/202, reflecting IEFPP's continued commitment to equal opportunities in the labour market.

39. In 2023, 37,580 individuals participated in various vocational rehabilitation programs, which increased slightly to 37,841 in 2024. This trend indicates a steady implementation of policies designed to enhance the employability of people with disabilities (see Table 4).

40. Among the measures with significant impact are:
- Diagnosis, Guidance and Training: more than 10,000 people benefited each year, with a balanced distribution between men and women.
  - Insertion and Placement Support: approximately 12,600 people covered in 2024, an increase compared to the previous year, highlighting the enhancement of mediation and labour market integration actions.
  - Protected Employment – Supported Employment on the Open Market: recorded a growth of 15.9%, from 3,660 to 4,241 people covered, reflecting the improvement of employment responses for those facing greater barriers to access to employment, reinforcing the focus on inclusion in conventional work contexts.

41. Measures like post-placement support and SAPA have ensured consistent intervention, maintaining continuous monitoring and support of professional paths. These data highlight the importance of sustaining and enhancing tools to aid in the employment and retention of people with disabilities.

42. Law No. 4/2019, enacted on January 10, mandates employment quotas for people with disabilities ( $\geq 60\%$  disability). It requires private sector employers and certain public bodies to hire them at a rate of 1% per year. Recent data underscores the state of employment for people with disabilities in both sectors.

43. In the Public Administration (all areas), according to the latest *Boletim Estatístico do Emprego Público*, between December 2011 and June 2024, jobs occupied by workers with disabilities (permanent disability of 60% or more) more than doubled, from 11,918 to 24,092 (+5.5% from the same quarter last year). This increase occurred in all subsectors, with central administration being notable. Among these workers, 68.4% are women and 31.6% are men.

44. Regarding the Private Sector, according to the latest 2023 data from the *Balanço Social do Relatório Único* there was a 41.8% increase in workers with disabilities affecting

work performance compared to 2021, alongside a 33.6% growth in employing companies. Notably, around 86.9% of these 21,721 workers in 2023 had disabilities exceeding 60%.

45. Based on the latest EU statistics on income and living conditions (SILC) from Eurostat:

(a) In 2021, Portugal's disability employment gap was 16.2 percentage points. In 2022, this gap narrowed to 13.1 percentage points, a reduction of 3.1 points. Meanwhile, the EU-27 saw a decrease from 21.4 percentage points to 19.7 points, a 1.7 point drop from 2021;

(b) In 2023, the difference increased to 14.0 percentage points, while in the EU-27, it was 21.5 percentage points. Note: data referring to the year 2024, due to a break in the series, will not be considered for now;

(c) During the reference period, Portugal consistently had a smaller gap in employment rates between people with and without disabilities compared to the EU-27 average.

46. The XXIV Constitutional Government, in office from March 2024 to May 2025, plans to create a Framework Law on Disability and revise the ENIPD. The 2025 State Budget includes tax exemptions (vehicle tax and mortgage interest subsidies), development of new facilities and social responses (including SAD 4.0 services for persons with disabilities), and completion of investments under the Recovery and Resilience Plan, such as the "Acessibilidades 360" Programme and "Platforma Acesso" to enhance mobility and accessibility. The "Acessibilidades 360" Programme under PRR – Component 03 – Social Responses has €53M available, with 27% approved.

#### *People from Roma Communities*

47. The National Strategy for the Integration of Roma Communities (ENICC), approved in 2013, was extended twice and ran until 2024. Although it is no longer in effect, the IEFPP continues to support the employability of Roma communities as part of their public employment services. Employment service technicians assess individuals' careers and tailor personal employment plans, mobilizing various employment and vocational training responses based on each person's skills, expectations, and ecological conditions.

48. Given this framework and the challenges faced by the Roma community in their professional qualifications and job market integration, IEFPP continues to make efforts for their full integration. This includes monitoring activities and results. Besides the documented work shown in table 5, numerous local projects involve Roma community entities and are led by regional and local employment services across the country.

49. In 2024, the number of persons covered in ENICC indicators decreased compared to 2023, as did integrations in vocational training actions. This decrease is due to lower demand for services (registrations fell by about 8%) and the discontinuity of some employment measures caused by legislative changes and their implementation. However, there was a slight increase in the number of registered people promoted by the GIP (Professional Integration Offices) network and in mentoring processes for monitoring.

50. Regarding labour market integration, the number of people presented decreased, but placements in registered offers increased by about 9%, mainly among men (see Table 5). The 2025 data is not comparable due to only covering a four-month period.

51. PESSOAS 2030, part of European Funds (FSE), is a programme that also aims to support Roma community integration through Local Plans, with roughly 2.5 million euros from FSE+ and 400 thousand euros from the national budget.

52. The program allocates about 1.3 million euros FSE+ (1.5 million including national funds) to civil society organizations working with Roma, immigrants, and refugees, fostering interaction and cultural appreciation. An estimated 3 million euros ESF+ (3.5 million total) will support the socio-professional insertion of the Roma Community, enhancing employability via internships and mentoring.

53. Additionally, training for strategic audiences will qualify professionals to combat discrimination and improve service quality, accompanied by awareness campaigns promoting interculturality and combating racial discrimination.

*Refugees and Asylum Seekers Measures*

54. IIEFP is involved in the National Plan for implementing the Global Compact on Migration and the Action Plan for Migration. This includes measures to attract human capital, promote vocational training for foreign citizens, conduct labour needs surveys, align foreign worker supply and demand, facilitate immigrants' professional integration, and enhance Portuguese language programs for non-native speakers.

55. Concerning professional integration for refugees and asylum seekers, 1436 individuals participated in employment and training measures during 2023, 2024, and Q1 2025. IIEFP's main contribution was in vocational training, covering 1040 participants, primarily in Portuguese Host Language (PLA) courses, along with other skills development and short-term training units from the National Catalogue of Qualifications (CNQ). PLA courses served 45,359 immigrants across the three years, including 724 (1.6%) who were refugees or asylum seekers.

56. Regarding this, it should be noted that the Agency for Integration, Migration and Asylum (AIMA) mandate foresees the promotion of diversity and inclusion. In this regard, in partnership with the Portuguese Association for Diversity and Inclusion (APPDI), AIMA has been working in the promotion of the Portuguese Diversity Charter, including the attribution of the Diversity Stamp to companies.

57. The Portuguese Diversity Charter is an endeavor resulting from a challenge launched by the European Commission to its Member States. It is one of the tools voluntarily created with the aim of encouraging employers to implement and develop internal policies and practices for the promotion of diversity and equal treatment and opportunities. Launched in 2016, it currently has close to 500 organisations, from the public and private sector, profit and non-profit, small, medium and large Companies, reflecting a diversity of entities committed to the promotion of diversity and ensuring equal opportunities for all employees.

58. The Diversity Stamp is an event that takes place every two years, promoted by APPDI (the association that manages the Portuguese Diversity Charter) and lead by AIMA, with the objective of recognizing and awarding those organisations, which made the effort of developing and implementing policies and practices valuing and promoting diversity.

59. In 2023, in its 4th edition, 77 applications were received from 52 organisations who have signed their commitment to the Diversity Charter, showing a rise of 126% from the previous edition, a clear sign of their involvement.

60. 20 organisations received the award, and 11 Honorable Mentions in the following areas: commitment from top management and other hierarchical levels; organizational environment; recruitment, selection and practices in management of people; professional development and career progression; dissemination of the Charter and its principles; work conditions and accessibility.

61. The 5th edition of the Diversity Stamp awards was launched in 2025 and applications are open until 30 June of 2025.

62. In addition, AIMA and APPDI have been working in the promotion of information sessions on Inclusive Recruitment for organisations. In May of 2024, a Session on "The importance of Diversity at Work: Hiring Migrants" took place, showcasing good-practices already being implemented by Companies.

63. In the area of employability, and with a concern for migrants' access to decent employment, AIMA created a service that focuses on this matter, which has responsibilities in the area of active job search (which may be associated with accommodation, whenever necessary), support for the creation of businesses and in the area of qualifications/recognition of qualifications.

64. This service offers: citizen assistance services; employability sessions, promoting direct contact between supply and demand (migrants and companies or training entities); information sessions; coordination with various public, private and civil society entities, relevant to the professional integration process.



65. Following AIMA activities in this area, it worth mention the following statistical data:

	2023	2024
Number of persons	9 640 (58% M; 42% W)	10 514 (58% M; 42% W)
Main nationalities	Brazil (19%) Angola (11%) East Timor (10%)	Angola (21%) Brazil (18%) India (10%)
Age	30–39 years old (35%) 40–49 years old (25%) 18–29 years old (22%)	30–39 years old (35%) 40–49 years old (25%) 18–29 years old (23%)

#### Activities in the employment area

	2023	2024
Number of employability sessions	9	10
Number of participants in the employability sessions	848	1 530
Number of workshops	9	10
Number of job placements	535	240

#### Activities in the entrepreneurship area

	2023	2024
Number of courses to support business creation	7	0
Number of workshops	8	7
Number of trade fairs	1	3
Number of businesses created	26	6

#### Activities in the area of qualifications and skills

	2023	2024
Number of people placed in training	86	212
Number of workshops	1	2

66. In terms of specific projects for Refugees and Asylum Seekers, a partnership was set up with IKEA, with a professional skills development program with 120 candidates that enabled 14 profiles to be hired.

67. In a similar project, the DST Group hired 17 young persons out of a total of 28 candidates. Also, in a partnership between FOCUS Europa and Casa Mendes Gonçalves, which enabled 7 households to be supported with employment and accommodation, for a total of 38 people. In a project in partnership with Welcome Sports Club, which aims to use sport as a means of training and professional integration, 84 young persons attended, 13 of whom were hired by *El Corte Inglés*. AIMA has also developed a partnership with Turismo de Portugal to promote various courses in the hospitality sector, with around 300 hours (training plus internship). 120 people have taken part so far, with an employability rate of around 35%.

68. Additionally, regarding the employability of Roma Communities, AIMA supports some projects promoted by Roma-led and other NGOs. We would like to highlight the following initiatives:

- The ‘100 Prejudice’ (*Without Prejudice*, in portuguese) project, promoted by the APF-Association for Family Planning, campaigned for different messages from workers in the Roma community: ‘I should be able to be proud of my cultural

heritage... without having to change my name on my CV'; 'I should be able to be proud of my cultural heritage... without having to change my accent to work'; with the aim of promoting employability regardless of cultural origin;

- The 'Roma Models II' project, promoted by Costume Colossal – Association for the Integration of Roma Communities, has developed training courses on cleaning residential buildings for 12 women from the Roma community, promoting their employability over 9 months by carrying out 80 cleaning jobs in a total of 192 hours.

69. Furthermore, the Talking Circles initiative, promoted by AIMA since 2020 in partnership with AMUCIP – Association for the Development of Portuguese Roma Women, seeks to stimulate debate on the situation/role of Roma Women today and in different areas (employment/occupation; education/schooling; dreams/perspectives), achieving the main objective of empowering these women themselves. In 2024, 3 sessions were held, in partnership with the municipality of *Entroncamento*, with 12 Roma women, providing 8 hours of training given by the Social Entrepreneurs Agency on CV preparation; job interview presentation and active job search techniques.

#### **D. Information relating to paragraph 27 (a)**

70. Ensuring decent and adequate housing for the most vulnerable families and groups, by providing social housing or financial support for the renovation or construction of housing for identified target groups who lack the financial capacity to ensure adequate housing on their own, with a total of 26,000 housing units made available for this purpose. To be considered, all projects had to be part of a local social housing strategy, developed in close cooperation with the municipalities and subsequently validated by the entity responsible for providing the housing. These local housing strategies identify housing needs in each municipality over a medium- and long-term horizon.

71. The National Recovery and Resilience Plan (RRP) will also provide 2,000 temporary or emergency housing units for vulnerable populations in mainland Portugal, covering situations involving unforeseen or exceptional events, urgent housing needs, and the empowerment of people temporarily without shelter, including victims of domestic violence, victims of human trafficking, individuals under international protection, and people experiencing homelessness.

72. In response to the current housing price dynamics in relation to household income levels in Portugal, the RRP also contributes by making 3,500 public housing units available for rent at affordable prices to identified target groups.

73. It should also be highlighted that the Portuguese Government recently invested €2.4 billion to ensure that not only the 26,000 homes initially planned in the Portuguese RRP, but also the remaining 33,000 homes that the Municipalities applied for under the Programme are built or rehabilitated by 2030. The Government is also planning the necessary investment to provide Municipalities with very favourable financial conditions so that they can rehabilitate and build the more than 70,000 homes that are identified in their respective Local Housing Strategies.

74. The Government is committed to meeting the target of 5% of public, social or affordable housing, set out in the National Housing Plan, which means increasing the public housing stock from the current 120,000 homes to around 300,000 homes.

75. To this end, the Government is committed to the adhesion of private investment to this national design, whether through public-private partnerships or directly.

#### **E. Information relating to paragraph 27 (b)**

76. The RRP includes a specific component dedicated to social responses, and in particular, some types of support directly assist people experiencing homelessness – namely through the provision of shared housing. At least 15,000 new places are planned, namely for

children, elderly, people with disabilities and other vulnerable groups, such as the homeless population.

77. Additionally, in the Autonomous Region of Madeira, a specific programme has been created for people experiencing homelessness, which includes the creation of a night shelter to respond to emergencies and provide accommodation, the establishment of public showers and a laundry facility to promote personal hygiene, the renovation of a facility for meal provision, and the development of workshop activities to enhance beneficiaries' social skills and competences.

78. There are also specific projects for homeless people, that are being implemented in the metropolitan areas of Porto and Lisbon, through tailored reintegration plans for this target group, equipping them with long-term tools.

79. The Government has also committed to implementing the National Strategy for the Integration of Homeless People 2025–2030 (ENIPSSA). The Government has been establishing several contacts, both with the social sector and with municipalities, with the aim of increasing the number of public and private housing units for housing homeless people, not only providing emergency shelters, but also individual and permanent housing, in accordance with the principles of the Housing First model.

80. It is also important to note the primary outcomes of the programs and measures implemented during the period from 2023–2025, which are as follows:

81. The National Strategy for the Integration of Homeless People (ENIPSSA) 2017–2023 was extended until the end of 2024 due to increasing homelessness, especially in Lisbon and Porto. The new ENIPSSA 2025–2030, approved by Council of Ministers Resolution No. 208/2024 on December 31 and introduced by the newly elected Government of 2024, aimed to strengthen public intervention. An Interministerial Working Group's conclusions and recommendations helped shape the strategy, focusing on key aspects:

- Strengthening Prevention: designing proactive policies to identify and support people at risk of becoming homeless;
- Expanding the “Shared Apartments” and “Housing First” models: This model will be further developed, with the creation of 600 additional vacancies, facilitating access to stable housing as a starting point for integration;
- Integrated and Multidisciplinary Approach: improving coordination between the health (mental and physical, addictive behaviours), social security, employment, and education sectors to offer holistic and personalized support;
- Promoting the participation of homeless people in decision-making processes;
- Capacity Building and Training: Continuous training of professionals working in the field will be invested in, equipping them with the necessary tools and knowledge to deal with the most complex situations;
- Awareness and Combating Stigma: Public awareness campaigns and social inclusion programs will be promoted to demystify homelessness and facilitate reintegration;
- Continuous Monitoring and Evaluation: A robust monitoring and evaluation system will be implemented to allow quick and effective adjustments to the strategy, ensuring that resources are applied where they are most needed.

### **Physical and Financial Execution Indicators**

82. Over the past few years, there has been notable progress in the monitoring process through the Survey for the Characterization of Homeless People, which has revealed the following data:

- In December 2021, a total of 9,604 homeless individuals (PSSA) were recorded. By 2023, this number had increased to 13,128, representing a growth of 36.7% over three years. Of the total PSSA in 2021, 4,873 individuals were classified as “roofless,” and 4,731 were in a “houseless” condition.

- As of the end of 2023, the number of “roofless” individuals had risen to 7,705, accounting for approximately 59% of PSSA, while those in a “houseless” situation had increased to 5,423, around 41% of PSSA. Provisional figures indicate that the number of PSSA continued to rise in 2024, reaching 14,423 – a 10% increase compared to the previous year.
- Additionally, during the same period (2021–2023), there was an approximate 38% increase in the number of individuals “with shelter” (from 713 to 987), along with an expansion in housing capacity through the “Housing First” and “Shared Apartments” projects. Between 2021 and 2023, a total of 2,417 individuals were successfully transitioned out of homelessness.
- The total number of PSSA housed in 2024 were by type of housing response.

83. By 2025, plans include maintaining existing emergency (259) and transitional housing vacancies (1,649) while adding 600 new vacancies in Housing First and Shared Housing. From 2020 to 2024, priorities focused on creating personalized housing solutions and strengthening technical teams. Currently, there are 474 Housing First and 676 Shared Apartments vacancies. These units have housed 705 people in 2023, 580 in 2024, and 430 in 2025. In 2025, €11M is allocated by the State budget for the New ENIPSSA, a 55% increase. Additionally, under the Recovery and Resilience Program (PRR) – Housing, 41% of €203M has been approved for the National Urgent and Temporary Accommodation Pool, covering 41 projects with 370 units under construction as of June 2024. For PRR – Social Responses, 69% of €591M has been approved for new equipment and social responses managed by the Institute of Social Security (ISS).

#### **Brief Comment on the Results Achieved in ENIPSSA (2017–2023) and Projections for 2025**

84. ENIPSSA, which concluded in 2024, represented a significant advancement in addressing homelessness in Portugal. The investment in Shared Apartments and Housing First models proved particularly effective in promoting stability and integration, with approximately 1,500 individuals benefiting from these initiatives. However, despite these advancements, the strategy encountered challenges. A considerable number of PSSA remained on the streets, underscoring the need for more rapid and comprehensive scaling of responses, particularly in areas with higher population density. Additionally, the lack of affordable housing continues to be one of the most significant obstacles to finding adequate housing, especially in large urban centers, limiting the expansion of responses.

85. Between 2023 and the projected 2025, efforts have been focused on consolidating gains and accelerating the implementation of the most impactful measures. There has been increased investment in additional housing vacancies (approximately 450 in 2023), an expansion of street teams (currently there are 37 NPISA – municipal-based intervention teams with specific PSSA intervention teams), and the goal for 2025 is to expand by 600 more housing vacancies and replicate NPISA in municipalities where the phenomenon warrants it.

## **F. Information relating to paragraph 27 (c)**

86. In 2024, the Government legislated to fully exempt young persons up to the age of 35 from paying the Municipal Property Transfer Tax (IMT) and Stamp Duty on the first purchase of their own permanent home, provided that the price of that home does not exceed €316,772. The Government also legislated to ensure a public guarantee for housing credit for young persons up to 35 years of age (inclusive). This applies to contracts signed until the end of 2026 and allows the State to guarantee, as guarantor, up to 15% of the transaction value.

87. At the same time, the Government simplified the procedures for accessing the Porta 65 programme, which allows young persons up to the age of 35 to benefit from a rent subsidy and maintained the scope of the Porta 65+ programme for applications from risk groups, such as single-parent families and families with a significant drop in income. However, the Government plans to extend this program to victims of domestic violence.

88. Also, it is important to stress that between 2023 and 2024, Portugal implemented several measures that, while not directly targeting access to housing, indirectly contribute to increasing disposable income, promoting social inclusion, and ensuring an adequate standard of living for the most vulnerable groups in society.

### **Family Protection**

89. Ordinance no. 34/2023 of January 25:

- Updated the values of benefits under the social security family protection subsystem for the year, including Family Allowance for Children and Young Persons (Child Benefit), Supplement to Child Benefit for children and young persons with disabilities, and Prenatal Family Benefit;
- Increased Child Benefit and Prenatal Family Benefit in single-parent families to enhance social protection and address poverty among children and young persons from low-income families;
- In single-parent families, the first income bracket saw a 50% increase, while the 2nd, 3rd, and 4th brackets experienced a 42.5% rise, including in cases of disability;
  - The Prenatal Family Benefit increased by 35%. For large families, children up to 3 years old saw increases of 25% and 28% with 2 Child Benefit recipients, and 50% and 58% with more than 2 recipients, across different income brackets;
  - Ensured (Child Guarantee) that all children and young persons under the age of 18, at risk of extreme poverty, could receive an annual amount of €1,200 (€100 monthly, including the Child Benefit), and allocated at least an annual amount of €600 (€50 monthly) for children belonging to the 1st and 2nd income brackets of the Child Benefit, within the scope of the Child Guarantee Action Plan, initiated a year earlier.

90. Ordinance No. 422/2023, of December 11:

- Increased the Child Allowance for large families, with a 34% to 45% rise for children up to 3 years old in families with 2 beneficiaries, and a 56% to 64% rise for those in families with more than 2 beneficiaries, across various income brackets.
- Under the Action Plan for the Child Guarantee, an annual amount of €1,464 (€122 per month, including the Family Allowance for Children and Young Persons) is provided for all children and young persons under 18 years old who are at risk of extreme poverty.

91. Ordinance No. 112/2025/1, of March 14:

- The family benefits and the Action Plan for the Child Guarantee now provide an annual amount of €1495 (€124.60 monthly), aimed at increasing social protection and addressing child and youth poverty in vulnerable families.

92. According to Social Security Statistics (May 2025):

- In 2023, there were 1,210,144 child benefit beneficiaries, with an average monthly amount of €91.12. In 2024, the number of beneficiaries decreased to 1,187,583, while the average monthly amount increased to €104.14.
- In 2023, the child benefit supplement for children with disabilities had 93,934 beneficiaries receiving an average of €96.32 monthly. By 2024, beneficiaries decreased to 87,546, but the average supplement increased to €101.38.

93. Social Protection for Young Students and Interns – Law No. 13/2023, of April 3:

- Income earned by student workers aged 27 or under, which does not exceed 14 times the National Minimum Wage (NMW) annually, is excluded from consideration for determining eligibility for the Family Allowance social benefit and other related benefits during the means test.

- Professional internships require the promoting entity to pay interns a monthly allowance, which is at least 80% of the NMW plus a meal allowance, for up to 6 months or 1 year based on qualifications. The internship relationship is equivalent to employment for social security purposes.
94. Social Integration Income – Ordinance No. 32/2023, of January 20; Ordinance No. 420/2023, of December 11; and Ordinance No. 39/2025/1, of February 14:
- In 2023, Ordinance No. 32/2023 set the Social Integration Income (RSI) at 43.525% of the Social Support Index (IAS), equalling 209.11 euros, following an IAS increase by 8.4%. Ordinance No. 420/2023 raised the RSI for 2024 to 46.587% of the IAS (237.25 euros), with IAS updated by 6% to 509.26 euros, enhancing poverty alleviation efforts. Ordinance No. 39/2025/1 adjusted the 2025 RSI to 46.36% of the IAS, resulting in 242.23 euros, alongside a 2.6% IAS increase to 522.50 euros.
95. In accordance to the Social Security Statistics (May, 2025):
- In December 2023, there were 122,133 families benefiting from the Social Integration Income (RSI), totalling 241,011 beneficiaries. The average monthly amount was €284.11 per family and €133.35 per beneficiary.
  - In 2024, the number of beneficiary families decreased to 114,940, with the total number of beneficiaries reducing to 225,952. However, the average monthly amounts increased to €322.54 per family and €152.32 per beneficiary.
96. Social Protection of people with disabilities – Ordinance No. 31-B/2023, of January 19 and Ordinance No. 425/2023, of December 11:
- The annual reference value of the base component and supplement of the Social Inclusion Benefit (PSI) has been updated, as well as the maximum annual limit for accumulating its base component with work income. This benefit aims to enhance social protection for people with disabilities, combat poverty, promote social and labour participation, and boost their autonomy. The limit for accumulation with work income is tied to the minimum subsistence value defined in the IRS Code, encouraging professional income alongside the benefit amount. This fosters labour participation and autonomy, linking with IRS tax benefits and reinforcing public support. The update matches the adjusted minimum subsistence value, set at 14 times the National Minimum Wage (RMMG).
97. Parental Protection benefits Scheme – Decree-Law No. 53/2023, of July 5: The parental protection benefits scheme enhances shared parental responsibilities and childcare by increasing the initial and extended parental benefits. Parents can take part-time parental leave after 120 days, promoting work-life balance and easing the return to work. These benefits also apply to adoptive or foster parents. In accordance with the Social Security Statistics (May, 2025):
- In 2023, the total number of beneficiaries of maternity, paternity, and adoption benefits was 203,307. This figure increased to 203,888 in 2024.
  - In 2023, 161,648 people received initial parental allowance (82,823 women and 78,825 men). In 2024, the number slightly decreased to 160,086 (81,609 women and 78,477 men).
98. Free access to daycare centres (creches) – Ordinance No. 426/2023, of December 11:
- Childcare for children up to age three is mainly provided by private non-profit institutions, legally equivalent bodies with agreements with the Ministry of Labour, Solidarity and Social Security (MTSSS), and private for-profit entities with approved licenses. In September 2023, the Creche Feliz Programme was launched, offering free access to creches in the social and solidarity sector, social security childminders, and participating for-profit creches. This support covers typical activities and services during creche attendance. For-profit network members can join the programme, and families must apply for support on behalf of their children. The institution receives the funding directly; families only pay for optional extras like additional activities,

nappies, uniforms, transport, and other services. Families can use the Creche Feliz app to find and visit institutions with available free places.

- The measure now includes free access to daycare centres and has increased their capacity by adding more places, including within the public network. These facilities are managed by local municipalities, public higher education institutions, or other public entities. This extends free access to daycare centres in both the social and private sectors. It also standardizes rules for financial support, harmonizes funding criteria, simplifies procedures for setting up and expanding daycare centres, and allows the reuse of existing childcare spaces.
- In 2024, Ordinance No. 158/2024/1, dated June 6, enhanced the capability of private daycare centres participating in the free access initiative by increasing the number of available slots. This adjustment addresses the needs of parents or guardians who require operating hours exceeding eleven daily hours or extended operations on Saturdays.
- The latest statistics from Carta Social indicate an upward trend in the number of daycare centres and vacancies in recent years:

<i>Crèches</i>	<i>Ner</i>	<i>Places / Vacancies</i>	<i>Occupation</i>
2021	2 549	118 260	101 191
2022	2 567	119 616	105 660
2023	2 587	130 787	114 202

Source: <https://www.cartasocial.pt/dashboard>

- The Creche Feliz Programme saw a 137% increase in children from 22,282 in 1Q 2021 to 52,824 in 1Q 2023, and is projected to reach 124,772 children by 1Q 2025.
- Pre-primary education includes children from the age of three to six, marking the initial phase of basic education as specified in Law No 5/97, dated 10 February.
- Law No 22/2025, 4 March establishes universal pre-school education in Portugal for all children from the age of three. This legislation amends Law 85/2009, 27 August, which regulated compulsory schooling, by extending access to pre-school education. The law ensures that all children have universal access to pre-school education in the year they turn three. To achieve this objective, the state is responsible for providing a network of establishments that offer universal and free access to pre-school education. This measure aims to promote equal opportunities from an early age and to enhance the role of education in children's lives.

99. Housing Rent Support – Decree-Law No. 20-B/2023, of 22 March:

- The government introduced housing support paid by the social security institution. This rent support is for households that meet the following conditions: a) Tax residence in Portugal; b) Holders of first home lease or sublease contracts registered with the Tax and Customs Authority, or those not required to submit an annual IRS declaration but have declared monthly work income or receive certain social benefits like pensions, unemployment benefits, parental protection, sickness and occupational disease benefits, social integration income, social inclusion benefit, solidarity supplement for the elderly, or main informal caregiver allowance.

100. According to the Social Security Statistics System (May 7, 2025), the Extraordinary Housing Rent Support trends are:

- 2023: 223,432 beneficiaries received €269,409,038;
- 2024: 208,820 beneficiaries received €309,958,047, indicating higher support per beneficiary;
- 2025 (up to May 7): 205,366 beneficiaries received €76,836,5.