

# Garantia Infância



## BIENNAL REPORT

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APRIL 2026

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NATIONAL COORDINATION  
CHILD GUARANTEE



# TABLE OF CONTENTS

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|  |    |
|--|----|
| TABLE OF CONTENTS-----                             | 02 |
| 1. INTRODUCTION, CONTEXT AND MAIN<br>REFORMS ----- | 03 |
| 2. ENABLING POLICY FRAMEWORK -----                 | 07 |
| 3. PROVISION OF ESSENTIAL SERVICES -----           | 12 |
| 4. FUNDING -----                                   | 37 |
| 5. MONITORING -----                                | 41 |
| 6. GOVERNANCE AND STAKEHOLDER<br>ENGAGEMENT -----  | 44 |
| 7. PLANNED ACTIONS -----                           | 46 |
| 8. BEST PRACTICES -----                            | 47 |
| 9. CONCLUSION -----                                | 48 |
| 10. ANNEXES -----                                  | 50 |

- ANNEX I Summary table of the measures
- ANNEX II List of abbreviations and acronyms
- ANNEX IV Figures Index
- ANNEX V Tables Index
- ANNEX VI Bibliography



# 1. INTRODUCTION, CONTEXT AND MAIN REFORMS

The Council Recommendation (EU) 2021/1004 of 14 June 2021 establishing a European Child Guarantee calls on Member States (Article 11(f)) to report every two years to the European Commission on the progress in implementing this Recommendation, in line with the respective National Action Plan. This report focuses on the progress achieved in 2024 and 2025.

Following a period marked by political instability, with two general elections held in 2024 and 2025, the current 25<sup>th</sup> Constitutional Government took office in June 2025. The 2026 State Budget focuses on economic stability and the increasing in household incomes, including measures such as the increase in the minimum wage to €920, reductions in personal income tax rates and the decrease in corporate income tax rates. The 2026 State Budget also strengthens incentives for affordable housing and continues with the implementation of the Recovery and Resilience Plan (RRP).

From an economic perspective, Portugal has been growing at a rate above the Eurozone average, with forecasts of 2% for 2025. Inflation, which has risen globally, has been moderating, standing at 2.20% by the end of 2025.

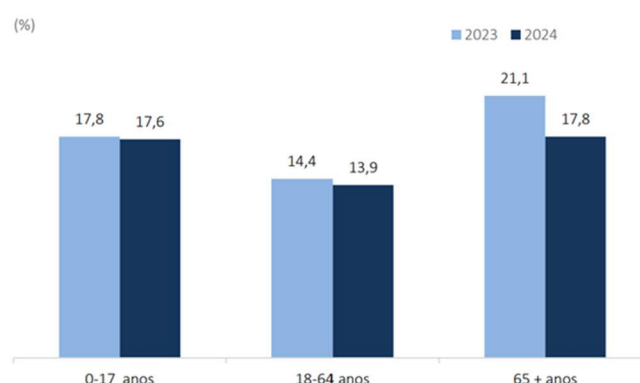
The unemployment rate has remained consistently low, standing at 5.8% in the third quarter of 2025 – the lowest level in five years. The prevailing trend is one of a labour market characterised by strong job creation, resulting in a historic reduction in the number of unemployed people.

Despite improvements in general economic indicators, significant structural social challenges remain that must be overcome. Portugal is undergoing a period of transformation, caught between the success of its economic recovery and the urgent need to address social vulnerabilities that tend to persist.

The main findings of the latest Survey on Living Conditions and Income (EU-SILC), conducted in 2025, reveal a downward trend in the key indicators of poverty and inequality in Portugal, although among children and young people this reduction is not very

significant (just 0.2 percentage points), falling from 17.8% to 17.6%. (see Figure 1)

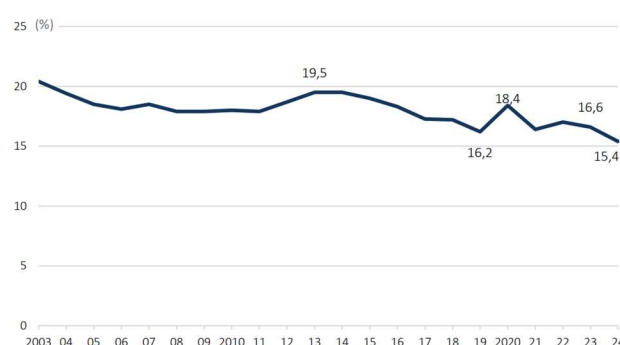
**Figure 1:** At-risk-of-poverty rate per age group, Portugal 2023–2024



Source: National Statistics Institute (INE), Survey on Living Conditions and Income, 2025

Portugal has recorded its lowest poverty rate since the early 1990s, standing at 15.4%, which means that around 101,000 people have been lifted out of poverty. (see Figure 2)

**Figure 2:** At-risk-of-poverty rate after social transfers, Portugal 2003–2024

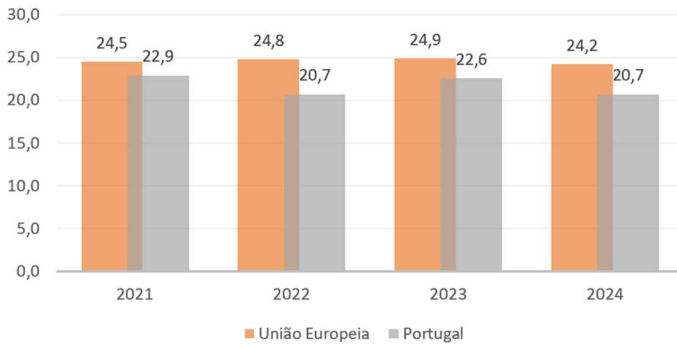


Source: National Statistics Institute (INE), Survey on Living Conditions and Income, 2025

Economic inequality, as measured by the Gini coefficient, also fell by one percentage point and now stands at 30.1%. (*Portugal Desigual*).

The trend in child poverty in Portugal has fluctuated, yet the country has remained below the European average. Between 2021 and 2024, Eurostat data show a slight improvement, albeit with some fluctuations. (see Figure 3)

**Figure 3:** At-risk-of-poverty or social exclusion rate of children and young people (aged under 18)

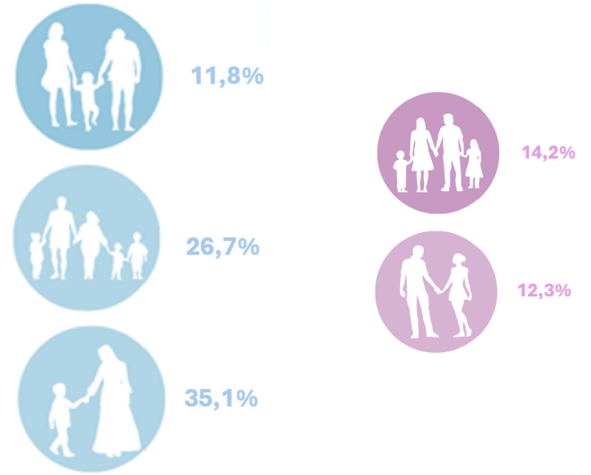


Source: Eurostat, 2021–2024

The number of children AROPE remained broadly stable between 2019 and 2023 (a decrease of 1,000 children and an increase of 0.7 percentage points in the rate), with a reduction in the most recent data for 2024, corresponding to a decrease of 28,000 children and young people.

The trend continues whereby children in households are a factor that exacerbates the risk of poverty, as the poverty rate for households with children rose slightly (+0.2 percentage points), an increase that is particularly substantial in single-parent households. In these households, the poverty rate rose from 31.0% to 35.1% in 2023. More than 20% belong to large families with three or more dependent children. (see Figure 4)

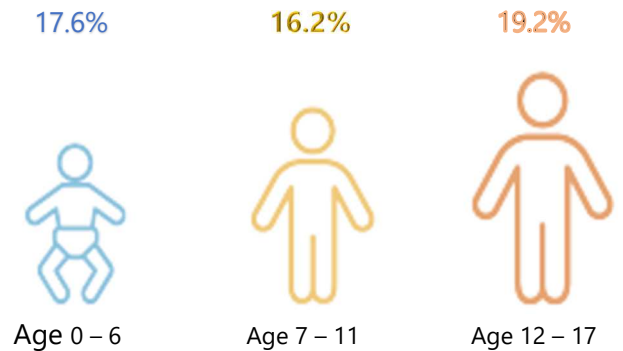
**Figure 4:** At-risk-of-poverty rate according to household composition, Portugal, 2023–2024



Source: National Statistics Institute (INE), Income and Living Conditions, 2025

Adolescents (12-17 age group) represent approximately 40% of children living in poverty and remain the age group with the highest poverty rate (19.2%), as a result of reduced social support for this age group (see Figure 5)

**Figure 5:** At-risk-of-poverty or social exclusion rate, per age group



Source: National Statistics Institute (INE), EU-SILC, 2024

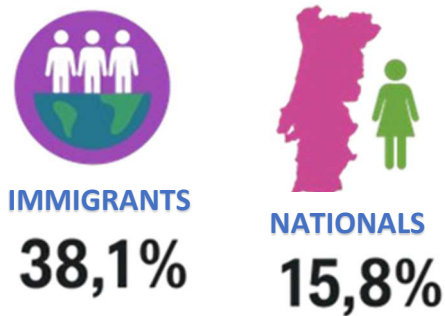
It is important to underline that 75% of children living in poverty come from families whose main source of income is employment.

The parents' nationality and level of education are also important factors to take into account.



In 2023, the poverty rate among children whose parents did not hold Portuguese nationality stood at 38.1%, significantly higher than the 15.8% recorded among the children of Portuguese nationals. (see Figure 6)

Figure 6: Poverty rate according to the parents' nationality

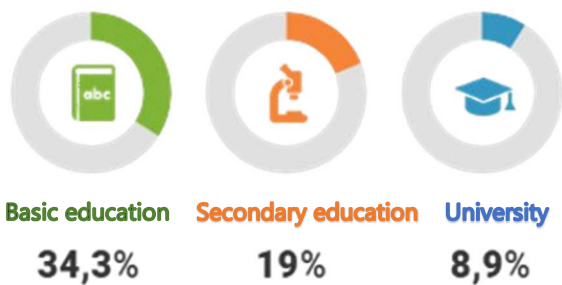


Source: Portugal Desigual | A snapshot of income inequality and poverty in the country, 2025

When parents have only completed basic education, the poverty rate stands at 34.3%; for those with secondary education, the percentage is 19%; and for children of parents with a university degree, the percentage falls to 8.9%. (see Figure 7)

Figure 7: Poverty rate according to the parent's level of education

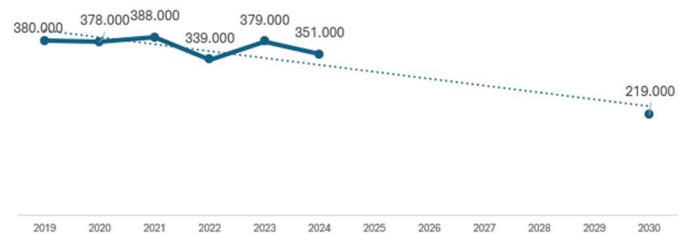
Poverty rate according to the parent's level of education



Source: Portugal Desigual | A snapshot of income inequality and poverty in the country, 2025

Taking into account the commitments made by Portugal under the Action Plan for the European Pillar of Social Rights to reduce the number of children at risk of poverty and social exclusion by at least 161,000 by 2030, we conclude that, although a slight decrease has been observed, further efforts are still needed to ensure that the established target can be met. (see Figure 8)

Figure 8: Number of children at risk of poverty or social exclusion



Source: National Coordination of the Child Guarantee

The rising cost of living and high house prices have placed significant pressure on households, and these are two key issues in the current political and social context. Improving household incomes and purchasing power is one of the Government's key objectives, reflected in proposals to reduce the personal income tax burden borne by households, to mitigate the impact of the cost of living, and in the increase in the national minimum wage, with a target of reaching €1,100 by 2029.

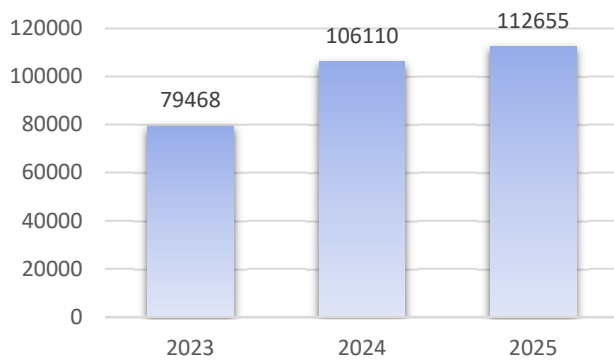
During the period under review (2024 and 2025), we have seen the development and implementation of reforms and measures designed to ensure compliance with the requirements of the Child Guarantee.

The current strategy for the 0–6 age group is based on an integrated approach that combines free access to early childhood education and care responses with universal pre-school provision as from the age of 3.

With regard to the access to early childhood education and care (0–3 years), following the introduction of free access in 2023, the years 2024 and 2025 are marked by investment in increasing the number of places available in order to meet the observed rise in demand for places. (see Figure 9)



**Figure 9:** Number of places under the *Creche Feliz* Programme



Source: ISS, IP

With regard to pre-school education, the Government, recognising that access to pre-school education is an essential condition for promoting equal opportunities throughout the students' formal education, has set the objective of making pre-school education universal and free of charge from the age of 3, mobilising the public, private, cooperative and social sectors to expand the network, and ensuring, through strengthened cooperation between the social sector and local authorities, an increase in the number of children benefiting from this measure.

The government has increased its financial contribution to the social and cooperative sector for pre-school education by 16.85% for the 2024/2025 school year, raising the monthly amount to €208.05 per child. Proposals have also been made to 30 local councils to secure new pre-school places through partnership agreements, with an approved budget of €42.5 million.

In strict recognition of children's right to accessible, high-quality early childhood education as a fundamental principle, and with a view to improving the quality of early childhood education and care in Portugal, a transnational project is currently being developed under the European Commission's Technical Support Instrument (TSI) Programme, with technical support from the UNICEF, with a view to developing a national quality framework for early childhood education (0–6 age group).

This multinational project, involving Bulgaria and Portugal, benefits from the active participation of professionals, social partners, researchers, professional associations, foundations and other organisations involved in early childhood education, and aims to improve the quality of early childhood education from birth until the start of compulsory schooling in both countries.

At the level of education, the main measures have focused primarily on the recovery of learning, tackling educational inequalities and addressing the growing integration of migrant students, as well as managing the shortage of teachers.

Initiatives such as the 23|24 *Escola+* Plan and, more recently, "Aprender mais Agora" (Learn More Now), in line with "+Aulas +Sucesso" (+Lessons +Success), have been launched to improve learning, ensure access to lessons and promote pedagogical innovation, thereby tackling the effects of the pandemic. Due to the very significant increase in the number of migrant students in Portuguese schools (around 170,000), opportunities for learning Portuguese have been expanded for students and parents, thereby seeking to facilitate their integration process. By November 2025, Portuguese schools had already hired more than 310 cultural mediators.



## 2. ENABLING POLICY FRAMEWORK

The purpose of this chapter is to provide an overview of the implementation of the various components of paragraph 6 of the Recommendation, with the exception of Funding (h), which is covered in Chapter 4.

**(§6(a))** Ensure consistency of social, education, health, nutrition and housing policies at national, regional and local level and, wherever possible, improve their relevance for supporting children in an integrated manner;

Recognising the importance of a holistic and multi-sectoral approach to policies concerning children and young people, including the fight against poverty of children and young people, the 24<sup>th</sup> Constitutional Government approved, in February 2025, the Single Strategy for the Rights of Children and Young People 2025–2035 (EUDCJ). This new strategic framework coordinates and integrates all national policies, plans and programmes in this area, promoting greater coherence in the promotion, protection and safeguarding of the rights of children and young people.

Within the scope of the European Child Guarantee implementation, Portugal has been strengthening its efforts to combat poverty and social exclusion among children and young people through measures such as increasing social protection for the most vulnerable families, the implementation of free access to crèche, with positive differentiation of access for the most vulnerable children, and the renewal of structural programmes co-financed by the ESF+, such as the Social Development Local Contracts (5<sup>th</sup> Generation) or the *Escolhas* Programme (9<sup>th</sup> Generation), based on local and integrated approaches.

The adoption of the Child Guarantee also reflects a strong commitment to interinstitutional cooperation and to integrated, locally-based social intervention. The local model set out in the Child Guarantee Action Plan 2022–2030 (PAGPI) is implemented through the Child Guarantee Local Units (NLGPI), established within the Social Action Local Councils (CLAS), which mobilise local partners and resources to ensure that children and young people living in poverty have access to essential services.

**(§6(b))** Continue and where necessary step-up investment in education, adequate health and social protection systems in order to address effectively the needs of children and their families, in particular of those exposed to social exclusion;

The development of the recent Single Strategy for the Rights of Children and Young People 2025–2035 (EUDCJ) was based on an assessment of existing strategic instruments, including the Child Guarantee Action Plan 2022–2030, with the aim of bringing together all matters concerning children and young people within a single framework. It is within the Strategy on the Rights of Children and Young People 2025–2035 that the priorities for future action are set out, and the priority areas and lines of action are integrated to ensure the continuity of the measures implemented under the previous National Strategy for the Rights of the Child 2021–2024, the integration of the Child Guarantee Action Plan 2022–2030 (PAGPI) and coordination with Strategic Axis 1 of the National Strategy to Combat Poverty 2021–2030 (ENCP).

In 2024 and 2025, measures aimed at children and families most at risk of social exclusion continued to be developed and strengthened. In education, key policies include those focused on learning recovery, combating inequalities, and integrating migrant students, as well as structural measures in the teaching profession.

In the area of social protection, support for the most vulnerable families was strengthened through an increase in the family benefit amount and in the Social Support Index (IAS) value and higher benefit amounts for single-parent families. Furthermore, in 2026, there was a significant increase in the allowance for the care of a child with a disability, chronic illness or cancer.

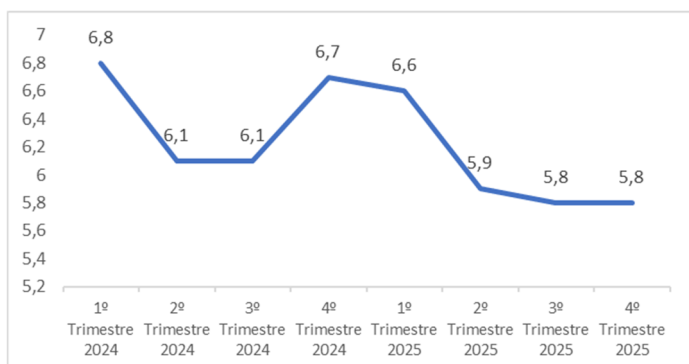
In the area of health, the response to children's and young people's mental health has been expanded through the implementation of Community Mental Health Teams for Children and Adolescents, as well as the strengthening of specialist hospital care and cross-sectoral projects to promote mental health; universal and free access to consultations under the National Child and Youth Health Programme (PNSIJ) has been ensured, along with the early detection of at-risk situations and appropriate referral.

Taken together, these policies demonstrate the government’s commitment to raising investment in infrastructure and ensuring that children have equal access to high-quality essential services, thereby helping to reduce child poverty and social exclusion.

**(§6(c))** Ensure adequate policies and resources, including through labour market integration measures, support measures for parents or guardians and income support to families and households, so that financial barriers do not prevent children from accessing quality services;

The labour market in Portugal has shown considerable resilience, remaining stable despite inflationary pressures and global economic uncertainty. The latest data from the National Statistics Institute (INE) indicate that several economy sectors are close to full employment. (see Figure 10)

Figure 10: Unemployment rate



Source: BPStat, 2026

Although the number of people in employment is reaching record highs, the reality of unemployment in the country is marked by significant contrasts, with youth unemployment remaining the main vulnerability.

The Government has been introducing a series of measures aimed at tackling youth unemployment and retaining talent, focusing primarily on increasing incomes, providing hiring incentives and making it easier for young people up to the age of 35 to access housing.

Long-term unemployment also poses a difficult challenge to overcome, affecting mainly workers over the age of 50 and/or those with low qualifications.

Despite low unemployment rates, Portugal faces a persistent problem: simply having a job is no guarantee that the person is not living in poverty.

Around 10% of workers in Portugal live below the poverty line (even after social transfers). This happens because the rising cost of living – particularly for housing and energy – has offset some of the effects of policies aimed at boosting wage incomes. This phenomenon affects above all those in precarious employment, those with low qualifications, and large families. EU-SILC 2024 also shows that 76.5% of children living in poverty in Portugal belong to households whose main source of income is employment. (see Table 1)

Table 1: Incidence of child poverty by main source of household income

| 2023                                   | Poverty Rate  | Poverty Intensity | Distribution of Poor Children |
|--|---------------|-------------------|-------------------------------|
| Labour Income                          | 14.8 %        | 23.9 %            | 76.5 %                        |
| Pension Income                         | 18.5 %        | 31.6 %            | 2.1 %                         |
| Income from Other Social Transfers     | 67.0 %        | 58.0 %            | 15.9 %                        |
| Other Sources of Income                | 48.0 %        | 9.7 %             | 5.6 %                         |
| <b>Total children and young people</b> | <b>17.8 %</b> | <b>26.8 %</b>     | <b>100 %</b>                  |
| <b>Total children and young people</b> | <b>17.8 %</b> | <b>26.8 %</b>     | <b>100 %</b>                  |

Source: INE, EU-SILC 2024 | Prof. Carlos Farinha Rodrigues

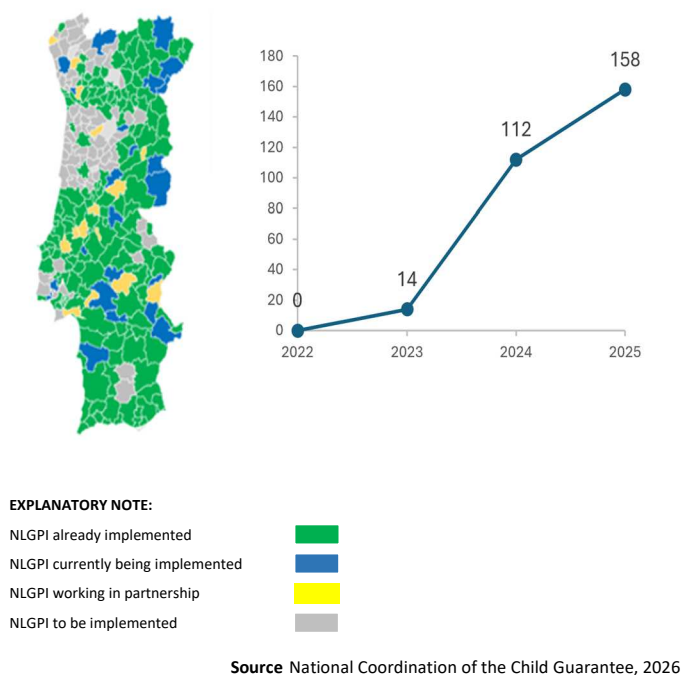
To address this challenge, the Government’s strategy has focused on ensuring the predictability and recognition of work, through a multi-year commitment that combines an increase in the minimum wage to €1,100 by 2029 with income tax relief, with the aim of ensuring that economic growth translates into real and direct income for households.

**(§6(d))** Address the territorial dimension of social exclusion, taking into account the specific needs of children according to distinctive urban, rural, remote and disadvantaged areas, based on an integrated and multidisciplinary approach;

The implementation of the Child Guarantee in Portugal is based on a territorial approach, recognising that poverty and social exclusion take different forms depending on whether the context is urban, rural, remote or more disadvantaged. This perspective requires responses tailored to each area, ensuring that all children have equitable access to essential services, protection and opportunities for development.

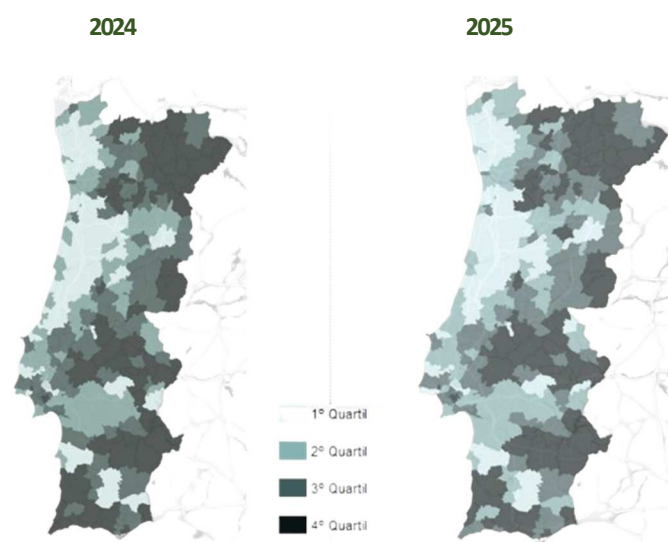
Within this framework, the Child Guarantee Action Plan 2022–2030 (PAGPI) foresees the Local Intervention Model, based on a close, integrated and cross-sectoral approach that brings together social, educational, health, housing and social protection policies. This approach is implemented through the Child Guarantee Local Units (NLGPI), established within the Social Action Local Councils (CLAS). Between 2024 and 2025, there was a significant expansion of these Units, totalling 158 NLGPI by the end of 2025. This development has made it possible to strengthen the early identification of situations of risk, improve access to essential services and adapt responses to local circumstances. (see Figure 11)

**Figure 11:** Evolution of the implementation of Child Guarantee Local Units (NLGPI)



The expansion of the Child Guarantee Local Units (NLGPI) has been carried out taking into account the incidence of child poverty, based on the application of a Vulnerability Indicator<sup>1</sup> specifically developed for this purpose. (see Figure 12).

**Figure 12:** Vulnerability Indicator | Geographical distribution of quartiles, 2024 and 2025



The action of the Child Guarantee Local Units (NLGPI) is structured in five key axes:

1. Local assessment of poverty among children and young people;
2. Planning and development of integrated and locally tailored responses;
3. Interinstitutional coordination and cooperation;
4. Community-based social support;
5. Monitoring, assessment and contribution to national governance.

The NLGPI are a central component of the territorial governance of the Child Guarantee, ensuring the local implementation of measures aimed at children and young people at risk of poverty or social exclusion. In 2025, the first assessment of their implementation was carried out, involving 120 NLGPI. By 2025, 29% of NLGPI already had a Local Diagnosis of poverty among children and young people in line with the dimensions of the Child Guarantee, and 28% had already

<sup>1</sup> A municipal-level monitoring matrix that enables the classification of different municipalities over time in terms of the vulnerability of children and their households, with a view to prioritising areas for

intervention and assessing how the identified issues have evolved.

integrated the Child Guarantee approach into their Social Development Plans.

Overall, the Child Guarantee has been consolidating a decentralised governance model designed to promote policy coherence, strengthen interinstitutional cooperation and ensure that no child is left behind. Through this differentiated and multidisciplinary approach, Portugal continues its commitment to ensure equal opportunities for all children and young people, combating social exclusion in its various territorial expressions.

**(S6(e))** Strengthen cooperation with, and involvement of, national, regional and local authorities, social economy organisations, non-governmental organisations promoting children's rights, children themselves and other stakeholders, in the design, delivery and monitoring of policies and quality services for children;

The implementation of the Child Guarantee in Portugal has been based on close cooperation between national, regional and local authorities, reflecting a collaborative, integrated and child-centred model of governance.

Social economy organisations and NGOs working to promote children's rights have played a significant role, contributing with technical expertise, experience and a close connection to the most vulnerable communities.

In this context, it is worth highlighting the Technical Assistance Instrument (TSI) Project "Developing structural tools to support the implementation of the European Child Guarantee in Portugal", build by the OECD in cooperation with DG REFORM, as it marked a milestone in strengthening participatory governance. Between January 2023 and June 2025, the project supported the implementation of the National Child Guarantee Action Plan 2022-2030, with a focus on monitoring, evaluation, communication and stakeholder involvement.

The methodology adopted was based on the broad participation of public and private stakeholders, including central government, local authorities, Child Guarantee Local Units (NLGPI), civil society organisations, academia, international bodies, and children and young people.

Collaborative processes were initiated to gather evidence, identify needs, and develop solutions tailored to local realities, through technical meetings, working sessions with the NLGPI, mechanisms for child and youth participation, and contributions aimed at improving monitoring and data systems.

This approach has helped to strengthen coordination between the national and local levels, thereby consolidating a structured and continuous multi-sectoral governance framework. Overall, the model has contributed to more effective policies that are tailored to local contexts and focused on children's well-being and rights, in line with European guidelines and OECD recommendations.

In parallel, in 2024 and 2025, a number of initiatives and activities were carried out with the involvement of key partners, and in 2025 a widely participatory evaluation was conducted involving multiple national and local partners, vulnerable families and around 400 children and young people from the *Escolhas* Programme (a programme funded by the ESF+ that works with vulnerable children and young people to promote their inclusion).

**(S6(f))** Take measures to promote inclusion and to avoid and tackle discrimination and stigmatisation of children in need;

The implementation of the Child Guarantee Action Plan 2022-2030 (PAGPI) and the work of the National Coordination of the Child Guarantee are based on an approach focused on children and young people and on promoting their social inclusion. The Plan includes specific measures aimed at particular subgroups, such as migrant children, children with disabilities or chronic illnesses, single-parent or large families, and those at social risk, in order to promote their full inclusion and combat their exposure to factors of exclusion and/or stigmatisation. Examples include measures such as increasing the number of cultural mediators in schools, strengthening support for Portuguese as a non-native language, increasing benefits for single-parent families, and positive discrimination in access to services.

Furthermore, structural measures such as free access to crèches, universal pre-school education from the age of three, and increased support for low-income families have helped to reduce financial barriers and prevent discrimination and stigmatisation through equity-focused initiatives.

The Local Child Protection Units (NLGPI) also play a key role in the early identification of situations of vulnerability, ensuring tailored and locally-focused responses, thereby promoting social inclusion and equal opportunities.

By involving local authorities, social economy organisations, families, children and young people, they strengthen local governance, ensure that responses are appropriate, and promote the participation of children and young people – including the most vulnerable groups – thereby contributing to policies that are more inclusive, less discriminatory and better aligned with children’s actual needs.

**(§6(g))** Support strategic investment in quality services for children, including in enabling infrastructure and qualified workforce;

Portugal has been consolidating strategic investments to improve the quality of services for children, with a particular focus on early childhood. Between 2024 and 2025, there was an increase of 33,187 free crèche places, accompanied by the extension of free provision to services managed by local authorities and other bodies, in an effort to meet the observed growth in demand.

At the same time, progress has been made towards making pre-school education universal for children aged 3. The opening of 200 new classrooms from 2025/2026, providing 5,000 free places and representing an investment of €42.5 million, was enshrined in Law no. 22/2025, which extended this right across the whole country. The Ministry of Education also estimates the creation of up to 7,000 new places by 2027/2028, through partnership agreements and arrangements with local authorities. This expansion is accompanied by a focus on the quality of services provision. The Pedagogical Guidelines for Crèches have been published, and a National Quality Framework for Early Childhood

Education (0–6 age group) is currently being developed within the scope of the TSI project, with support from UNICEF.

In school education, the shortage of teachers has been one of the main structural challenges. In response, emergency and medium-term measures have been implemented, including extraordinary recruitment of teachers, incentives to stay, more flexible access to teaching and increased school recruitment. These measures made it possible to recruit or retain 5,612 teachers under the +*Aulas* +*Sucesso* plan, use overtime work, launch special hiring competitions, and enhance the attractiveness of the profession, including simplifying the recognition of foreign qualifications.

The growing integration of migrant students has also led to a strengthening of Portuguese as a second language and the hiring of more than 310 cultural mediators by 2025.

In the area of child and youth health, the mental health response has been strengthened through the establishment of Community Mental Health Teams for Children and Adolescents in 18 of the 39 Local Health Units by 2025, as well as investment in paediatric long-term care. These measures are part of the ongoing mental health reform, which focuses on the reorganisation of services, integration into primary healthcare and the development of prevention programmes.

In the housing sector, the Government launched the New Housing Strategy in 2024, comprising 30 measures aimed at increasing supply and supporting young people and families, including the mobilisation of 25,000 houses financed by the PRR, support schemes for renting and buying houses, and a public guarantee scheme of up to 100% for young people up to the age of 35. The 2025 State Budget strengthened these measures, expanding programmes such as *Porta 65 Jovem*, *1.º Direito* and *Arrendamento Acessível* (affordable rent) with a direct impact on the housing stability of families with children.

# 3. PROVISION OF ESSENTIAL SERVICES

The purpose of this chapter is to assess the extent to which the specific recommendations set out in paragraphs 5, 7, and 11 of the EU Recommendation have been implemented. This assessment is based on the European Commission’s evaluations.

**1. Is the target group (children in need) and groups of children with specific disadvantages clearly identified in the action plan, and are respective numbers given in the action plan and updated in the progress report?**

**COM:** Widely compliant

The ECG action plan identifies children in need and reports the size of groups of children in need experiencing specific disadvantages (e.g. number of children in alternative care). The ECG action plan identifies disadvantages hindering groups of children in need’s access to the services covered by the ECG (e.g. territorial disparities). Yet updates of the size of some of the groups of children in need and their access to these services are missing in the progress report (e.g. Roma children).

Efforts continue to be made to gradually overcome information gaps, focusing on strengthening monitoring, dissemination of evidence, information and data capable of capturing the multiple dimensions of child vulnerability. This effort translates into the explicit identification of specific subgroups of children, notably migrant children, Roma communities, children with disabilities, and so on.

A central focus of this profiling exercise has been realised through the Child Guarantee Local Units (NLGPI), which play a key role in identifying children and young people, enabling a more detailed understanding of local circumstances and the specific characteristics of sub-groups of children in each region, and is therefore crucial for the development of a detailed profile that takes into account all the subgroups mentioned in the European Recommendation. In this regard, during 2025, a profiling exercise was carried out on families, children and young people in situations of social vulnerability within the framework of local social support services, and the analysis of the information collected is currently underway.

This information collection may prove to be decisive in the future for a national analysis, albeit with the limitation that it only covers territories with established Child Guarantee Local Units (NLGPI). (see Table 2)

**Table 2:** Subgroups of children with specific disadvantages (§5)

| Recommendation (§ 5)   | Source  | 2024  | 2025   |
|--|---|---|--|
| (§ 5 (a))<br>homeless children or children experiencing severe housing deprivation | ENIPSSA (Annual Survey)   | 3036  | -  |
| (§ 5 (b))<br>children with disabilities  | ISS Children aged 0–17 who receive social benefits: Disability Bonus (0–9) + Social Inclusion Benefit (10–17) | 3058<br>Family benefit 1 <sup>st</sup> income level<br>531<br>2 <sup>nd</sup> income level<br>558 | 2951<br>1 <sup>st</sup> income level 558<br>2 <sup>nd</sup> income level 571 |
| (§ 5 (c))<br>children with mental health issues                                    | N.d.  | -   | -  |
| (§ 5 (d))<br>children with a migrant background                                    | Migration and Asylum Report (AIMA), 2024  | 127,244<br>8.2% of the migrant population   | -  |
| (§ 5 (e))<br>children with a minority ethnic origin, particularly Roma             | National Study of Roma Communities 2024–2026  | Ongoing   | Ongoing  |
| (§ 5 (f))<br>children in alternative, especially institutional, care               | CASA Report, 2024   | 5605  | -  |
| (§ 5 (g))<br>children in precarious family situations                              | Survey conducted by NLGPI/SAAS (2026)   | N.d.  | -  |

Source National Coordination of the Child Guarantee, 2026

**2. Have the financial barriers to participation in ECEC (e.g. tuition fees, meals, costs of transport and educational materials) been identified and addressed?**

**COM:** Widely compliant

Free of charge ECEC for all children under three years old. Some evidence of provision of free meals for children in ECEC, as well as educational materials. Provision of subsidised transportation can vary from one local authority to another.

The access to ECEC services is free for all children up to the age of three and includes appropriate, personalised care, meals, hygiene, educational, recreational and motor skills activities, as well as educational initiatives designed to promote children’s motor, cognitive, personal, emotional and social development, and information and awareness-raising for families on parenting.

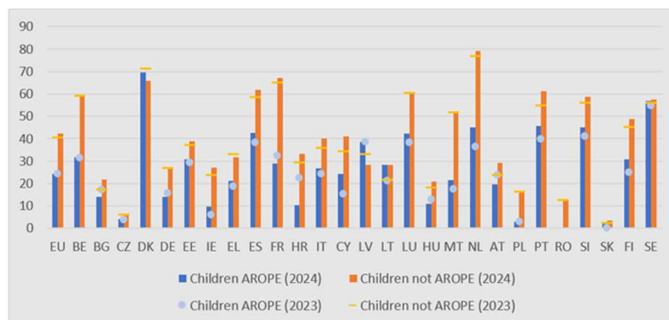
**3. Have the non-financial barriers to participation in ECEC (incl. staff shortages) been identified and addressed?**

**COM:** Partially compliant

Reported increase with over 28,000 new ECEC places but whether this is enough to meet the demand remains unclear. Some policies to address staff shortages, yet further evidence is needed to assess their adequacy. Some regional disparities reported.

In the last years, Portugal has been making a concerted effort to increase crèche capacity and meet growing demand, driven by the introduction of free access in 2022. The European Child Guarantee monitoring framework shows an increase in the number of children AROPE and not AROPE attending crèches between 2023 and 2024. (see Figure 13)

**Figure 13:** share of children below 3 AROPE (and not AROPE) in ECEC one hour or more per week in 2024 (average of 2024 and 2023 shares in %), and in 2023 (average of 2023 and 2022 shares)



**Note:** The average rate of two years (average of rates from reference year and reference year-1) is used instead of the annual rate available in ILC\_CAINDFORM25B to increase the reliability of this indicator.

**Source:** European Child Guarantee monitoring framework (autumn 2025); ILC\_CAINDFORM25B

However, despite the progress made, regional disparities still persist. Installed capacity and the ability to meet households’ needs vary between districts, revealing historical imbalances in the network organisation. Districts such as Lisbon (50.4%), Setúbal (47.5%) and Porto (42.5%) face high pressure due to population density, demographic trends and greater urban-metropolitan demand.

In contrast, other districts have substantially higher rates: Guarda (92.5%), Portalegre (86.4%) and Coimbra (75.6%), indicating a robust supply relative to the resident population. (Eurydice, 2023)

During the period under review, there was an increase of 33,926 crèches in Portugal: 26,970 in 2024 and 6,956 in 2025.

**4. Are there sufficient measures in place to support inclusive education and avoid segregated classes?**

**COM:** Partially compliant

Children with special educational needs or disabilities and children at risk of poverty or social exclusion benefit from eased access to childcare.

Children with disabilities who attend crèches not only have priority access but can also benefit from a range of integrated support measures designed to ensure their well-being, inclusion and access to high-quality care.



Public policy focuses on an approach centred on four key areas: free access to crèches and included services, educational support and inclusion, early intervention, and support for access to healthcare and social protection.

The crèche response provides care tailored to each child’s individual needs, including specially adapted meals where necessary, personalised support, educational, recreational and motor skills activities, etc., ensuring that there are no additional costs, even when children need more intensive support.

One of the key instruments for providing specialised support to children attending crèches and pre-schools is the National Early Childhood Intervention System (SNIPI), as it guarantees specialised support to children aged 0-6 with functional limitations or at risk of developmental delay. To this end, the SNIPI has 157 Local Intervention Teams (ELI) at national level that, when necessary, accompany children in the crèche, establishing an Individual Intervention Plan (PII) in close coordination with the families and professionals of the institution.

In 2025, SNIPI teams provided support to 28,533 children, achieving a response rate of 89%. (see Table 3)



**Table 3:** National Early Childhood Intervention System (SNIPI)

| Regional Coordination Subcommittees (SCR) | Number of children supported |              |              | Number of children waiting for regular intervention | Number of children per educational context * |              |             |
|---|------------------------------|--------------|--------------|---|--|--------------|-------------|
|   | Aged 0-3                     | (aged +3)    | Total        |   | ECEC/PSE                                     | Mixed        | Home        |
|   |                              |              |              |   | Total  | Total        | Total       |
| SCR Northern region                       | 1541                         | 6217         | 7758         | 1279  | 2186   | 3647         | 1650        |
| SCR central region                        | 966                          | 3473         | 4439         | 640   | 1140   | 2845         | 310         |
| SCR Lisboa and Vale do Tejo               | 3523                         | 8518         | 12041        | 760   | 7163   | 2345         | 2051        |
| SCR Alentejo                              | 357                          | 2127         | 2484         | 332   | 800  | 1484         | 139         |
| SCR Algarve                               | 347                          | 1205         | 1811         | 252   | 346  | 701          | 80          |
| <b>Total</b>                              | <b>6734</b>                  | <b>21540</b> | <b>28533</b> | <b>3263</b>   | <b>11635</b>                                 | <b>11022</b> | <b>4230</b> |

\*For this indicator, we do not have data disaggregated by age.

Source ISS, IP, 2025

**5. Have the financial barriers to participation in ECEC (e.g. tuition fees, meals, costs of transport and educational materials) been identified and addressed?**

**COM:** Fully compliant

Free of charge pre-school for all children for up to 25 hours per week. Free public transport passes for children attending pre-school. Some evidence of provision of free meals for children, as well as educational materials.

All the support provided by the school social assistance (ASE) applies to pre-school education, meaning that pre-school meals are completely free for all children covered by ASE Level A of support, benefiting from state support covering 100% of the meal cost.

Additionally, although children covered by the Level B of support are generally entitled to 50% co-financing, some municipalities choose to finance the remaining amount, effectively guaranteeing free meals for children from more vulnerable economic backgrounds. In the 2023/2024 school year, 19,663 children benefited from Level A and 16,262 children benefited from Level B of the school social assistance (ASE) in early childhood education.

**6. Have the non-financial barriers to participation in ECEC (incl. staff shortages) been identified and addressed?**

**COM:** Partially Compliant

Plan to open more than 12,000 new places, but whether this is enough to meet the demand remains unclear. Some policies to address staff shortages, yet further evidence is needed to assess their adequacy. Some regional disparities reported.

The Portuguese State has been implementing a series of measures to achieve universal access to pre-school education for all children from the age of 3. The publication of Law no. 22/2025 of 4 March, marks a decisive step forward, establishing the obligation to guarantee that all children have free access to the educational component of pre-school, while simultaneously ensuring the expansion of the network and the strengthening of cooperation mechanisms with different sectors.

To achieve this goal, several complementary initiatives have been developed. Firstly, the national network of pre-school education establishments has been strengthened, mobilising the public sector, private social solidarity institutions, and private and cooperative education, especially in areas with higher demographic pressure.

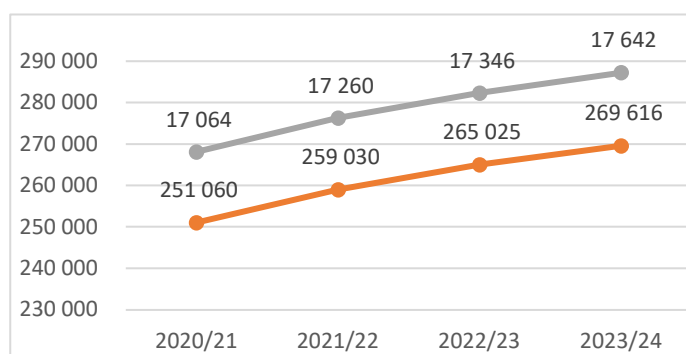
In 2025, progress was made with the opening of new state-supported classrooms, as well as the signing of cooperation agreements with more than 30 municipalities to create additional places.

At the same time, the Government increased the financial contribution to institutions in the social and cooperative sector, ensuring more balanced conditions for the expansion of services. Specific financing mechanisms were also defined to support the opening of new classrooms, with the aim of ensuring that, at the beginning of the 2025/2026 school year, all children could have free access to pre-school and with equity.

Although several sectors of education face challenges associated with the ageing of the teaching staff, in the specific field of pre-school education, no widespread critical situations of human resource shortages have been identified.

According to the 2023/2024 Education Statistics published by the Directorate-General for Education and Science Statistics (DGEEC), the increasing trend in the number of children in pre-school education has been accompanied by an increase in the number of early childhood educators, albeit to a lesser extent. (see Figure 14)

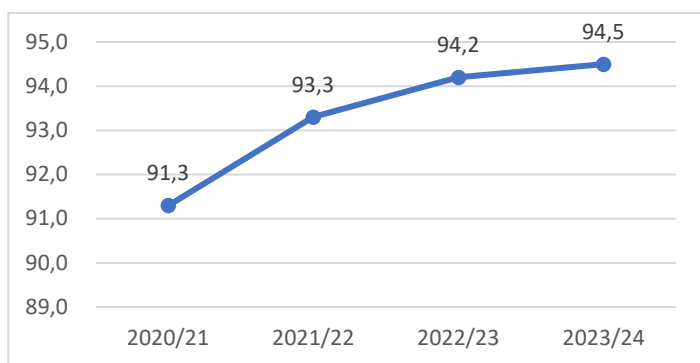
**Figure 14:** Number of children in pre-school education



Source: Regions in Numbers 2023/2024 - Education - General Overview, DGEEC

The actual rate of pre-school enrolment in Portugal maintains a trend towards universalisation, especially for ages closer to basic education. (see Figure 15)

**Figure 15:** Actual rate of pre-school enrolment



Source: Regions in Numbers 2023/2024 - Education - General Overview, DGEEC

In the 2023/2024 school year, the consolidated data indicate the following values by age:

- At the age of 3: The actual enrolment rate is approximately 83%;
- At the age of 4: The rate rises to 96.8%, reflecting compliance with the universality of supply provided by law for this age;
- At the age of 5: The rate is practically 100%, reaching 99.8%.

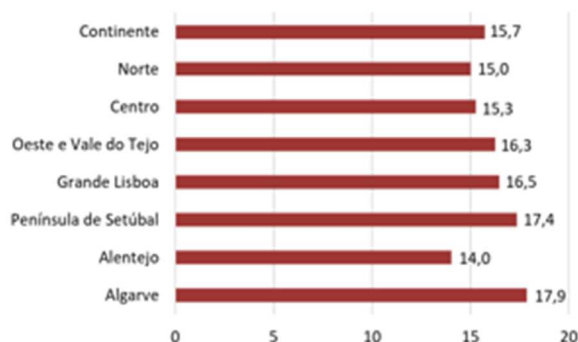
In the same school year, the system recorded a total of approximately 260,000 children enrolled at this level of education, distributed between public and private establishments.

The child/educator ratio in pre-school in Portugal remains slightly above the OECD average (around 15 children). The Portuguese value (mainland), of 15.7,

although close to the international benchmark, shows territorial asymmetries.

These disparities reflect demographic pressure and the insufficient public services provision in certain territories, often compensated for by the private sector. (see Figure 16)

**Figure 16:** Child/Educator Ratio by NUTS II – Early Childhood Educators



Source: Teacher Profile 2023/2024, DGEEC

The Teacher Needs Assessment Study 2025–2034, developed by the Directorate-General for Education and Science Statistics (DGEEC) in partnership with the Nova SBE Economics of Education Knowledge Centre, estimates that, by 2034/2035, Pre-school Education will register a projected 55% reduction in its current teaching staff. To compensate for this decrease, according to the study, it will be necessary to hire 4053 new educators.

**7. Are there sufficient measures in place to support inclusive education and avoid segregated classes?**

**COM:** Widely compliant  
 According to 2025 Eurydice report, children with special educational needs or disabilities benefit from eased access to childcare, assignment of specialised staff, and reduced group sizes. Eased access and participation are offered also to children at risk of poverty or social exclusion, with additional funding for settings that have high proportions of children at risk. Non-discrimination rule is explicit in admission policies.

In Portugal, inclusive education has been enshrined in law since 2018, the year in which the legal framework for inclusive education was approved (RJEI - Decree-Law no. 54/2018 of 6 July). This legal framework is intended for all students, from early childhood education up to the 12<sup>th</sup> grade.

This framework applies to the entire diversity of students and contexts, aiming to ensure that every child and young person has the right to learn and participate fully, regardless of their personal, social, or cultural features.



**Table 4:** Number of selective and/or additional measures to support learning and inclusion.

| Level of education and schooling cycle | Total RTP with at least one in RTP specialised support | Total         | Specialised supports [1] |              |             |               |                |               |                      |               |              |              |              |
|--|--|---------------|--------------------------|--------------|-------------|---------------|----------------|---------------|----------------------|---------------|--------------|--------------|--------------|
|  |  |               | Physiotherapy            |              | Psychology  |               | Speech therapy |               | Occupational therapy |               | Other        |              |              |
|  |  |               | No.                      | %            | No.         | %             | No.            | %             | No.                  | %             | No.          | %            |              |
| <b>Total</b>                           | <b>98 200</b>  | <b>43 198</b> | <b>69 809</b>            | <b>2 480</b> | <b>3,6%</b> | <b>26 150</b> | <b>37,5%</b>   | <b>23 229</b> | <b>33,3%</b>         | <b>10 241</b> | <b>14,7%</b> | <b>7 709</b> | <b>11,0%</b> |
| <b>Pre-school education</b>            | 6 635  | 4 315         | 7 896                    | 279          | 3,5%        | 900           | 11,4%          | 3 520         | 44,6%                | 2 097         | 26,6%        | 1 100        | 13,9%        |

Source: Support for Learning and Inclusion, 2024/2025 Public Schools of the Ministry of Education, Science and Innovation network, DGEEC, 2025

In the 2024/2025 school year, early childhood education takes on particular relevance within the scope of inclusion policies, since, in public schools of the Ministry of Education, Science and Innovation (MECI) network, selective and/or additional measures to support learning and inclusion were organised for 6,635 children, corresponding to 6.8% of the total number of children enrolled in this level of education. There is a clear emphasis on psychological and pedagogical support, which is the most frequent measure, covering 84.7% of the children supported. (see Table 4)

When considering this data within the context of the educational system as a whole, it is found that there are a total of 98,200 Technical-Pedagogical Reports (RTP), of which 95,744 are part of selective measures. Overall, the most frequently used measures are the anticipation and strengthening of learning (78.3%) and psychological and pedagogical support (76.9%), followed by non-significant curricular adaptations (61.0%), while differentiated curricular pathways have a residual expression (0.7%) and tutorial support represents 7.5%.

In pre-school education, it is observed that, of the 6,635 RTP registered, 6,536 integrate selective measures, showing a strong incidence of this type of response at this educational level. In addition to the aforementioned psychological and pedagogical support (84.7%), the anticipation and reinforcement of

learning (58.1%) also assume significant expression, although with less weight than in the total system.

Non-significant curricular adaptations appear in a more residual way (12.2%), as does tutorial support (1.9%), with no differentiated curricular pathways recorded in pre-school education.

During the 2024/2025 school year, 69,809 specialised support services were provided in educational establishments, with 7,896 of those in early childhood education.

The relative importance of specialised support such as "speech therapy" (3520) stands out, followed by "occupational therapy". (see Table 4)

In public schools there are 7,511 teachers who perform specific functions to support learning and inclusion, in addition to 1,572 specialised technicians (Psychologists, Therapists, Portuguese Sign Language Interpreters, among others).

**8. Are there sufficient measures to prevent and reduce early school leaving? Is personalised guidance provided?**

**COM:** Widely compliant

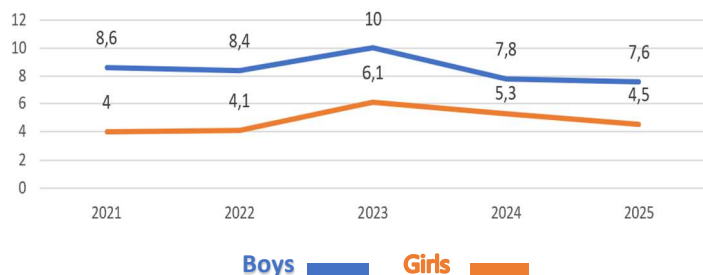
The incidence of early leaving from education and training has remained well below the EU average, and measures are taken to more fully address it (e.g. large-scale support programmes such as the Priority Intervention Educational Territories which provides targeted support to combat school failure in more than 165 school groups).

Portugal has recorded very significant progress in reducing early school leaving over the last two decades, reaching historic lows in 2021, when the indicator fell to 5.9% in the third quarter, positioning Portugal as one of the countries that has progressed the most in the European Union.

The downward trend reversed in 2023, when the rate rose from 6.5% to 8%. According to the National Statistics Institute (INE), the drop is partly attributed to methodological revisions during the pandemic years (2021–2022), which would have underestimated the figures due to the telephone data collection method.

Still, Portugal keeps the indicator below the European target for 2030 (9%), confirming a structural path of improvement, although with recent challenges strengthening the need for continuous monitoring and preventive policies. (see Figure 17)

Figure 17: Early school and training leaving rate (2021 Series - %) by place of residence (NUTS - 2024) and sex; Annual - INE, Employment Survey (Series - 2021)



Fonte INE, Base Dados, 2025

The new Eurydice (2025) indicators on early leaving from education and training (APEF) show the existence of early warning systems and policies and measures to reduce absenteeism, explaining how national initial and continuous training systems give teachers the skills to combat early school leaving across Europe.

Portugal stands out in the context of measures to prevent absenteeism and promote inclusive education through the development of multidisciplinary support teams and individualised educational programmes.

### 9. Are there sufficient measures to support inclusive education and avoid segregated classes?

**COM:** Widely compliant

The gap in rate of underachievement among disadvantaged and advantaged children is below EU average. Some measures to promote inclusivity in education (e.g. inclusive education multidisciplinary support team and *Escolhas* programme supporting inclusion of disadvantaged children such as Roma children and children with migrant background).

As previously mentioned, inclusive education has been enshrined in law in Portugal since 2018, the year in which the legal framework for inclusive education was approved (RJEI - Decree-Law no. 54/2018 of 6 July). Portuguese legislation in the field of inclusive education constitutes an essential instrument to:

- Prevent and combat social exclusion as from childhood;
- Ensure equal opportunities for access to and success in education;
- Promote inclusive and participatory school environments;
- Ensure compliance with the rights of the child in all dimensions.

The full implementation of the legal framework for inclusive education has faced some challenges, namely the persistent differences in learning outcomes and well-being of students from disadvantaged and/or diverse backgrounds, from more disadvantaged families, of immigrant origin, and from Roma communities.

In the 2024/2025 school year, public schools of the Ministry of Education, Science and Innovation (MECI) network implemented selective and/or additional measures to support learning and inclusion, reaching 98,200 children and young people from pre-school to secondary school. (see Figure 18)

**Figure 18:** Number of children/students for whom selective and/or additional measures to support learning and inclusion were implemented



**Source:** Support for Learning and Inclusion, 2024/2025 Public schools of the Ministry of Education, Science and Innovation network, DGEEC, 2025

Of the 98,200 Technical-Pedagogical Reports (RTP) produced in public schools of the Ministry of Education, Science and Innovation (MECI) network during the 2024/2025 school year, 97.5% include selective measures to support learning and inclusion.

The “anticipation and reinforcement of learning,” “psychological and pedagogical support,” and “non-significant curricular adaptations” constitute the three selective measures most frequently used by the Multidisciplinary Teams for Inclusive Education Support (EMAEI).

The measure “psychological and pedagogical support” assumes a more visible importance in pre-school education and the 1<sup>st</sup> cycle of basic education; “differentiated curricular pathways” and “tutorial support” are the least mobilised selective measures; even so, reference is made to the importance of “tutorial support” in the 2<sup>nd</sup> and 3<sup>rd</sup> cycles of basic education and in secondary education. (see Table 5)

**Table 5:** Selective measures mobilised in the Technical-Pedagogical Reports (RTP)

| Level of education and cycle | Total RTP | RTP including additional measures | Frequency during the school year by subject | Significant curricular adaptations | Individual transition plan | Structured teaching strategies | Personal and social autonomy skills |
|------------------------------|-----------|-----------------------------------|---|------------------------------------|----------------------------|--------------------------------|-------------------------------------|
| Total                        | 98 200    | 21 051                            | 1.7%  | 77.9%                              | 18.5%                      | 26.9%                          | 81.8%                               |
| Pre-school education         | 6 635     | 1 345                             | -   | -                                  | -                          | 51.9%                          | 87.4%                               |
| Basic education              | 76 972    | 16 434                            | 1.7%  | 81.2%                              | 8.1%                       | 26.7%                          | 81.1%                               |
| 1st Cycle                    | 27 757    | 5 854                             | -   | 66.4%                              | 0.2%                       | 41.9%                          | 84.5%                               |
| 2nd Cycle                    | 18 274    | 4 101                             | 3.2%  | 86.2%                              | 1.6%                       | 20.7%                          | 76.5%                               |
| 3rd Cycle                    | 30 941    | 6 479                             | 2.1%  | 91.4%                              | 19.3%                      | 16.8%                          | 80.9%                               |
| Secondary education          | 14 593    | 3 272                             | 2.6%  | 93.3%                              | 78.2%                      | 17.8%                          | 83.0%                               |

**Source:** Support for Learning and Inclusion, 2024/2025 Public schools of the Ministry of Education, Science and Innovation network, DGEEC, 2025

The “development of personal and social autonomy skills” and “significant curricular adaptations” are the two additional measures most frequently used by the Multidisciplinary Teams for Inclusive Education Support (EMAEI). The relative importance of the “significant curricular adaptations” measure increases as the student progresses through schooling, to higher levels of education and study cycles, exceeding 93% in secondary education. The use of “development of personal and social autonomy skills” is almost similar across all levels of education and study cycles. (see Table 6)

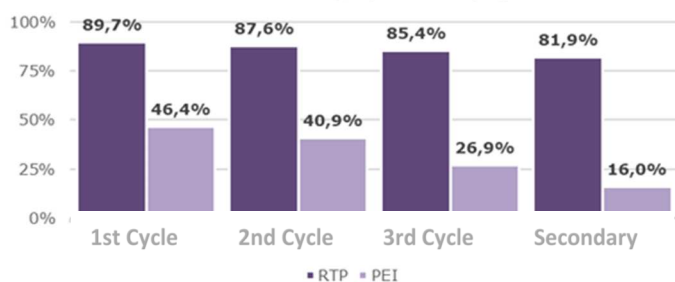
**Table 6:** Additional measures implemented in the Technical-Pedagogical Reports (RTP)

| Level of education, teaching, and study cycles | Total RTP | RTP including selective measures | Selective measures implemented in the RTP |                                       |                     |  |                  |
|--|-----------|----------------------------------|---|---------------------------------------|---------------------|--|------------------|
|  |           |                                  | Differentiated curricular pathways        | Nonsignificant curricular adaptations | Pedagogical support | Anticipation reinforcement of learning | Tutorial support |
| Total  | 98200     | 95744                            | 0,7%                                      | 61,0%                                 | 76,9%               | 78,3%                                  | 7,5%             |
| pre-school education                           | 6635      | 6536                             | -   | 12,2%                                 | 84,7%               | 58,1%                                  | 1,9%             |
| Basic education                                | 76972     | 75172                            | 0,8%                                      | 66,4%                                 | 78,4%               | 80,7%                                  | 7,5%             |
| 1st cycle                                      | 27757     | 27248                            | 0,5%                                      | 62,6%                                 | 83,6%               | 80,1%                                  | 2,2%             |
| 2nd cycle                                      | 18274     | 17812                            | 0,8%                                      | 67,5%                                 | 79,0%               | 81,7%                                  | 7,2%             |
| 3rd cycle                                      | 30941     | 30112                            | 1,2%                                      | 69,2%                                 | 73,2%               | 80,7%                                  | 12,4%            |
| Secondary education                            | 14593     | 14036                            | 0,7%                                      | 55,1%                                 | 65,5%               | 74,4%                                  | 10,5%            |

**Source:** Support for Learning and Inclusion, 2024/2025 Public schools of the Ministry of Education, Science and Innovation network, DGEEC, 2025

In what concerns the time spent in class by students, the proportion of Technical-Pedagogical Reports (RTP) that foresee 80% or more of weekly curricular time spent in class by students, in basic and secondary education, is equal to or higher than 80%, close to 90% in the 1<sup>st</sup> cycle of basic education. (see Figure 16)

**Figure 16:** Proportion of RTP and Significant Curricular Adaptations (PEI) that foresee 80% or more of weekly curricular time spent in class by students (%)



Source: Support for Learning and Inclusion, 2024/2025 Public schools of the Ministry of Education, Science and Innovation network, DGEEC, 2025

**10. Are school materials (incl. digital equipment) provided free of cost for children in need?**

**COM:** Widely compliant

School textbooks are provided free of charge in public schools. Through the School Social Assistance (ASE), large scale financial support provided to over 400,000 children (i.e. more than number of children AROPE) to cover costs of school materials, including supplies. Yet due to its annual amount (e.g. between EUR 16 and 8), it does not seem ASE could cover all costs. Some evidence of policies supporting children’s access to digital educational tools (e.g. the Digital School Programme).

Regarding support for school materials, it is important to highlight the crucial role that local authorities play in providing supplementary support beyond the limits defined within the scope of the School Social Assistance (ASE), ensuring that no child is prevented from participating in all activities. In the evaluation exercise carried out in 2025 with 120 Child Guarantee Local Units (NLGPI), 53% stated that children and young people have access to materials and activities in all educational cycles.

In the period 2024-2025, with inclusive concerns, 163 school textbooks were adapted and transcribed into braille, from the 1<sup>st</sup> to the 12<sup>th</sup> grade (including Vocational Education), and 9,794 school textbooks were provided in digital format.

Also, during this period, 2,481 students benefited from other curriculum access support products.

**11. Is free transport to schools provided for children in need?**

**COM:** Fully compliant

Free public transport access for children and young students living far from their school, and for low-income children supported by the ASE.

Municipalities guarantee free school transport for students in early childhood education and primary and secondary education of the public network, according to the municipal school transport plans.

Since the 2024/2025 school year, all young people between the ages of 4 and 23 have been entitled to a Free Student Pass ((Sub18+TP and Sub23+TP) for use on public transport.

**12. Is at least one free healthy meal provided to all children in need in ECEC each school day?**

**COM:** Fully compliant

Free ECEC includes access to meal. The same eligibility conditions for access to the service apply to access to free meals. In 2023, 91,150 children were in ECEC and accessed free school meals, through the School Social Assistance (available to low-income students).

For children aged 0 to 3 years, free access to includes meals. In early childhood education and care (age 3-5), free access to school meals is covered by the School Social Assistance (ASE). Students covered by levels A and B have their school meals co-financed at 100% and 50%, respectively. In the 2023/2024 school year, 19,663 children were covered by level A, and 16,262 children were covered by level B. It is important to underline, once again, the important role of municipalities in this matter, which often take supplementary action to the existing policy measure, ensuring coverage of the remaining 50% applied to level B, ensuring free meals for all children in lower-income households.

**13.** *Is at least one free healthy meal provided to all children in need in primary schools each school day?*

**COM:** Widely compliant

A large share of children AROPE can access healthy school meals for free or at a discounted price. As an illustration, in 2021/2022, 143,889 children before secondary schools benefited from free school meals, and 119,570 from meals co-financed at 50%, through the School Social Assistance (available to low-income students). Yet more progress remains to be achieved as regards the provision of free school meals to achieve higher compliance.

**14.** *Is at least one free healthy meal provided to all children in need in secondary schools each school day?*

**COM:** Widely compliant

A large share of children AROPE can access healthy school meals for free or at a discounted price. As an illustration, in 2021/2022, 143,889 children before secondary schools benefited from free school meals, and 119,570 from meals co-financed at 50%, through the School Social Assistance (available to low-income students). Yet more progress remains to be achieved as regards the provision of free school meals to achieve higher compliance.

As in early childhood education, for the 1<sup>st</sup>, 2<sup>nd</sup>, and 3<sup>rd</sup> cycles of basic education and the secondary education, free access to meals is covered by the School Social Assistance (ASE). The students covered by levels A and B have their school meals co-financed at 100% and 50%, respectively. (see Table 7)

**Table 7:** Number of children and students enrolled, coverage by school social assistance (ASE), per school year, school level and cycle.

|   | School year 2023/2024 |                |               |                |                  |
|---|-----------------------|----------------|---------------|----------------|------------------|
|   | A-level               | B-level        | C-level       | Not covered    | Total            |
| <b>Total</b>                            | <b>182.729</b>        | <b>165.691</b> | <b>63.717</b> | <b>739.836</b> | <b>1.151.973</b> |
| Pre-school education                    | 19.663                | 16.262         | 6.240         | 96.543         | <b>138.708</b>   |
| Basic education - 1. <sup>o</sup> Cycle | 58.698                | 50.457         | 18.847        | 199.681        | <b>327.683</b>   |
| Basic education - 2. <sup>o</sup> Cycle | 32.622                | 26.984         | 11.480        | 96.463         | <b>167.549</b>   |
| Basic education - 3. <sup>o</sup> Cycle | 47.041                | 42.154         | 16.031        | 173.893        | <b>279.119</b>   |
| Secondary education                     | 24.705                | 29.834         | 11.119        | 173.256        | <b>238.914</b>   |

Source: Directorate-General for Education and Science Statistics (DGEEC), 2026

Once again, the important role of municipalities in this matter should be highlighted, which often take supplementary action to the existing policy measure, ensuring coverage of the remaining 50% applied to level B, ensuring free meals for all children in lower-income households

**15.** *Is equal and inclusive access ensured for children in need to school-based activities, including participation in school trips and sport, leisure and culture?*

**COM:** Partially compliant

The rates of children AROPE lacking access to regular leisure and school-based (e.g. school trips) activities at the same level or slightly above EU average. Yet several measures are reported to improve their access (e.g. *Escolhas* programme fostering inclusion through arts and sports, targets set related to sport and culture access, ASE allowing to cover study-visit-related expenses).

The ***Escola a Tempo Inteiro (Full-time school) Programme*** was created in 2006, and the State assumed the responsibility of extending the opening hours of schools of the 1.<sup>o</sup> cycle of basic education, at least until 05:30 p.m., if families so wished. The objectives of this programme include:

- Ensuring, within the school environment, to all students and free of charge, the offer of a set of pedagogically rich and complementary learning experiences associated with the acquisition of basic skills;
- Promoting the link between the functioning of the school and the provision of useful responses in the area of support for families;
- Consolidating the responsibilities and powers of local authorities at these educational levels;
- in pre-school - Animation and Family Support Activities (AAAF);
- in the 1<sup>st</sup> cycle of basic education - the Family Support Component (CAF);
- in the 1st cycle of basic education - Curriculum Enrichment Activities (AEC).

The *Escola a Tempo Inteiro* is a national programme involving schools, municipalities, private social solidarity institutions (IPSS) and parents' and guardians' associations (APEE), among other entities.

Its implementation and development has contributed to the public-school valorisation, to a greater equality of opportunities and to the development of new dynamics.

Ministerial Order no. 644-A/2015 of 24 August, establishes the conditions to respond to the "full-time school" paradigm by defining measures for the provision of Animation and Family Support Activities (AAAF), the Family Support Component (CAF), and Curriculum Enrichment Activities (AEC).

Animation and Family Support Activities in Pre-School Education (AAF) - are intended to ensure the follow-up of children in pre-school education before and/or after school activities and during periods of interruption of school activities.

The Family Support Component (CAF) in the 1<sup>st</sup> cycle of basic education (CAF) - is aimed to ensure the follow-up of students in the 1<sup>st</sup> cycle of basic education before and/or after curricular and enrichment activities and/or during periods of interruption of school activities. The CAF should be organised in a way that strengthens the commitment between the school, the students' families, and the local community.

During the 2024/2025 school year, 51.6% (1) of schools offered the Family Support Component (CAF) and 25.9% (1) of students from the 1<sup>st</sup> Cycle of basic education were enrolled in the activities.

The Curriculum Enrichment Activities (AEC) are optional enrolment activities of an eminently playful, formative and cultural nature for the 1<sup>st</sup> cycle of basic education. They focus on the fields of sports, art, science and technology, the link between schools and the environment, solidarity and volunteering, and the European dimension in education.

These activities are of mandatory offer and free of charge, with a weekly duration of 5 hours.

The provision of curricular enrichment activities is tailored to the school, students, municipalities and

professionals that ensure them.

Examples: Physical and sporting activity; music; art workshop; chess; learning through play; Afro-Brazilian martial art *capoeira*; traditional dances; Alentejo singing; bobbin lace; traditional games; educational garden; yoga; science space; programming; philosophy for children, etc.

The recognition of these activities, and their integration into the school culture, has generated new dynamics and strengthened/stimulated collaborative work and interaction among the different stakeholders.

During the 2024/2025 school year, 99.6% (1) of schools offered Curriculum Enrichment Activities (AEC) and 82.2% (1) of students from the 1<sup>st</sup> Cycle of basic education were enrolled in the activities. The two domains with the highest offer and highest proportion of students enrolled are the 'sports domain' (71.7% (1) of students enrolled) and 'artistic domain' (68.9% (1) of students enrolled).

With the transfer of competences to municipal bodies and inter-municipal entities in the field of education, it is the responsibility of the municipal councils to promote and implement these measures, planning them jointly with the school groups and non-grouped schools (Decree-Law no. 21/2019 of 30 January, in its current wording), except for pedagogical supervision and evaluation activities.

On the other hand, the **Escolhas** (Choices) Programme has as its main objective the promotion of equal access to educational, cultural, sports and community participation opportunities, aimed precisely at children and young people from more vulnerable socio-economic contexts and who, for that reason, tend to have less access to this type of experiences.

It is important to highlight that this concern is structurally reflected in the Programme's intervention model itself, notably through the two measures that all the funded projects are required to develop.

Firstly, the intervention of the projects is based on a logic of coordination between the educational path and a wide range of complementary activities, in the areas of sport, arts, culture, citizenship and community

participation.

This approach aims precisely to ensure that participating children and young people have access to diverse learning experiences, often non-existent in their original contexts, contributing to their full development and strengthening their educational trajectories.

Secondly, the very mission of the *Escolhas* Programme focuses on creating opportunities for those furthest from them, guaranteeing conditions for participation in educational, cultural, and leisure activities that would otherwise often be inaccessible to these groups. In this sense, the projects regularly develop initiatives such as study visits, cultural activities, sports practices, participation in community events, and educational and artistic enrichment activities, ensuring not only access but also the effective participation of children and young people.

Thus, it can be stated that, within the context of public policies aimed at children and young people in situations of greater vulnerability, the *Escolhas* Programme constitutes a particularly relevant instrument for promoting equitable access to school, cultural, sports, and leisure activities, contributing to reducing inequalities and expanding opportunities for participation and growth.

**16.** *Is there a framework for cooperation of educational establishments, local communities, social, health and child protection services, families and social economy actors to support inclusive education, to provide after school care and opportunities to participate in sport, leisure and culture?*

**COM:** Widely compliant

Some large-scale programmes fostering cooperation between various local services reported (e.g. school sport programmes, organising school sport activities with external institutions such as local clubs, and national arts plan, fostering collaboration with both public and private entities).

In Portugal, the Social Network Programme (implemented since 2006) constitutes the main framework for territorial cooperation between educational institutions, social services, health services, child protection services, families, local authorities, and social economy actors, allowing for a coordinated intervention focused on the most

vulnerable persons. Within the scope of this platform, several co-funded programmes have been defined and developed, especially by the ESF+, such as the Local Social Development Contracts (CLDS) and the *Escolhas* Programme, which strengthen educational inclusion, after-school support, and the participation of children and young people in sports, cultural, and leisure activities.

The Social Network also includes the Child Guarantee Local Units (NLGPI), as foreseen in the Child Guarantee Action Plan 2022-2030 (PAGPI). This convergence of programmes, structures, and funding significantly strengthens the local response capacity, promotes integrated solutions, more effective prevention of social exclusion, and greater impact of public policies aimed at families and children.

**17.** *Are there sufficient measures in place to facilitate early detection and treatment of diseases and developmental problems?*

**COM:** Widely compliant

Portugal set objectives for healthcare access, such as ensuring free screenings for visual, hearing, and oral health. There are free generalist and specialised screenings in the first school years. Portugal also carries out a free early-detection neonatal screening that identifies genetic and metabolic diseases, enabling early treatment. Overall barriers like waiting lists are not fully detailed, just like the take-up of screenings which would be needed to achieve higher level of compliance.

Portugal has a comprehensive, structured, and universal set of screening and surveillance programmes for child health, ensuring the early detection and timely treatment of diseases and developmental problems throughout a child's life.

These programmes include, namely, the National Neonatal Screening Programme (PNRN), with coverage exceeding 99%, which allows for the early detection of serious metabolic, endocrine, and genetic diseases; the National Universal Neonatal Hearing Screening Programme (PNRANU), ensuring early screening for congenital deafness; the National Programme for Screening of Children's Visual Health (PNRSVI), aimed at the early identification of visual disorders in Pre-school age; and the National Programme for the Promotion of Oral Health (PNPSO), with free examinations, prevention, and treatment in paediatric age.

It is recognised, however, that the absence of consolidated and published national data on the coverage of some screening programmes – with IT developments underway to fill this gap – may have influenced the evaluation made.

All children aged from 0 to 18 have universal and free access to scheduled consultations under the National Child and Youth Health Programme (PNSIJ) in Primary Health Care of the National Health Service (SNS). In these consultations, systematic screening of emotional, behavioural and developmental disorders is performed, allowing early detection of risk signals.

Whenever necessary, children are referred for specialised follow-up in primary care, specialised hospital consultations, or other community-based services, ensuring timely intervention.

In the field of child development, the National Early Childhood Intervention System (SNIPI) has the mission of ensuring Early Childhood Intervention (IPI) for children aged 0 to 6 with functional limitations or at risk of developmental delay, as well as their families, promoting overall development.

In 2025, SNIPI monitored 28,533 children and their families (compared to 27,819 in 2023), through the intervention of 157 Local Intervention Teams (ELI) distributed throughout the national territory.

**18.** *Are there effective measures in place to ensure that all children in need receive the set of childhood vaccines recommended by the WHO?*

**COM:** Widely compliant

Portugal undertakes to provide vaccines to all children, with planned investments to enhance Primary Health Care services. Universal vaccinations are generally accessible, as reflected by relatively high rate of coverage, yet with data gap as regards Rotavirus vaccine.

Portugal has a National Vaccination Programme (PNV), created in 1965, considered one of the most successful public health programmes in the country and an example of international best practices.

The National Vaccination Programme (PNV) ensures universal, free, and accessible vaccination for all children in Portugal, regardless of their socioeconomic or migratory status, and is managed by the National Health Service (SNS) throughout the country.

The National Vaccination Programme (PNV) aims to protect the population against vaccine-preventable diseases, in accordance with the recommendations of the World Health Organization (WHO) and the European Centre for Disease Prevention and Control (ECDC). Currently, the programme provides immunisation against 17 diseases (such as diphtheria, tetanus, pertussis, poliomyelitis, measles, mumps, rubella, hepatitis B, meningitis, and invasive infections caused by *Haemophilus influenzae* type B, pneumococcus, and meningococcus, among others).

In the last years, the National Vaccination Programme (PNV) has been dynamic and adaptive, incorporating new vaccines in line with scientific evidence and epidemiological developments. Among the main recent updates, the following stand out:

- Introduction of seasonal immunisation against respiratory syncytial virus (RSV) in 2024, available free of charge to all newborns, representing a significant advance in the prevention of bronchiolitis and childhood pneumonia;
- Extension of free seasonal flu vaccination to all children aged 6 months to 2 years in 2025, enhancing the protection of the most vulnerable age groups and contributing to community immunity;
- Replacement of the meningococcal C vaccine with the ACWY vaccine in 2025;
- Replacement of the 13-valent pneumococcal vaccine with the 20-valent vaccine by 2025, significantly increasing the spectrum of protection against invasive pneumococcal infections;
- Introduction, in 2009, and update, in 2020, of HPV vaccination for both sexes.
- Introduction of the rotavirus vaccine for at-risk groups in 2020.

Thus, Portugal guarantees free vaccination for all children, regularly updating and reinforcing vaccination strategies through Primary Health Care. Universal vaccination strategies are fully accessible, as demonstrated by high vaccination coverage rates.

The National Vaccination Programme (PNV) consistently shows high vaccination coverage rates, generally above 95% and above 99% in the first year of life, which ensures herd immunity and sustained control of diseases such as measles, tetanus, and diphtheria.

The high uptake is supported by:

- Free availability of vaccines throughout the country, through Primary Health Care of the National Health Service (with contractual indicators), taking advantage of all vaccination opportunities;
- Centralised electronic record, accessible to all doctors and nurses, allowing real-time monitoring;
- Public communication campaigns and active involvement of health professionals in promoting confidence and adherence to vaccination;
- Introduction of the rotavirus vaccine for at-risk groups in 2020.

**19.** *Are there sufficient measures in place to facilitate early detection and treatment of mental health problems?*

**COM:** Partially compliant

Portugal implements measures such as community mental health teams with specialists like psychologists and establishing child mental health facilities. Implementation barriers include insufficient professionals and uneven regional distribution. Children with low family affluence are more likely to feel low than their better-off peers, suggesting scope for progress. Their share has also increased in the past years.

Portugal has been strengthening its response to child and youth mental health within the scope of the National Mental Health Plan 2023–2030, which focuses on promoting mental health, early detection, community intervention, and continuity of care.

All children aged 0 to 18 have universal and free access to scheduled consultations under the National Child and Youth Health Programme (PNSIJ) in the Primary Health Care services of the National Health Service. These consultations include systematic screening for emotional, behavioural, and developmental disorders, allowing for the early detection of risk signs. Whenever necessary, children are referred for psychological support in primary care, specialised hospital consultations in child and youth mental health (namely child psychiatry), or other community-based services, ensuring timely intervention.

At the same time, Community Mental Health Teams for Children and Adolescents (ECSM-IA) are being implemented, integrated into the Local Health Units (ULS) of the National Health Service (SNS), which ensure multidisciplinary assessment, monitoring and treatment of children and young people in the community, in coordination with primary health care, schools and social services.

In 2025, 18 of the 39 Local Health Units of the National Health Service already had Community Mental Health Teams for Children and Adolescents (ECSM-IA) and its progressive expansion to the remaining primary care units is planned, with a view to ensuring national coverage and thus greater territorial equity in access to healthcare.

The country also has child psychiatry and clinical psychology services in hospital units of the National Health Service (SNS), offering free, specialised diagnosis and treatment of mental and behavioural disorders in children. Intersectoral projects promoting mental health are also underway, developed in partnership with the Ministry of Education, municipalities, and civil society organisations.

**20.** *Do children in need receive prescription medicines for free?*

**COM:** Compliant to limited extent

Prescription medicines are reimbursed by the State with rates ranging from 37% to 95% and can reach 100% in specific situations such as chronic diseases. There is some evidence that prescribed medicines remain a financial burden for families, despite inpatient units offering co-payment exemptions for low-income households – the scale of which seems limited.

In the National Health Service (SNS), all medications administered in a hospital setting are free of charge, including inpatient care, day hospital visits, and outpatient consultations, regardless of the user's age group or economic status.

Families may also benefit from other exemptions or support. There are also exceptional co-financing schemes to address specific clinical needs in children, namely:

- An exceptional scheme providing 100% co-financing for the price of medicines, food and nutritional supplements considered essential for the growth and quality of life of children with respiratory, neurological and/or nutritional sequelae secondary to extreme prematurity (gestational age less than 28 weeks);
- An exceptional co-financing scheme for the price of extensively hydrolysed formulas intended for children with allergies to cow's milk proteins.

These mechanisms ensure that all children with complex health needs have free or heavily co-financed access to the medicines and health products they require.

For the most socially vulnerable children and families, to meet the costs arising from the purchase of medication when it is not possible by their own means, involves the intervention of social services that have specific support instruments aimed at responding to immediate needs, including addressing essential expenses associated with child health, such as costs with medication, special food, other health products or other costs not covered by the co-payment schemes.

This support, allocated through socio-economic assessment, ensures that situations of economic deprivation do not compromise children's access to the care and treatment necessary for their development, functioning as a complementary response to the general co-payment scheme applicable under the National Health Service (SNS).

This social protection mechanism ensures greater equity in access to healthcare and helps reduce the financial impact of healthcare expenses on the budgets of families facing situations of greater financial pressure.

**21. Are all children with disabilities provided with targeted rehabilitation and habilitation services?**

**COM:** Partially compliant

The action plan includes measures to enhance (re)habilitation services, such as increasing accessibility interventions, offering specific educational support. These measures are implemented under the Strategy for the Inclusion of Persons with Disabilities 2021-2025 which is to be followed up by an updated Strategy. There is some evidence of persisting financial and non-financial barriers, such as limited availability of specialised services.

Children with disabilities in Portugal have access to a range of public policy instruments. Among these, the Special Education Allowance and the National Early Childhood Intervention System (SNIPI) stand out as structuring mechanisms.

The Special Education Allowance ensures financial support to families to cover specific needs for therapies and specialised care, reducing financial barriers to accessing essential services for children and young people. In turn, the National Early Childhood Intervention System (SNIPI) ensures early multidisciplinary intervention for children aged 0 to 6, through Local Intervention Teams, which assess, plan, and implement Individual Intervention Plans in coordination with health, education, and social security services.

These instruments complement other responses, such as inclusive education measures, specialised support provided by schools, health services (including long-term care), and the allowance for the care of a child with a disability, chronic illness or cancer. Together, these mechanisms strengthen early, integrated, and equitable access to rehabilitation services, although challenges related to responsiveness, territorial distribution, and adequacy to identified needs persist and must be overcome.

On 29 January 2026, the Government approved the “new” Strategy for the Rights of Persons with Disabilities 2026-2030.

The Strategy now approved has the mission of accelerating change and eliminating the barriers that persist in the daily lives of persons with disabilities, ensuring the effective exercise of rights throughout the national territory, including living autonomously and actively participating in social, economic, political and cultural life, with equal opportunities and respect for diversity.

**22.** *Are there adequate health promotion and disease prevention programmes targeting children in need in place*

**COM:** Partially compliant

Implemented programmes include free health screenings for visual, hearing, and oral health under the National Child and Youth Health Programme, targeting all children. Some school health programmes like the PNSE prioritize vulnerable children’s access. Information as regards number of beneficiaries among children in need is lacking – more evidence will be needed to achieve higher compliance.

Portugal has universal and specific health promotion and disease prevention programmes for paediatric age, integrated into the national policy on child and youth health and implemented by the Primary Health Care of the National Health Service (SNS). These programmes ensure the follow-up of all children and young people, with increased attention to situations of social, economic or clinical vulnerability.

#### National Child and Youth Health Programme, (PNSIJ)

The PNSIJ is the main instrument for promoting the health and monitoring the development of children and young people, from birth to the age of 18, and is universal and free of charge.

Regular check-ups performed in primary health care include:

- Assessment of growth, development, and behaviour;
- Visual, hearing, and oral screenings at key ages;

- Free universal vaccination.

The programme ensures a multidisciplinary and equitable approach, guaranteeing effective access to prevention and early intervention.

- The rate of adequate follow-up in Child Health in the first year of life in primary care is 94% (Dec/2025);
- The rate of adequate follow-up in Child Health in the second year of life in primary care is 89% (Dec/2025).
- Percentage of children and young people up to the age of 18 with an assigned Health Team in Primary Care: 83.9%

#### b) National School Health Programme (PNSE)

The PNSE promotes the health and well-being of children and young people in an educational context, linking the health sector with the Ministry of Education. It is operated by multidisciplinary school health teams in each Local Health Unit (ULS), which include doctors, nurses, psychologists, nutritionists, and environmental health technicians.

The main axes of the programme are:

- Promoting physical, mental, and social health in the school environment;
- Health education, including nutrition, physical activity, sexual and reproductive health, and mental health;
- Identification and intervention in children with special health needs;
- Epidemiological surveillance and outbreak response in the school environment;
- Prioritising children and young people in contexts of socioeconomic vulnerability.

Although it is not possible to determine the exact number of children covered by the interventions of the National School Health Programme, it is implemented in all 39 local health units of the National Health Service (SNS) throughout the country.

- The rate of adequate follow-up in Child Health in the first year of life in primary care is 94% (Dec/2025)<sup>2</sup>;
- The rate of adequate follow-up in Child Health in the second year of life in primary care is 89% (Dec/2025);
- The percentage of children and young people up to the age of 18 with an assigned Health Team in Primary Care is 83.9%

The National School Health Programme (PNSE) is currently under review, with a new version scheduled for presentation in 2026. This version will broaden the scope of intervention to include crèches, nurseries, early childhood education, and higher education, strengthening the approach throughout the entire educational journey and the intersectoral coordination between health and education.

#### c) Intervention programmes for children and young people at risk

The National Health Service (SNS) also implements the Health Action for Children and Young People at Risk (Order no. 31292/2008), which ensures early detection and intervention in situations of neglect, abuse or social vulnerability, in close coordination with the Commissions for the Protection of Children and Young People (CPCJ), schools and social services.

In each Local Health Unit there are Support Units for Children and Young People at Risk (NACJR), both in primary health care and in hospital services, which ensure an integrated, multidisciplinary and coordinated response between health professionals, social services and protection authorities.

This programme ensures clinical, psychological, and social support for identified children and promotes inter-institutional coordination for the comprehensive protection of their rights and well-being.



#### **23.** *Is the access to healthy nutrition outside of school supported for children in need?*

**COM:** Partially compliant

The Operational Programme to Support the Most Deprived provided 32,274 children with food baskets, supposed to meet 50% of the beneficiaries' daily nutritional needs, in 2023. More information as regards ways other children AROPE are supported would be necessary to achieve higher compliance.

In the current programming period 2021-2027, the material deprivation programme called *Pessoas (persons) 2030* replaced the Operational Programme for Support to the Most Deprived (POAPMC), ensuring the continuity of measures to combat material deprivation, now financed by the European Social Fund Plus (ESF+).

This programme aims to mitigate poverty and social exclusion by providing food aid and essential goods to persons and families in economic hardship, linking this response with social support measures geared towards inclusion.

The intervention is implemented through two complementary modalities: direct distribution, based on the regular delivery of nutritionally appropriate food baskets, and indirect distribution, in a phased implementation, based on the allocation of a financial amount loaded on a social card, which allows recipients to purchase essential goods autonomously. The operationalisation of the programme is based on a network of locally-based mediators, under the coordination of the Social Security Institute, promoting a territorial, dignified and integrated response to situations of material deprivation, in coordination with other policies for social action and combating child poverty.

In 2024, 35,729 children and young people (age group 0-17) received food support through the distribution of basic food baskets. In 2025, 16,399 children and young people received basic food baskets and 17,754 received social e-cards.

<sup>2</sup> <https://sdm.misaude.pt/bi.aspx?id=442&clusters=S> ;

Access to food can also be ensured through the intervention of local social action services, in the context of social support for families in vulnerable situations, especially when the material deprivation programme does not have immediate support available, either by referral to existing food support responses (e.g. food bank or social canteens) or by economic support.

**24. Is advertisement and availability of unhealthy food limited?**

**COM:** Widely compliant

Programmes to promote healthy eating habits among vulnerable children are rolled out (e.g. national strategy under the EU School Scheme), and availability and publicity of unhealthy foods is restricted. Products such as soft drinks, cookies and snacks were no longer available in 90% of public schools surveyed in 2021. Nevertheless, child overweight figures slightly increased between 2019 (29.6%) and 2022 (31.9%), suggesting the need for further efforts.

Several measures have been taken in Portugal to limit the advertising and availability of unhealthy foods.

In 2019, restrictions were introduced on food advertising aimed at children under the age of 16.

Advertising for foods high in energy, salt, sugar, saturated fatty acids, and trans fatty acids has been banned in preschool, primary, and secondary schools, as well as within a 100-meter radius of schools. Advertising for HFSS foods is prohibited by law in educational establishments nationwide (from preschool to secondary school); mandatory nutrition standards exist for school meals, school cafeterias, and vending machines in all public and publicly funded schools, limiting or restricting HFSS foods.

The monitoring study conducted in 2025 confirms the need for further efforts to be undertaken on this matter. It reveals that, although most school buffets comply with Order no. 8127/2021, there is an increase in non-conformities, especially in the offering of foods that should not be available, such as cereal bars, biscuits, sweets, and soft drinks.

There are also shortcomings in the provision of mandatory food items, such as fresh fruit, yogurt, and free drinking water. Despite this, progress is also observed, particularly in the organisation of the food buffets and in placing healthier options at the forefront.

In vending machines, the situation is more critical: the vast majority of schools with machines accessible to students have non-compliance in both prohibited and mandatory foods, with fruit, bread, yoghurt or plain milk being very rare. There has also been an increase in non-compliances since 2022. Still, the support of the School Health Teams has increased, which reinforces the potential to improve the implementation of the Order through training, technical monitoring and strengthening of the guidance provided to schools.

The promotion of healthy eating from early childhood is crucial for life, and development depends decisively on nutritional literacy and the development of skills that enable families, carers and professionals to support informed choices and consistent practices in children's daily lives.

In this context, the Guide How to Educate for Healthy Eating: A Guide to Good Practices for Parents and Educators ([Como Educar para uma Alimentação Saudável: Guia de Boas Práticas para Pais e Educadores](#)), developed by the Directorate-General for Education (DGE) and the Directorate-General for Health (DGS) in partnership with the National Coordination of the Child Guarantee (GPI), in 2025, constitutes a relevant resource to empower the entire community.

The Guide brings together accessible and science-based guidance, offering practical strategies that promote balanced eating habits, create positive nutritional environments and strengthen the active participation of parents and educators in shaping healthy behaviours from the earliest years of life.

**25.** Do homeless children and their families receive adequate accommodation, prompt transfer from temporary accommodation to permanent housing, and relevant social and advisory services?

**COM:** Widely compliant

Portugal implements measures to ensure homeless children receive adequate accommodation, e.g. with a programme (Porta de Entrada) to address the situation of households deprived of their home through e.g. long-term rental of suitable housing and access to social services. Yet 3036 children or young people were identified as homeless in 2024, suggesting scope for progress.

The 3,036 children identified in the annual survey of the National Strategy for the Integration of Homeless People (ENIPSSA), referring to the year 2024, are living in unsanitary housing conditions. This number includes children residing in tents, shacks, or very degraded dwellings, without guaranteed basic sanitation conditions, and who, for this reason, require urgent, definitive, and long-term solutions.

The assessment carried out by the National Coordination of the Child Guarantee (CNGPI) in 2025, together with the Child Guarantee Local Units (NLGPI), found that 82% assume that the existing support responses make it possible to ensure that there are no children in a situation of homelessness and 19% of them assume that the support responses are not always the most appropriate for children and young people.

Structural measures such as the 1.º *Direito* Programme are essential to ensure that children in situations of severe housing deprivation can quickly access safe and dignified housing, thus preventing their exposure to homelessness or ensuring basic conditions for their development.

By January 2026, 16,950 houses had been delivered, 1,568 of which were new constructions and the remainder were rehabilitation projects.

Concurrently, other measures were implemented, namely extraordinary support for rent payments, aimed at households with an effort rate higher than 35%. In 2025, this measure covered 105,660 beneficiaries, with an average monthly support of €101.99. The *Porta 65+* programme supported 1,628 households, including single-parent families, while the

*Porta 65 Jovem* programme benefited 48,850 young people, with an average monthly support of €275.11.

Within the scope of the assessment carried out by the National Coordination of the Child Guarantee (CNGPI) in 2025, 50% of Child Guarantee Local Units (NLGPI) report that families with children have priority in accessing housing support measures in their municipality.

**26.** Are there measures in place to prevent the risk of homelessness among families with children?

**COM:** Compliant to limited extent

Portugal implements measures such as housing support programme. The Tenant and Landlord Counter aims to protect against evictions, with mechanisms for families. While planned initiatives include building social housing, it represents 2% of all dwellings – a very low level by EU standards. Portugal's share of children AROPE in households facing housing cost overburden is among the largest in the EU, suggesting scope for progress in addressing homelessness risks among families.

In eviction enforcement proceedings, especially in situations involving families with children, the local social services (municipalities) are duly notified. It is the responsibility of these entities to ensure the well-being of the children and to provide support to families in finding alternative housing solutions before the eviction is carried out.

Additionally, in cases of eviction of families with dependent minors, it is possible to request a postponement of the eviction from the property, a possibility that will be subject to review and decision by the court, as provided for in article 864 of the Portuguese Civil Procedure Code.

In emergency situations, social security services (through the Social Emergency Helpline) provide immediate and temporary emergency accommodation, whether in accommodation Units or hotels, so that children and young people are not left homeless.

Within the scope of the Ministry of Infrastructure and Housing (MIH), initiatives are underway aimed at strengthening the capacity for urgent and temporary accommodation, within the framework of the National Reserve Pool for Urgent and Temporary Accommodation (BNAUT)

These interventions include funding to municipalities, private social solidarity institutions and security forces for construction and rehabilitation actions, with more than 2,200 accommodation units expected to be available.

**27.** Are there measures to address energy poverty of families with children?

**COM:** Compliant to limited extent

Portugal addresses energy poverty through e.g. reduced VAT rate on electricity to ease costs, other tax reductions on certain energy products, and possibility to transition to a regulated gas market. In addition, Portugal's share of children in poverty in households not able to keep their home adequately warm is among the largest in the EU.

Over the years under review (2024 and 2025), Portugal has adopted a set of structural and transitional measures to mitigate energy poverty, seeking to reduce the energy costs of the most vulnerable households, improve the efficiency of housing and increase social protection. The main initiatives were:

- Reduction of energy costs - VAT reduction and other tax benefits; by 2025, approximately 3.4 million consumers were covered;
- Large-scale energy renovation programmes - *Vale Eficiência* (Efficiency Voucher), a fundamental measure in the fight against energy poverty, focused on the structural improvement of houses through the allocation of vouchers in the amount of €1,300 + VAT, up to 3 vouchers per household, for the replacement of windows with efficient models and the installation of efficient heating/cooling systems.

The programme has already supported more than 20,000 vulnerable families, with approximately 25 million euros paid out.

- *Botija Solidária* (Solidarity Gas Cylinder) – financial support for the purchase of bottled gas by vulnerable families, having provided a total of 189,953 supports in the 2024/25 biennium, with an investment of €2,506,215.

- *e-lar* programme – financial support for replacing gas appliances with electric appliances (intended for families with social electricity tariffs); since 2025 approximately 82,000 vouchers have been allocated.
- National strategic plan (PACPE 2025–2030), launched in 2025 with a planned investment of 1.4 million euros for energy rehabilitation of houses, direct support to the most vulnerable families and structural energy efficiency measures;
- Strengthening energy monitoring and literacy (Citizen Energy Spaces and the National Observatory of Energy Poverty PT). The National Energy Literacy Plan is under development (to be launched during 2026).
- In 2025, the Social Climate Fund was prepared and includes measures (both ongoing and new) to combat energy poverty within the scope of energy poverty (*Bairros + Sustentáveis; Famílias + Sustentáveis, Comunidades de energia; e-lar and espaços energia*) and mobility (*mobilidade com proximidade, Frota+ Verde*): This Fund has already been subject to public consultation and is currently under negotiation with the EC.

Despite the significant progress reflected in the latest published data — acknowledged by the European Commission — structural challenges persist that need to be addressed or even eliminated, especially in housing conditions and equitable access to energy efficiency, at a time when Portugal continues to have one of the highest rates in the EU of families unable to adequately heat their houses.



**28.** *Is there enough social housing and do families with children in need have priority in access to it?*

**COM:** Partially compliant

Portugal's social housing measures include investment programmes to boost housing for vulnerable families, including children (e.g. through 1.º Direito" Programme – Support Programme for Access to Housing). In terms of priority, while municipalities are the ones establishing allocation criteria, vulnerable families with children are often prioritised. Yet evidence is lacking to assess whether the new public housing units will be enough to meet the demand.

Social housing measures in Portugal include investment programmes to boost housing for vulnerable families with children. In terms of priority, while municipalities are the ones that set the allocation criteria, vulnerable families with children are often prioritised.

Within the scope of the assessment carried out by the National Coordination of the Child Guarantee (CNGPI) in 2025, 50% of Child Guarantee Local Units (NLGPI) have reported that families with children have priority in accessing housing support measures in their municipality.

Although the current availability of social housing is insufficient to meet the identified demand, a strategy has been outlined to enable the implementation of Local Housing Strategies (ELH) in the medium term. This approach is based on the coordination of different financing instruments, combining the investment from the Recovery and Resilience Plan (RRP) with funds from the State Budget, approved through Council of Ministers Resolutions, and with funding from the European Investment Bank (EIB), already contracted under favourable conditions for the municipalities.

The 1º *Direito* Programme – Support Programme for Access to Housing, is the main investment programme for the construction and requalification of houses in Portugal. In March of this year, the creation of the special funding scheme under the 1.º *Direito* Programme – Support Programme for Access to Housing, was approved, with the aim of strengthening the public supply of housing in around 33,000 more houses.

The initial target set under the Recovery and Resilience Plan (RRP) was 26,000 houses, with approximately 59,000 applications.

Thus, the amendment now approved by the Government implements the special funding scheme for the nearly 33,000 houses that were initially not funded, significantly strengthening the response to the more than 120,000 families identified as living in undignified housing situations, within the scope of the Local Housing Strategies (ELH) developed by the municipalities.

The promotion of public housing, through increased funding needed to make the delivery of 59,000 houses to families by 2030 feasible, was undertaken by the Government within the framework of the *Construir Portugal* (Building Portugal) strategy.

This is the largest investment ever in public housing, totalling 4.2 billion euros, with funding sources from the RRP (1.4 billion euros) and the State Budget (2.8 billion euros).

**29.** *Are there measures to ensure that the best interests of the child as well as his/her overall situation and individual needs are considered when placing them in alternative care?*

**COM:** Widely compliant

Portugal gives priorities to support to biological family and natural environment. It also set up an assembly and a national advisory council for foster children and young people, gathering 200 foster children. However, besides relevant legal provisions (e.g. Law for the Protection of Children and Young People in Danger), more evidence of implemented measures to ensure the child's voice is heard will be needed to achieve higher compliance.

The Portuguese alternative care system safeguards the best interests of the child through a legal and procedural framework that places the child's best interests at the centre of all decisions.

The Law on the Protection of Children and Young People in Danger enshrines the right of the child to be heard and to participate in proceedings concerning him/her, ensuring that his/her opinion is considered according to age and maturity, and is even binding as from the age of 12.

Placement decisions are always guided by criteria of need, safety, emotional stability, and continuity of affective bonds, prioritising family-based responses – especially family foster care – whenever this is appropriate for the child's development. At the same time, the intervention of the competent authorities is multidisciplinary, ensuring individualised assessments and personalised intervention plans.

Regular monitoring of measures, continuous reassessment of response adequacy, and the existence of mechanisms for child participation, such as advisory councils for children and young people under care, strengthen the effective protection of their rights and ensure that every decision respects their best interests.

The integration of mechanisms for the participation of children and young people, families, and teams from foster homes and family foster care entities in the annual “CASA” Report ([Relatório Anual “CASA”](#)) is a crucial instrument for ensuring the best interests of the child within the foster care system.

The inclusion of these contributions, introduced in the last years, strengthens the centrality of the child in the decisions, allowing to identify needs, expectations and perceptions directly from its main characters.

This systematic consultation improves the quality of practices, supports the review of procedures, and contributes to the continuous evolution of the system, guiding more tailored policies and more humane, participatory, and rights-aligned care responses.



### 30. Are there measures to ensure the transition of children from institutional care to quality family-based care?

**COM:** Partially compliant

Portugal is transitioning children to family-based care. Measures include supporting host families and restructuring residential homes toward lower scale homes. Yet, despite a recent decrease, the share of children in residential care in Portugal is still larger than the EU average.

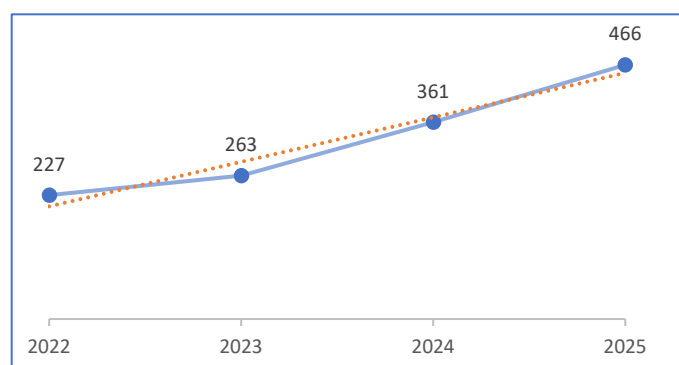
Portugal remains committed to implementing the process of deinstitutionalisation of children and young people in danger, reinforcing responses such as family foster care and promoting autonomy for young people.

According to the CASA 2024 Report, this effort translates into a 4.8% decrease in the number of children in foster homes between 2022 and 2024, while family foster care saw a significant increase: it rose by 59% in the same period, from 227 children in 2022 to 361 in 2024.

In December 2025, there were 466 children and young people in family foster care, representing a 102% increase compared to 2022. (see Figure 19)

The installed capacity in family foster care in 2025 is 690 children.

**Figure 19:** Number of children in Family Foster Care, per year.



Source: ISS, IP

The most recent data show a gradual transition to more personalised care models, within a family context, oriented towards the best interests of the child. This reality has been supported by measures promoting a paradigm shift in the system, such as the national campaign launched in 2024, which allowed for the recruitment of a very significant number of new host families within the scope of the family foster care response.

Although Portugal maintains a higher percentage of children and young people in residential care than the European average, it is anticipated that this reality may change in the future given the positive developments already seen in the system's monitoring data. (see Table 8)

**Table 8:** Number of children in alternative care, per type of care

| 2025 |                                      |                                      |  |   |  |
|------|--------------------------------------|--------------------------------------|--|---|--|
|      | No. of children in alternative care. | No. of children in residential care. | No. of children in formal family care. | No. of children in "other" forms of alternative care. | Percentage (%) of children in residential care out of the total number of children in alternative care (previous percentage) |
| UE   | 749027                               | 292848                               | 425308                                 | -   | 40,9   |
| PT   | 11027                                | 5630                                 | 4907                                   | 490   | 51,1   |

Source: Framework ECG

In 2024, out of all existing protection measures in Portugal, 88.5% of children and young people with promotion and protection processes had measures applied in their natural living environment, with placement measures representing 11.5% of the total measures applied.

**31.** *Are there sufficient measures to support independent living and social integration of children leaving alternative care?*

**COM:** Partially compliant

Portugal supports independent living for children leaving alternative care through initiatives like autonomous apartments and autonomy support teams. Yet there is a lack of evidence to assess such measures as sufficient to support independent living and social integration of children leaving alternative care (e.g. more information on integration in the labour market could be presented).

Within the framework of the Law on the Promotion and Protection of Children and Young People in Danger, the protection system in Portugal provides for the possibility of maintaining protective measures until the age of 25, with the aim of promoting positive, safe and progressive transitions to adulthood, ensuring conditions for the personal, social and professional autonomy of young people. According to the law, the extension of protective measures after the age of 18 depends on the express consent of the young person, reinforcing the principle of his/her active participation in decisions that concern him/her.

Since 2023, young people can also request the reversal of the promotion and protection measure until the age of 21, and this limit can be extended until the age of 25, provided they are pursuing educational or vocational training programmes, consistent with the objectives of qualification and socio-professional integration.

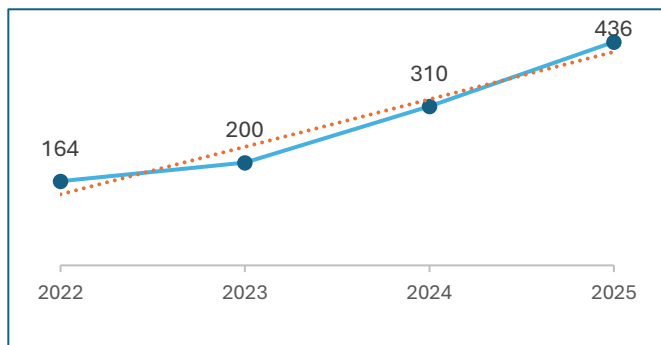
The strategy involves strengthening responses that support young people in their autonomy process. More than intervening after the initial placement, it is important to focus on diversifying responses in order to minimize early dropout from the system.

Between 2022 and 2024, there was a very significant increase in responses promoting autonomy: the number of young people placed in autonomy apartments almost doubled, from 164 to 310, representing a growth of 89%.

Data from 2025 show that the increase is 165%, compared to the reality of 2022, since 436 young people were placed in autonomy apartments that year. (see Figure 20)



**Figure 20:** Number of young people placed in Autonomy Apartments, per year.



Source: ISS, IP

In parallel, it is worth highlighting the consolidation of supervised autonomy teams and training programmes that support young people in their process of full autonomy, especially in managing daily life, accessing education, employment, and housing. In 2024, 369 young people were supported, and in 2025, this number reached 424, representing a 15% increase in the number of young people covered by the programme.

The development and combination of different responses that promote autonomy demonstrate a structured commitment to the gradual preparation of young people for adult life, aiming to reduce premature and unprotected exits from the care system and ensuring that each young person has continued support, tailored to his/her needs and geared towards the full exercise of his/her rights.

**32.** *Have adequate information and outreach measures been implemented, ensuring that all children in need can benefit from the measures rolled out under the European Child Guarantee?*

**COM:** Partially compliant

The action plan (and the report) features several communication/awareness-raising actions (e.g. development of new digital tools, use of social media, training of social workers to meet specific needs of vulnerable children). Besides an ongoing project to foster take-up of support in collaboration with local authorities (which already reached 40,000 children), more active outreach to children in need is not clearly mentioned in the action plan and the report.

The National Coordination of the Child Guarantee (CNGPI) has played a key role in the integrated implementation of the 2022-2030 Action Plan, seeking to ensure that the planned measures effectively reach all children and young people in situations of greater vulnerability.

One of the most structuring axes of this work has been the systematic technical and strategic follow-up of the Child Guarantee Local Units (NLGPI), currently established in 161 municipalities.

Throughout 2024 and 2025, the CNGPI has promoted and participated in webinars and training sessions across the country (138), technical meetings and direct follow-up in the territories (273), dissemination of guidelines (7), reinforcing the capacity of each Child Guarantee Local Centre (NLGPI) to carry out local diagnoses, identify vulnerable children and young people, signal barriers and build integrated responses.

The Child Guarantee Project of Integrated Social Support for Children, initiated in 2023 and developed progressively during 2024 and 2025, is particularly relevant in ensuring that the measures of the Child Guarantee Action Plan 2022-2030 (PAGPI) reach the children who should benefit from them.

This project introduces a systematic national procedure for identifying and mapping children who are beneficiaries of the "Child Guarantee" social benefit, with the central objective of ensuring that social intervention and appropriate responses reach all vulnerable children, regardless of where they live.

Identifying children who are beneficiaries of the "Child Guarantee" social benefit allows municipalities with Child Guarantee Local Units (NLGPI) to access essential information to guide local social intervention.

The information includes:

- children with ongoing social support from municipal social services, making it possible to strengthen and align existing interventions with the essential components of the Child Guarantee (GPI), especially assessing whether children have guaranteed access to essential services;

- children who are in families that have previously benefited from social support but currently do not, and it is important to assess the importance of continuing that support; children who belong to families that have never benefited from social support and who are contacted to ensure they are aware of the existence of municipal social action services and that they are available to provide the necessary support.

This mechanism represents a significant improvement over the previous model, in which support depended mainly on spontaneous demand from the families.

With the new methodology, the aim is for social intervention to move away from being reactive and become proactive, targeted, and evidence-based, allowing it to reach families who might otherwise remain invisible.

The involvement of the Child Guarantee Local Units (NLGPI) has been crucial for the implementation of this model.

By 2025, 144 municipalities had already joined the project, reaching 73,776 children.

**33.** *Have all relevant stakeholders been involved throughout the preparation, implementation, monitoring and evaluation of the action plan?*

**COM:** Widely compliant

Various stakeholders were consulted for the design of the action plan and the drafting of the implementation report, including children, NGOs and local authorities.

The work that has been developed from the beginning has been based on a logic of collaborative governance, mobilising national, regional and local partners, as well as civil society organisations, social economy entities and municipal structures, ensuring that the implementation of the Child Guarantee translates into effective and concrete responses in the territories.

This territorial model, strongly based on community-based approaches, aims to ensure that the identification and support of vulnerable children are carried out earlier, in a more coordinated manner, and tailored to their needs.

The Child Guarantee Local Units (NLGPI) cover more than 1500 representatives from all the Child Guarantee areas and from different entities and organisations, whether public, private or social. At the same time, the National Coordination of the Child Guarantee (CNGPI) has been strengthening cooperation with non-governmental organisations and social economy entities, recognising their irreplaceable role in community-based intervention and the ability to identify population groups facing greater difficulties.

This collaboration has made it possible to identify gaps, collect qualitative evidence and co-build solutions tailored to the specific needs of each community, ensuring that Child Guarantee measures have adherence and real impact on the daily lives of all children who should benefit from them.

The territorial nature of the Child Guarantee in Portugal has been essential in strengthening the country's capacity to identify vulnerable children as well as the barriers they face daily. The monitoring and evaluation methodologies adopted by the Child Guarantee Local Units (NLGPI) allow for a more rigorous and precise territorial assessment, reflected in the fact that more than 30% of municipalities with NLGPI already had local diagnoses of child poverty completed by 2025.

These diagnoses constitute the crucial starting point for making the Child Guarantee a reality throughout the national territory, guiding social intervention and ensuring that responses effectively reach all children who need them.

## 4. FUNDING

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The implementation of the Child Guarantee Action Plan 2022-2030 (PAGPI) measures is based on different funding sources. Some measures stem from national funding, being integrated within the scope of the development of competences assigned to multiple public bodies, so that the allocation of funds for their development cannot be disaggregated (Measures 10, 13, 16, 17, 30, 31, 33, 38, 40, 42, 45, 49, 53, 54, 55, 61, 64, 65, 68, 76).

In 2024, 14 new measures were added to the First Interim Report, so it is not always possible to disaggregate their financial implementation (85/2024 and 88/2024), and in some cases, it is not yet possible to state the implementation values; therefore, budgeted values are stated instead (79/2024, 80/2024, 81/2024, 83/2024 and 84/2024).

There are also measures resulting from legislative changes aimed at establishing reinforcements, increases or positive differentiations in access to rights and benefits that also do not allow the respective financial allocation to be measured (Measures 3, 4, 72).

Regarding measures funded by the European Social Fund Plus (ESF+), in 2024 the total allocation for combating child poverty was €445,691,093, representing approximately 5.73% of the total ESF+ amount. It is important to highlight that Portugal dedicates more than 5% of the ESF+ to this priority, although this is not mandatory given that the level of child poverty in the country is lower than the European Union average.

For 2026, a reduction in the amount of ESF+ funding is expected, with an estimated €332,616,293 allocated to measures related to combating child poverty. Despite this decrease, Portugal maintains the allocation of more than 5% of ESF+ resources for this purpose.

For the measures financed by the RRP (Measures 5, 9, 11, 14, 18, 19, 24, 25, 26, 27, 34, 35, 36, 39, 41, 56, 57, 58, 88/2024 and 87/2024), Table 4 shows the values concerning financial implementation in the period under review.



Table 9 - National Funding (FN) Measures

| MEASURE | DESCRIPTION OF THE MEASURE  | FINANCIAL IMPLEMENTATION 2024                           | FINANCIAL IMPLEMENTATION 2025 |
|---------|---|---|-------------------------------|
| 6       | Adaptation of access conditions to training courses by persons with children in vulnerable situations for the cases where the trainees need to entrust their children to third parties so that they may attend a training course. | €1,738,176.35   | €1,550,128.44                 |
| 7       | Granting of an annual amount of exceptional social support for all children and young people at risk of extreme poverty.  | €83,088,933.86  | €86,201,606.24                |
| 8       | Increase in the child benefit amount to ensure that all children and young people have State support of at least €600,00/year, either through the benefit amount or through taxation measures.                                    | €6,063,808.79   | €88,505.22                    |
| 14      | Extension of the response capacity of early childhood education and care facilities to meet the demand needs.   |   |                               |
| 15      | Progressive implementation by 2024 of free access to early childhood education and care.  |   |                               |
| 20      | Increase in the number of school textbooks in accessible formats.   |   |                               |
| 32      | Promotion of the access to free school transport.   | €126,000.000  |                               |
| 34      | Promotion of the access for all children to oral health screenings and neonatal and child hearing health screenings (Provision of dental vouchers).   | €14,895.810   | €15,269.400                   |
| 43      | Development of smoking prevention training programmes.  | €5,000  | €16,000                       |
| 44      | Extension of suicide prevention programmes throughout the national territory.   | -   | €105,000                      |
| 46      | Promotion of the youth health programme.  | -   | 2,150,617.47€                 |
| 50      | Preparation and dissemination of information on quality food and nutrition, particularly aimed at families with children.   | -   | €2,500                        |
| 51      | Implementation of a pilot project for monitoring the nutritional status of children aged under 5 and carry on with the system for monitoring the nutritional status of school-aged children (6-9 years).                          | €750,000<br>Implementation is expected to start in 2026 |                               |
| 52      | Development of initiatives on healthy eating, through the use of digital media and the involvement of local authorities.  | -   | €20,000                       |
| 53      | Integration of nutritionists in school health teams and the provision of training actions on healthy eating aimed at these teams.   | -   | €1,500                        |
| 62      | Strengthening of the network of institutions covering the family foster care response.  | €2,563,511.02   | €2,971,060.02                 |
| 66      | Implementation of an integrated response aimed at immigrants, from different public services in municipalities with high demand for immigration.  |   |                               |
| 70      | Award of scholarships to support the attendance and permanence in the 3rd cycle of basic education and secondary education for students from the Portuguese Roma community.   |   |                               |
| 74      | Initiatives to deconstruct professional gender stereotypes in the areas of science, technology, engineering and maths (STEM) and information and communication technologies (ICT).  |   |                               |

Table 10 - National Funding (FN) Measures added to the 2024 Interim Report

|         |  |  |  |
|---------|--|--|--|
| 79/2024 | Raising awareness and promoting knowledge of heritage, arts and culture among children and young people, particularly in coordination with the school community.   | €1,000,000.00<br>(National Arts Plan Budget) | €1,000,000.00<br>(National Arts Plan Budget) |
| 80/2024 | Promotion of the access and participation of children and young people in artistic and cultural activities (exhibitions, workshops, masterclasses and other activities that enhance the acquisition of skills essential to training and personal development). | €1,000,000.00<br>(National Arts Plan Budget) | €1,000,000.00<br>(National Arts Plan Budget) |
| 81/2024 | Promotion of the access of children and young people to cultural facilities and services (museums, palaces, monuments and theatres).   | €285,000.00                                  | €285,000.00                                  |
| 83/2024 | Promotion of the generalisation of sports through the implementation of the National Programme Sports for All ("Desporto para Todos").   | €820,545.00                                  | €962,865.00                                  |
| 84/2024 | Support to the development of social projects by the associative movement within the scope of the Sports for All Programme.  | €112,900.00                                  | €373,500.00                                  |

Table 11 - European Social Fund + (ESF+) Measures

| MEASURE | DESCRIPTION OF THE MEASURE  | FINANCIAL IMPLEMENTATION 2024            | FINANCIAL IMPLEMENTATION 2025                        |
|---------|---|--|--|
| 1       | Development of specific territorial projects for job creation, aimed at the most vulnerable populations (Social Employment Market).   |  | €105,000,000   |
| 2       | Adaptation of access conditions and the amount of support provided for in active employment policy measures, according to the composition of families with children in vulnerable situations.   |  | Internships: €493,750.000<br>Contracts: €196,250.00€ |
| 12      | Promotion of local social development projects that contribute to the achievement of the Child Guarantee objectives.  | €120,438.000                             | €125,000.000   |
| 21      | Creation of "accompanied study spaces" either by peer mentoring or tutorial processes.  | €130,000.000                             |  |
| 22      | Implementation of a transversal programme of informal or non-formal learning.   |  |  |
| 28      | Completion of the renewal process of the Educational Territories of Priority Intervention Programme (TEIP – <i>Programa Territórios Educativos de Intervenção Prioritária</i> ).  | €130,041.093                             | €130,041.093   |
| 29      | Strengthening of response capacity of the Inclusive Education Multidisciplinary Support Teams (EMAEI – <i>Equipas Multidisciplinares de Apoio à Educação Inclusiva</i> ).   | €5,997,983.00<br>(2024/2025 school year) |  |
| 37      | Qualification and specialisation of intervention within the scope of the National Early Childhood Intervention System (SNIPI) in the sense of an approach aimed at full inclusion.  | €7,000.000                               | €7,000.000   |
| 47      | Implementation of a food distribution system using electronic cards.  |  | €202,688.335   |
| 48      | Distribution of nutritionally balanced food baskets.  | €229,189.885                             |  |
| 49      | Development of awareness raising actions and follow up of families with children and young people, promoting healthy eating.  |  | €74,523.61   |
| 59      | Strengthening of the training of professionals from the national system for the promotion of the rights and protection of children and young people (SNPDPCJ – <i>Sistema Nacional da Promoção dos Direitos e Proteção das Crianças e Jovens</i> ). | €8,719.359                               |  |
| 60      | Reinforcement of the human resources involved in the national system for the promotion of the rights and protection of children and young people (SNPDPCJ).   |  |  |
| 63      | Strengthening of responses that promote life autonomy, aimed at young people accommodated in childcare residences, through autonomy apartments and supervised autonomy teams.   | €10,530.612                              |  |
| 67      | Extension of migrant integration support services throughout the national territory [Local Support Units for the Integration of Migrants (CLAIM) and the National Support Centre for the Integration of Migrants (CNAIM)].                          |  | €6,000.000   |
| 69      | Development of specific projects for the social inclusion of children and young people, particularly from vulnerable socio-economic backgrounds.  | €23,800.000                              |  |
| 73      | Extension and consolidation of psychological support responses throughout the country. No. of psychological support responses (RAP).  | €2,520,000                               | €2,664,000   |
| 75      | Development of training actions within the scope of the "Healthy Practices - End to Female Genital Mutilation" Project.   |  |  |



**Table 12 - Measures under the Recovery and Resilience Plan (RRP)**

| MEASURE | DESCRIPTION OF THE CHILD GUARANTEE ACTION PLAN MEASURE  | Investment/Reform  | FUNDING 2025  |
|---------|---|--|---|
| 5       | Development of local qualification-promoting projects aimed at adults with very low qualifications and reinforcement of mechanisms to stimulate the conclusion of processes of recognition, validation and certification of competences by adults.          | <i>Incentivo Adultos</i><br>C06-i03  | €895,083.62   |
| 9       | Automatic granting of social benefits aimed at children and young people.   | Digital transition in Social Security<br>TD-C17-i03  | €200,000.00   |
| 11      | Renewal of integrated territorial instruments to combat poverty in disadvantaged zones of the Metropolitan Areas.   | Integrated operations in disadvantaged communities in the Lisbon and Porto Metropolitan Areas<br>RE-C03-i06    | €243,000.000  |
| 14      | Extension of the response capacity of early childhood education and care facilities to meet the demand needs.   | New Generation Equipment and Social Responses<br>RE-C03-i01  | €54,044.550   |
| 18      | Provision of equipment with internet access, as well as quality digital educational resources for schools, students and teachers.   | Digital transition in Education<br>TD-C20-i0   | €301,500.000  |
| 19      | Creation of a public system for lending eBooks and digital content to public schools.   | Digital transition in Education<br>TD-C20-i0   | €488M   |
| 24      | Promotion of community school and adapted sports.   | Universal System to Support Active Living<br>RE-C01-i09  | €10M  |
| 25      | Digital Education Laboratories.   | Digital transition in Education<br>TD-C20-i0   | 488M€   |
| 26      | Adjustment of the training offer to the challenges of the industry and the digital society.   | Modernisation of the supply and facilities of vocational education and training<br>RE-C06-i01                  | €480,000.000  |
| 27      | Extension of the Living Science Clubs Network in Schools ( <i>Clubes Ciência Viva na Escola</i> ).  | <i>Impulso Jovens STEAM</i><br>RE-C06-i04  | €140M   |
| 34      | Promotion of the access for all children to oral health screenings and neonatal and child hearing health screenings.  | Reinforcement of Investment in Primary Health Care<br>RE-C01-i01   | €1,282,890.07   |
| 35      | Promotion of the access for all children and young people to proximity consultations in Primary Health Care services.   | Reinforcement of Investment in Primary Health Care<br>RE-C01-i01   | €1980000  |
| 36      | Reinforcement of the paediatric hospitalisation response.   | Reinforcement of Investment Completion Mental Health Reform and Dementia Strategy Implementation<br>RE-C01-i03 | €5,906,905.46   |
| 39      | Creation of community mental health teams composed of a pedopsychiatrists, psychologist, nurse, social worker, occupational/psychomotor therapist.  | Reinforcement of Investment Completion Mental Health Reform and Dementia Strategy Implementation<br>RE-C01-i03 | €1,721,217.98   |
| 41      | Creation of mental health facilities for children and adolescents (CCISM – Integrated Continued Mental Health Care) in the National Network of Integrated Continued Care, providing free access to these services for children and young people in poverty. | Reinforcement of Investment Completion Mental Health Reform and Dementia Strategy Implementation<br>RE-C01-i03 | €1,086,784.93   |
| 56      | To ensure the implementation of the Housing Access Support Programme, which covers families with dependent children and young people.   | Housing Access Support Programme<br>RE-C02-i01   | €2,489,411,026   contracted<br>€1,032,675,407<br>accumulated payments<br>(2021-2025)<br>Implementation rate 41% |
| 57      | Promotion of the access to emergency or transitional housing solutions.   | National Reserve Pool for Urgent and Temporary Accommodation<br>RE-C02-i02                                     | contracted: €139,359,573<br>accumulated payments:<br>€55,852,392<br>(2021-2025)  <br>Implementation rate 40%    |
| 58      | Promotion of accessibility interventions in the houses of people with disabilities.   | <i>Acessibilidades 360º</i> Programme<br>RE-C03-i02  | €2,974,552.16   |
| 88/2024 | To ensure the implementation of the Financial Support Programme that covers access for single-parent families.  | Housing Access Support Programme<br>RE-C02-i01   | €3,036,889.64   |
| 87/2024 | To ensure the implementation of the Financial Support Programme that covers access for Young People aged between 18 and 35.   | Housing Access Support Programme<br>RE-C02-i01   | €77,564,326   |

# 5. MONITORING

Fully committed to achieving the Child Guarantee in Portugal with maximum success, since the preparation of the Child Guarantee Action Plan (PAGPI), a national monitoring framework has been developed to monitor the implementation of the Child Guarantee Action Plan 2022-2030 (PAGPI), seeking to assess its effectiveness and success, through the combination of various instruments.

## a) Progress in the development of the National Monitoring Framework

The Instrument for Monitoring the Implementation of the PAGPI 2022-2030 Measures is included in Annex I of this report and refers to the measures' implementation throughout the Child Guarantee Action Plan 2022-2030, with implementation for the years 2024 and 2025 now being added. Information on the implementation of the "new measures" introduced in the 2024 Progress Report has also been added.

"New measures" within the scope of the recent approval of the Single Strategy for the Rights of Children and Young People 2025-2035 (EUDCJ) have also been added. These measures meet the requirements of the Child Guarantee Recommendation and raise the ambition of the objectives to be achieved. They are set out in Annex I.

With regard to the Child Guarantee Monitoring Indicator Framework, which aims to assess the effectiveness and impact of the Child Guarantee Action Plan 2022-2030 (PAGPI), the need to strengthen its consistency, relevance and usefulness has always been recognised, in order to ensure more effective monitoring of the 2022-2030 Action Plan implementation. For the same reason, the National Coordination used specialised technical support through the Technical Support Instrument of the European Commission (TSI), in partnership with the OECD.

The work carried out by the OECD throughout 2024 and 2025 enabled an in-depth analysis of the monitoring framework set out in the PAGPI and resulted in a set of recommendations for its revision, which are to be drawn up. Among the main recommendations, the following stand out:

1. Align the indicators of the Child Guarantee with the main related national strategies, such as the Single Strategy for the Rights of Children and Young People and the National Strategy to Combat Poverty, avoiding duplication and promoting greater coherence between policies;
2. Reduce the total number of indicators and merge the ones that collect similar information, ensuring greater clarity and focus;
3. Reorganise according to a chain-of-results logic, strengthening the link between policies, implementation, and observed effects;
4. Strengthen data collection to better monitor the most vulnerable children, especially regarding child poverty, territorial inequalities and the six sub-groups defined in the European Recommendation;
5. Obtain indicators more directly linked to the access of children in poverty to essential services in order to assess more accurately the effectiveness of the measures implemented;
6. Simplify the indicators on child poverty;
7. Better align the national framework with the indicators of the European Child Guarantee monitoring framework.

The IST/OECD support represented a key step towards the consolidation of a more robust, coherent and result-oriented monitoring system, enabling the National Coordination to ensure that the implementation of the Child Guarantee is monitored rigorously, transparently and focused on the real needs of children and young people. (see Table 13)

**Table 13:** Proposed new categorisation of indicators for monitoring the European Child Guarantee

| Indicator                 | Content   | Example Indicator   |
|---------------------------|---|---|
| Transversal indicators    | Identification and characterisation of children in need   | Number of children at risk of poverty or social exclusion with disabilities.                          |
| Goal indicators           | Overall Impact<br>Longer-term and higher-level effect of the outcomes of the Child Guarantee, including intended/unintended and positive/negative effects of external factors and circumstances that are beyond policy measures | Variation of the child poverty rate (as part of the Goal of Halving monetary poverty among children). |
| Implementation indicators | Outputs from policy measures<br>Measures the products and services that result from an intervention (policy measure), they act as the means to achieve a policy objective (outcome) but are not the outcomes themselves.        | No. of new pre-school places created.   |
| Result indicators         | Outcomes associated to Operational Objectives.<br>Measures the short- and medium-term direct effect resulting from policies implemented within the operational objective.   | Share of children at pre-school age effectively attending pre-school.                                 |

**Note:** Elaborated by the OECD based on information available in the Portuguese Child Guarantee PAGPI 2022-2030.

The TSI project was initially aimed to establish a clear set of indicators to consistently monitor the Child Guarantee implementation, both at national and local levels, supported by a well-structured digital monitoring system. However, achieving this goal would require structural measures that have not yet been fully implemented. These include strengthening the alignment of indicators across various strategies contributing to the Child Guarantee implementation, namely the National Strategy to Combat Poverty and the Single Strategy for the Rights of Children and Young People, and collaboration among the Child Guarantee Local Units to deepen a common understanding of what is necessary and feasible to monitor in terms of population needs and policy implementation at the local level.

The Child Guarantee Local Units (NLGPI) are a structuring pillar of the Child Guarantee monitoring process, as they provide an opportunity to obtain a territorial, systematic, and evidence-based overview of the measures' implementation, ensuring the coordination between national governance and local reality. This contribution was particularly evident in the first evaluation exercises carried out in 2025, which allowed for a deeper understanding of the Child Guarantee implementation from different perspectives, namely:

1. Local assessment of the Child Guarantee implementation at the Child Guarantee Local Units (NLGPI) – Participation of 120 NLGPI;
2. Assessment from the perspective of vulnerable families with children, with social support processes; - Ongoing collection of information;
3. Assessment of the Child Guarantee implementation from the perspective of children and young people, developed in partnership with the *Escolhas* Programme (ESF+) – Participation of more than 350 children and young people;

#### **b) Brief interpretation of the changes in Portugal's figures within the European Monitoring Framework of the European Child Guarantee.**

The indicators for Portugal in the monitoring framework of the European Child Guarantee show a profile that combines notable progress in some areas with persistent challenges in the effective access to certain services for children at risk of poverty or social exclusion (AROPE).

Above all, it is important to point out the downward trend in the rate of children AROPE, although we are talking about a significantly milder trend (2021 – 22.4% and 2024 – 19.7%) than the overall poverty figures in Portugal.

With regard to early childhood education and care (ECEC), Portugal has mechanisms in place for free access to crèche and preschool responses.

Nevertheless, this institutional framework is accompanied by participation indicators that continue to reveal significant differences between children AROPE and not AROPE. This difference suggests that, even when there is a formal right, effective access remains conditioned by economic, territorial, or supply factors, strengthening the idea that the legal framework alone is not sufficient to ensure equal opportunities in childhood.

With regard to education and school activities, indicators of children's material deprivation show that a significant percentage of children AROPE in Portugal face difficulties in accessing school trips, paid school events, and leisure activities, compared to children not AROPE.

These indicators are particularly relevant because they serve as a proxy for financial barriers to full school participation, going beyond formal attendance and capturing qualitative dimensions of the educational experience. This pattern suggests that, despite the free nature of compulsory education, indirect costs associated with schooling persist, disproportionately affecting children at risk of poverty or social exclusion, potentially compromising inclusion, well-being, and academic performance throughout their educational journey.

The indicators based on the OECD PISA programme, which are included in the European framework as key and contextual indicators, enable the situation in Portugal to be understood from a more structural perspective. In Portugal, there is a clear association between low socio-economic status and a higher likelihood of underperformance in key areas such as reading, mathematics and science. Although this pattern is common to most Member States, its persistence confirms that schools do not yet fully compensate for inequalities in students' backgrounds, particularly for students from more disadvantaged backgrounds.

The percentage of young people who drop out of education and training early is a key indicator of the risk of future social exclusion. In Portugal, significant progress has been made over the last decade; however, this indicator continues to require attention, particularly in its connection with unfavourable socioeconomic contexts. Its inclusion within the

framework of the European Child Guarantee underscores the importance of early preventive interventions, starting in early childhood and continuing throughout the entire educational journey.

In the field of healthcare, Portugal ensures widespread free access to essential services such as family doctors, nursing, specialist care, and screening programmes throughout childhood, although free access to prescribed medications is classified as "limited," indicating a potential factor of inequality for low-income households.

In the area of access to adequate housing, indicators based on EU-SILC show that children AROPE in Portugal remain significantly exposed to housing cost overburden, overcrowding and energy poverty, confirming that effective access to adequate housing remains one of the main structural challenges to the full implementation of the European Child Guarantee in Portugal.

In summary, the data from Portugal show a relatively solid institutional framework, but highlight the need to strengthen the effectiveness of policies in areas such as reducing inequalities in access to Early Childhood Education and Care (ECEC), school and leisure activities, and ensuring effective access to adequate housing for the most vulnerable children.



## 6. GOVERNANCE AND STAKEHOLDER ENGAGEMENT

The Child Guarantee Programme in Portugal has a solid governance structure that was designed and created in 2021, within the scope of the creation of the coordinator role in compliance with the European Recommendation and the creation of the necessary conditions for the preparation of the National Action Plan, namely the definition of its cross-sectoral nature, ensured by the Technical Monitoring Committee. Subsequently, upon the approval of the Child Guarantee Action Plan 2022–2030, new and enhanced powers were assigned to the National Coordinator, with a view to improving the implementation of the Child Guarantee in Portugal.

The structure of the Child Guarantee in Portugal is based on a specific governance model that includes the following action levels:

- Level I - Political coordination, ensured by the Government member responsible for the area of Social Action and Inclusion;
- Level II - Implementation, follow-up and monitoring of the Child Guarantee Action Plan 2022–2030 are ensured by the National Coordinator of the Child Guarantee (CNGPI), assisted by a technical team of up to 10 members (currently 4), in close coordination with the Technical Monitoring Committee (CTAGI), which includes elements designated by the ministers responsible for the different areas with more direct responsibilities in the implementation of policy and intervention measures aimed at children and young people in vulnerable situations, namely Social Security, Health, Education, Housing, Justice and Migration. In 2024, the composition of the CTAGI was readjusted at the proposal of the National Coordination, adding the government areas of Migration, Culture, Youth and Sports;
- Level III - Operationalisation, calls for multi-level intervention, through approaches at national, regional and local levels. At the local level, the Child Guarantee Action Plan 2022–2030 is underpinned by an integrated social intervention model that, within the scope of the Social Network Programme, aims to strengthen a local

and community-based approach to situations of poverty and social exclusion of children and young people, in order to promote the adaptation of the intervention to the various specificities and territorial contexts, through the implementation of Child Guarantee Local Units (NLGPI) at the municipal/local level. This highlights the crucial role that the Child Guarantee Local Units (NLGPI) play in mobilising the competent local authorities and the necessary resources to ensure the access of children and young people in vulnerable situations to the essential services recommended by the European Recommendation.

More recently, in 2025, the approval of the Single Strategy for the Rights of Children and Young People 2025–2035 (EUDCJ) represented a remarkable advance in the governance of children's policies, by integrating previously dispersed plans and strategies into a single national strategic framework, including the Child Guarantee Action Plan.

This integration has ensured greater coherence between social, educational, health, housing and child protection policies. With the inclusion of the Child Guarantee in the Single Strategy for the Rights of Children and Young People 2025–2035 (EUDCJ), monitoring and planning instruments have become more harmonised, eliminating duplication, facilitating cross-sectoral coordination and strengthening the consistency of responses aimed at children in vulnerable situations, ensuring that the Child Guarantee implementation now benefits from a broader, more integrated and strategic framework geared towards common and convergent outcomes.

The Child Guarantee implementation in Portugal is based on a deeply territorialised approach, founded on the recognition that child poverty and social exclusion take on different forms depending on the specific nature of each context. This territorial approach not only facilitates a more nuanced understanding of the real needs of children and families, but also constitutes one of the key factors in strengthening the active and ongoing participation of stakeholders at all stages of the Child Guarantee implementation process.

The Local Intervention Model foreseen in the Child Guarantee Action Plan 2022-2030 is implemented through the Child Guarantee Local Units (NLGPI).

Between 2024 and 2025, there was a significant expansion of these Units, totalling 158 municipalities by the end of 2025. This territorial capillarity allows the intervention to be developed from a proximity-based perspective, involving local authorities that have concrete knowledge about the social, housing, educational, and health contexts that shape the daily lives of vulnerable children.

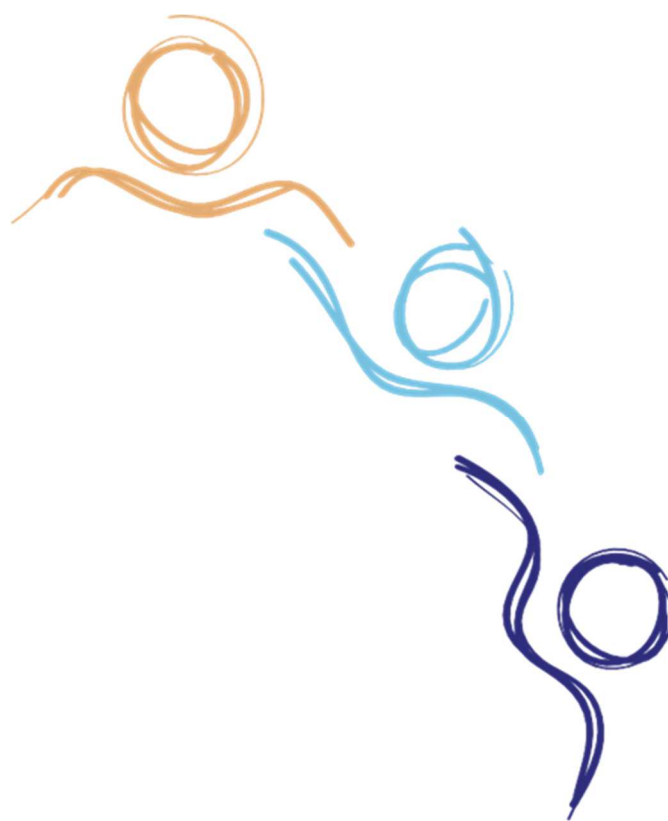
This model encourages the active involvement of public services, local authorities, social economy organisations, schools, health services, child protection services, families, and the children and young people themselves. The diversity and complementary nature of these entities enable a multidimensional understanding of vulnerabilities and the development of more appropriate and effective responses.

The territorial nature of the Child Guarantee still has a direct impact on the quality and depth of participatory processes. The existence of local teams, rooted in the communities, facilitates the early identification of risk situations, accelerates coordination among actors, and ensures that decisions are based on locally collected evidence. Diagnostic exercises carried out in 2025 – with 29% of Child Guarantee Local Units (NLGPI) already having analyses aligned with the Child Guarantee dimensions – demonstrate how this model favours a participatory construction of knowledge and the integration of various perspectives.

It is also worth noting that this territorial strategy has fostered broad participation in national monitoring and evaluation initiatives. In 2025, 120 Child Guarantee Local Units (NLGPI) took part in the first local evaluation of the Child Guarantee implementation, whilst around 400 children and young people contributed, through the *Escolhas* Programme, to the participatory assessment of the measures. At the same time, the Integrated Social Support Project strengthened the link between central and local levels by enabling local authorities to access detailed information that guides intervention and helping to identify gaps.

Thus, the local and territorial strategy of the Child Guarantee is not just an operational axis: it is a structural mechanism for democratic participation, which values local knowledge, gives a voice to organisations with first-hand knowledge of children's needs, and creates the conditions for more equitable, integrated and effective responses.

It is this combination of proximity, cross-sectoral cooperation and active participation that has made it possible to establish a stronger, more inclusive governance model, one that is particularly attuned to the realities faced by vulnerable children and young people.



## 7. PLANNED ACTIONS

The integration of the Child Guarantee Action Plan 2022-2030 into the Single Strategy for the Rights of Children and Young People 2025-2035 (EUDCJ) constitutes not only a reaffirmation of the national commitment to implementing the established measures, but also a significant strengthening of the State's ambition and responsibility in promoting the rights of the most vulnerable children in Portugal. This integration makes it possible to consolidate, within a single strategic framework, the vision, objectives and instruments necessary for the development of more cohesive, integrated and consistent public policies.

Three years after the approval of the National Action Plan (January 2023), it is now possible to identify more precisely the gaps, constraints and new challenges that urgently need to be addressed. The analysis carried out highlights the need to deepen certain areas of intervention and to introduce new measures that address the limitations identified and the current needs of families, children and local communities.

In this context, this report presents a set of “new measures” (Annex II), which form part of the recently adopted Single Strategy for the Rights of Children and Young People 2025-2035 (EUDCJ) and are designed to strengthen and accelerate the Child Guarantee implementation in Portugal. These measures incorporate lessons learnt from previous years, address the challenges identified and are aligned with European and international guidelines.

At the same time, it is important to continue the work carried out in cooperation with the OECD, under the European Commission's Technical Assistance Instrument project, ensuring the effective implementation of the recommendations made. Among these, particular emphasis should be placed on the need to strengthen monitoring mechanisms, ensure greater consistency in indicators and improve coordination between related national policies.

The contribution of the Child Guarantee Local Units (NLGPI) has been crucial, as they enable a detailed assessment of existing vulnerabilities and ensure integrated social support that is accessible and tailored to local circumstances. Strengthening their technical and operational capacity will be essential to ensure that the needs of children and young people are identified at an early stage and that the responses are the most appropriate, coordinated and effective.

Simultaneously, it is important to ensure the continued territorial expansion of the Child Guarantee across the whole country, by continuing the process of expanding the Child Guarantee Local Units (NLGPI) network, so as to guarantee full national coverage. The gradual extension of these Units to all municipalities is an essential element in ensuring a uniform territorial approach, enabling all children — regardless of where they live — to have access to equivalent, consistent and high-quality services, in line with the principle of territorial equity.

Strengthening local implementation, combined with geographic expansion and the deepening of intersectoral practices, will be crucial to ensuring a more effective, sustained, and results-oriented intervention, guaranteeing that no child is left behind.



## 8. BEST PRACTICES

| <b>Child Guarantee Local Model</b><br><b>Child Guarantee Local Units</b><br><b>Integrated Social Support for Children and Young People</b> |  |
|--|--|
| <b>Challenges that the practice aims to address</b>  | <ul style="list-style-type: none"> <li>- Lack of in-depth and up-to-date knowledge of the local reality - multidimensional diagnoses of child poverty;</li> <li>- Vulnerability profiles, family dynamics, barriers to accessing essential services;</li> <li>- Heterogeneity in the local identification of vulnerable children;</li> <li>- Fragmented social intervention among social services, education, health, and local entities;</li> <li>- Lack of mechanisms for identifying children in situations of poverty or social exclusion;</li> <li>- Reactive social support responses, dependent on the families with children seeking support;</li> <li>- The invisibility of vulnerable children at the local level limits the opportunity to ensure an integrated, multidisciplinary, and territorially tailored intervention.</li> </ul>   |
| <b>Ways to address the challenge prior to the introduction of the best practice</b>  | <ul style="list-style-type: none"> <li>- Local implementation of national policies to combat poverty;</li> <li>- Social intervention based primarily on reactive responses, dependent on demand from families and referrals from other services;</li> <li>- Local diagnoses are general and poorly focused on children and young people living in poverty;</li> <li>- Local intervention based on the coordination of various responses to resolve problems in a phased and sequential manner;</li> <li>- Local child welfare and support policies that are not based on detailed local assessments;</li> </ul>  |
| <b>How the best practice was designed and implemented</b>  | <ul style="list-style-type: none"> <li>- Development and design of the Child Guarantee Local Intervention Model under the Child Guarantee Action Plan 2022–2030</li> <li>- Implementation of the Child Guarantee Local Units (NLGPI) within the Social Action Local Councils of the Social Network Programme (Permanent territorial governance structure), with the following functions: <ul style="list-style-type: none"> <li>• Local diagnosis of child poverty in line with the Child Guarantee;</li> <li>• Design of integrated responses to the Social Development Plan;</li> <li>• Integrated and community-based social support;</li> <li>• Local monitoring coordinated with the National Coordination of the Child Guarantee.</li> </ul> </li> <li>- The national implementation process of the Child Guarantee Local Units (NLGPI) is based on a composite indicator that measures the prevalence of poverty by municipality, prioritising municipalities with the highest poverty levels;</li> <li>- The Social Action Social Councils/Social Network (CLAS/RS) establish the Child Guarantee Local Units (NLGPI) and begin the implementation work in coordination with the National Coordination of the Child Guarantee (CNGPI) with a view to preparing the local assessment and drawing up proposals for local action within the scope of the Social Development Plans;</li> <li>- Social Support Project – Applicable to children receiving the “Child Guarantee” social benefit; it consists of identifying children receiving this benefit for the purpose of social assessment (evaluating whether the child or young person has guaranteed access to the essential services under the European Recommendation). The intervention should be as integrated as possible among the cross-sectoral partners that make up the Child Guarantee Local Units (NLGPI);</li> </ul> |
| <b>Cost and funding sources</b>  | <ul style="list-style-type: none"> <li>- The implemented Local Model is based on the signing of a partnership protocol between the National Coordination of the Child Guarantee (CNGPI) and the Social Network;</li> <li>- The Social Network programme is funded by the local councils’ budgets;</li> <li>- The Local support and social services are funded by the Decentralisation Financing Fund (FFD) under the State Budget.</li> <li>- The implementation and technical monitoring is carried out by the National Coordination team funded by the Portuguese Social Security Institute;</li> <li>- It is not possible to quantify the cost of the measure, although it is recognised that a budgetary increase should be considered, given the significant responsibilities that were already being undertaken by those involved in the measure.</li> </ul>   |
| <b>Number of beneficiaries</b>   | <ul style="list-style-type: none"> <li>- 164 NLGPI (March 2026);</li> <li>- + 1500 partners;</li> <li>- 144 NLGPI are part of the Social Support Project;</li> <li>- 73,776 children benefiting from the social benefit and residing in areas where the project is implemented.</li> </ul>   |

## 9. CONCLUSION

This Interim Report implements article 11(f) of Council Recommendation (EU) 2021/1004, in which Member States are invited to: “report every two years to the Commission on the progress in implementing this Recommendation, in line with the national action plans”.

Portugal has a policy, institutional and programmatic framework in place for the implementation of Council Recommendation (EU) 2021/1004 establishing a European Child Guarantee, with progress having been made in most of the areas covered. The country generally ensures universal and free access to essential services in the fields of early childhood education and care, inclusive education, child and youth health, social protection, school meals and vaccination, reflecting a high degree of alignment with the principles and objectives of the European Recommendation.

The adoption of structural measures, such as free access to crèche, universal pre-school education from the age of 3, the strengthening of social protection for families with children, the consolidation of the legal framework for inclusive education, and universal access to the National Child and Youth Health Programme, contribute to the removal of barriers to access and the promotion of equity in access to essential services.

At the same time, the strengthening of multi-level and territorial governance, achieved through the expansion of the Child Guarantee Local Units, has made it possible to substantially improve the early identification of vulnerable children, strengthen inter-institutional coordination and tailor responses to local circumstances.

Despite the progress achieved, this report identifies persistent challenges that continue to hinder the full implementation of the European Child Guarantee in Portugal. Of particular note are regional inequalities in effective access to essential services, supply constraints in areas facing greater demographic pressure, such as urban Units, the challenges faced by children at risk of poverty or social exclusion in

accessing educational, cultural and leisure activities, as well as structural challenges in ensuring adequate and decent housing for all children.

There are also continuing constraints on the availability of disaggregated data on certain subgroups of vulnerable children, which limits our ability to monitor the impact of the public policies implemented more accurately.

In this context, strengthening and consolidating the territorial model for implementing the Child Guarantee is a critical factor for success. The experience gained over three years of implementation demonstrates that the community-based approach, focused on the Child Guarantee Local Units, can be decisive in ensuring the full implementation of the Council Recommendation principles through the complementary combination of different central and local policy levels, allowing responses to be fully adapted to local realities.

Continued investment in this model — in terms of national coverage, technical capacity-building, stable funding and integration into planning and monitoring instruments — is therefore essential to enhance the effectiveness of policies, reduce regional disparities and ensure that the rights enshrined in the Recommendation are translated into real and equitable access to essential services.

The National Monitoring Framework of the Child Guarantee Action Plan (PAGPI) Measures enables the progress of the measures’ implementation to be tracked over time, as well as the introduction of new measures deemed essential for achieving a higher level of compliance. A comparison between the interim reports of 2024 and 2026 concerning the Child Guarantee Action Plan (PAGPI) Measures and the measures included in the First Biennial Report 2024 (12 new measures) shows positive progress in terms of implementation.

There is an increase in the number of measures that have been overcome<sup>3</sup> (from 10 to 14) and fulfilled<sup>4</sup> (from 19 to 21), as well as an increase in the number of measures under development<sup>5</sup> (from 31 to 39), which reflects a positive trend in the progress of the ongoing implementation.

On the other hand, there is a significant decrease in the number of planned measures<sup>6</sup> which has fallen from 13 in 2024 to 2 in 2026.

There has also been an increase in the number of unfulfilled measures<sup>7</sup> from 4 to 13, mostly due to changes and discontinuities that are largely addressed by the 21 New Measures, which stem from the recent approval of the Single Strategy for the Rights of Children and Young People 2025–2035 (EUDCJ) that includes the Child Guarantee Action Plan 2022-2030 in its Strategic Area IV, thereby substantially reinforcing future ambitions regarding the promotion of well-being, social inclusion, protection and the guarantee of equal opportunities for all children and young people, with particular attention to the most vulnerable.

**Table 14: Evaluation of implementation measures**

|                          | Interim Report<br>2024 | Interim Report<br>2026 |
|--------------------------|------------------------|------------------------|
| <b>Overcome</b>          | 10                     | 14                     |
| <b>Fulfilled</b>         | 19                     | 21                     |
| <b>Under Development</b> | 31                     | 39                     |
| <b>Planned</b>           | 13                     | 2                      |
| <b>Unfulfilled</b>       | 4                      | 11                     |
| <b>TOTAL</b>             | <b>77</b>              | <b>87</b>              |

The national results presented in this report are in line with those observed in the European Monitoring Framework of the European Child Guarantee, in which Portugal shows a considerable degree of compliance, mostly falling within the "Widely Compliant" or "Fully Compliant" levels in most of the

assessed areas. Situations of "Partially Compliant" or "Compliant to limited extent" mainly refer to implementation challenges, response capacity, and effectiveness, rather than gaps in the legal framework or the strategic orientation of public policies. This highlights the need to strengthen operational mechanisms and implementation risks mitigation to ensure full achievement of the defined objectives.

In summary, Portugal has demonstrated a clear and sustained commitment to implementing the European Child Guarantee, having established an institutional and public policy framework in line with the Recommendation. The strengthening of results-oriented monitoring, strengthening local action, consolidating effective access to essential services and continued investment in the areas of housing, social inclusion and the reduction of inequalities will remain key future priorities in order to ensure that no child is left behind and that the objectives of the European Child Guarantee are fully achieved in Portugal.



<sup>3</sup> The implementation demonstrates that the targets set have been met and exceeded within the defined timeframe, or that the implementation has exceeded the figures set for the planned implementation.

<sup>4</sup> The measures were completed as planned, with the actual figure matching the target, or the actual figure (evidence of achievement) is reported without a target having been set for that year;

<sup>5</sup> The measures are currently being developed, with verifiable progress and

implementation activities underway;

<sup>6</sup> The measures have been planned (designed and scheduled), but have not yet been implemented.

<sup>7</sup> It has not been possible to identify any evidence of implementation, or the measures concerned have been suspended/cancelled.

## 10. ANNEXES

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j) Although this measure is not included in the 23|24 Escola+ plan, it continues to be developed.

k) Neonatal Hearing Screening – all newborns. Children’s Hearing Health Screening - all children aged 5 registered in Primary Health Care

l) September 2023: Number of families with children (aged ≤ 17) residing in IHRU social housing assets - 1919

Number of children (aged ≤ 17) residing in IHRU social housing assets - 3001

Number of families with children who have applied for housing support from the eAA (supported tenancy) - 7313

February 2024 - Number of families with children (aged ≤ 17) residing in IHRU social housing assets - 1873

Number of children (aged ≤ 17) living in IHRU social housing assets - 2910

Number of families with children who have applied for housing support from the eAA (supported tenancy) - 8816

m) Change of targets according to the reprogramming carried out with the COM. The funding source has been changed. In the Child Guarantee Action Plan 2022-2030, another funding source has been introduced by mistake.

n) This measure has changed. The Integrar Valoriza Programme (integrated in the Child Guarantee Action Plan 2022/2030) was discontinued due to the existence of constraints such as administrative delays, insufficient teams from the participating Municipalities, and funding constraints. Therefore, in order to maintain the continuity of interventions, the Integrar Valoriza Programme was replaced by the two distinct actions shown in this table. The Municipal Plans for the Integration of Migrants ended their validity on 31 December 2023; however, they are expected to continue.

o) In 2023, 105 projects were funded under the 8th Generation and 118 under the 9th Generation. It should be noted that the planned targets are not cumulative, as the 118 projects were funded for the entire 9th Generation, running from 1 October 2023 to 30 September 2026. In this sense and since at the time of targets forecasting it was not possible to predict the number of projects that would be approved, it is proposed that the targets for 2024, 2025 and 2026 should be 118 projects, although they are the same projects each year. Given that the generation ends in 2026, it is not possible to predict the targets for 2027, 2028 and 2029.

In the 2024 target, according to the explanation of the Portuguese Institute of Sports and Youth (IPDJ), the data was changed from 60 projects to 118 projects. The 2029 target was also withdrawn, according to the same explanation.

Support Programme for Roma Associativism (Programa de Apoio ao Associativismo Cigano) and Support Fund for the National Strategy for the Integration of Roma Communities (Fundo de Apoio à Estratégia Nacional para a Integração das Comunidades Ciganas), added by the Agency for Integration, Migration and Asylum (AIMA).

p) Reformulated measure at the request of the Commission for Citizenship and Gender Equality (CIG) in order to harmonise information with the National Strategy for Equality and non-discrimination. Targets have also been added.

q) Measure amended at the request of the Commission for Citizenship and Gender Equality (CIG) in order to harmonise information with the National Strategy for Equality and non-discrimination. Targets have also been added.

r) Targets added by the Commission for Citizenship and Gender Equality (CIG).

s) Target and financial allocation amended by the Ministry of Culture, Youth and Sports.

#### Explanatory note:

X - This means that it is not possible to assume a quantitative target, so X represents the year in which the implementation of the measure will be achieved.

N/A - Not Applicable - Indirect measures that do not allow for determining the impact on children;

S/I - No Information - No information was shared regarding the number of children covered by the measure;

N/D - Not Defined - The reporting mechanisms do not allow for disaggregation to the child;

Overcome - Implementation shows the fulfillment and the reach of the goals assumed before the time forecast or exceeds the values assumed for the achievement.

Fulfilled - the measure has been completed as planned and with an implementation value equal to the Target or the implementation is revealed (evidence of achievement) without an assumed target value in that year;

Under Development - The measure is under development, with verifiable progress and implementation activities underway;

Planned - The measure is planned (designed and scheduled), but the implementation has not yet begun.

Unfulfilled - It is not possible to identify any evidence of implementation or if it was interrupted/cancelled.

# New Measures RI2024

| Pillar   | Strategic Objective  | Operational Objective   | MEASURE  | Strategy / Programme / Plan*          | Responsible Area*                                    | Funding Source  | Targets  |  |  |      |      |       |      |      |                     |                          | Financial Allocation   | (Measures added in the First Interim Report) 1st Interim Implementation |           | Implementation Assessment 2025 |          |             |   |   |              | Source   | Number of children covered   | Target group (Recommendation EU) 2023 (200-5) | Comments |
|--|--|---|--|---------------------------------------|--|---|--|--|--|------|------|-------|------|------|---------------------|--------------------------|--|---|-----------|--------------------------------|----------|-------------|---|---|--------------|--|--|---|----------|
|  |  |   |  |                                       |  |   | 2022   | 2023   | 2024   | 2025 | 2026 | 2027  | 2028 | 2029 | 2024                | 2025                     |  | Overcome  | Fulfilled | Under development              | Planned  | Unfulfilled |   |   |              |  |  |   |          |
|  |  |   |  |                                       |  |   |  |  |  |      |      |       |      |      |                     |                          |  |   |           |                                |          |             | 2024  | 2025  | Overcome     |  |  |   |          |
| II<br>QUALITY SERVICES   | O6<br>TO ENSURE ACCESS TO QUALITY EDUCATIONAL RESPONSE AND SCHOOL-BASED ACTIVITIES   | O.17. To promote cultural learning in non-formal context.   | 7724. Promotion of access to visits at facilities accredited by the Portuguese Theaters and Circles Network.   | ENC2 2.1.1.2 2.4                      | CULTURE, YOUTH AND SPORTS                            | N/A   |  |  | 95   | 120  |      |       |      |      |                     | 740000 €                 | 98   | 103   |           |                                |          | X           |   |   | All children | 2026 - Within the framework of accreditation by the Portuguese Theaters and Circles Network (PTTC) and the allocation of programming support, requirements for accessible and inclusive labelling policies have been introduced in the network's facilities since 2023. Therefore, there is a corresponding line of revenue, without additional costs. In 2025, a draft decree law was approved establishing free access for the accompanying persons of a person with a disability, which also applies to the PTTC. |  |   |          |
|  |  |   | 7824. Promotion of the accessibility to cultural heritage, through free access to Museums and National Monuments, particularly for disadvantaged groups.   | ENC2 2.1.1.2 2.5                      |  | N/A   | 420.000  | 440.000  |  |      |      |       |      |      | 8.9 M€              | 1 061 931 (free entries) | X  |   |           |                                |          |             | Cultural facilities promote several initiatives annually in coordination with the school network. |   |              |  |  |   |          |
|  |  |   | 7924. Raising awareness and promoting knowledge of heritage, arts and culture among children and young people, particularly in coordination with the school community.   | EUDC 2025-2035                        |  | N/A   |  |  |  |      |      |       |      |      |                     | N/A                      |  |   |           |                                | X        |             |   | Cultural facilities promote several initiatives annually in coordination with the school network.   |              |  |  |   |          |
|  |  |   | 8024. Promotion of the access and participation of children and young people in artistic and cultural activities (performances, workshops, masterclasses and other activities that enhance the acquisition of skills essential to training and personal development).                    | EUDC 2025-2035                        |  | N/A   |  |  |  |      |      |       |      |      |                     | N/A                      |  |   |           |                                | X        |             |   |   |              |  |  |   |          |
|  |  |   | 8124. Promotion of the conditions of access to cinema, implementing the storage and knowledge of cinematographic works, particularly the national ones, valuing cinema as an art form and as a means of reflection and recognition of values such as diversity, tolerance and inclusion. | EUDC 2025-2035                        |  | N/A   |  |  |  |      |      |       |      |      |                     | N/A                      |  |   |           |                                |          | X           |   |   |              |  |  |   |          |
| III<br>QUALITY SERVICES  | O7<br>TO STRENGTHEN THE ACCESS TO QUALITY HEALTH CARE, HEALTH PROMOTION, DISEASE PREVENTION AND SPECIALISED CARE   | O.17. To promote health education and healthy lifestyle habits.   | 8224. Promotion of the generalization of sports through the implementation of the National Programme Sports for All ("Desporto para Todos").   | ENC2 1.3.3 1.83                       | CULTURE, YOUTH AND SPORTS                            | N/A   | N/A  | 650  | 800  |      |      |       |      |      | 50.000,00 €         | 6.831                    | 31.004   | X   |           |                                |          |             |   | All children  |              |  |  |   |          |
|  |  |   | 8324. Support to the development of club projects by the associative movement within the scope of the Sports for All Programme.  | ENC2 2.1.1.3 2.32                     |  | N/A   | N/A  | 75   | 100  |      |      |       |      |      | 50.000,00 €         | 23                       | 86   |   |           |                                |          | X           |   |   |              |  |  |   |          |
|  |  |   | 8424. Promotion of the inclusion of all students in all School Sports activities.  | Strategic School Sports Programme 9.4 |  | EDUCATION, SCIENCE AND INNOVATION                                 | N/A  |  |  |      |      | 6.500 |      |      |                     | N/A                      |  |   |           |                                |          | X           |   |   |              |  |  |   |          |
| III<br>QUALITY SERVICES  | O9 - TO PROMOTE ACCESS TO DECENT HOUSING FOR FAMILIES WITH CHILDREN AND YOUNG PEOPLE IN VULNERABILITY SITUATIONS   | O46. To support the promotion of housing solutions for people living in underprivileged housing conditions and who do not have the financial capacity to bear the cost of access to adequate housing.         | 8524. To ensure the implementation of the Financial Support Programme that covers access for single-parent families.   | Conseil Portugal Porto 65 +           | INFRASTRUCTURE AND HOUSING                           | RF<br>RE C23-03: Housing Access Support Programme<br>State Budget | 2024 - 47.951,00€ (Financial allocation)<br>2025 - 1.038.893,64€ (Financial allocation)  | 27 supported families                                  | 1428 supported families                                |      |      |       |      |      |                     | X                        |  |   |           |                                |          | € 0         |   | € covers single-parent households and families with income losses exceeding 20%.  |              |  |  |   |          |
|  |  |   | 8624. To ensure the implementation of the Financial Support Programme that covers access for Young People aged between 18 and 25.  | Conseil Portugal Porto 65 Joins       |  | RF<br>RE C23-03: Housing Access Support Programme<br>State Budget | 2024 - Initial allocation of €37.4 million + additional €15 million from the 24th Government<br>2025 - Allocation of €56.6 million | 36.481 supported young people<br>253,33€ average value | 68.950 supported young people<br>222,79€ average value |      |      |       |      |      |                     | X                        |  |   |           |                                |          | 8914        | € 41  | New legislation has enabled widening access to young people up to the age of 25, the application before the contract and the monthly selection by income and household. |              |  |  |   |          |
| IV<br>INCLUSION OF PARTICULARLY VULNERABLE CHILDREN AND YOUNG PEOPLE | O11<br>TO ENSURE EFFECTIVE EQUAL ACCESS TO ESSENTIAL SERVICES FOR CHILDREN AND YOUNG PEOPLE WITH AN IMMIGRANT BACKGROUND OR ETHNIC MINORITY BACKGROUND, IN PARTICULAR FROM THE PORTUGUESE ROMA COMMUNITY | O53. To recognise and value the cultural and linguistic diversity of students and migrant families, by hiring, when appropriate, diversified profiles of non-teaching staff, such as intercultural mediators. | 8724. Promotion of school initiatives that foster the recognition and appreciation of cultural diversity, involving local partners and intercultural mediators and strengthening the school network for intercultural education.   | ENC2 1.1.1.1 1.4                      | PRESIDENCY<br>+<br>EDUCATION, SCIENCE AND INNOVATION | N/A   | 10   | 10   | 10   | 12   |      |       |      |      | 14.000€<br>€25.000€ | 15                       | 17   | X   |           |                                |          |             |   | € 41  |              |  |  |   |          |
|  |  |   | 8824. To ensure the teaching of Portuguese as a non-native language in all schools in the country for children and young people applying for and benefiting from international protection.   | ENC2 1.1.1.1 1.4                      |  | EDUCATION, SCIENCE AND INNOVATION                                 | ASYLUM, MIGRATION AND INTEGRATION FUND (AMIF)  | 50%  | 60%  | 70%  |      |       |      |      |                     | N/A                      | 1287 young students enrolled in Portuguese as a Non-Native language in the 2023/2024 school year | No data available.  |           |                                |          | X           |   |   |              |  | This subject of Portuguese as a Non-Native Language (PNML) is offered mandatorily, intended for students who do not have Portuguese as their mother tongue and who have not been established in Portuguese and who, as a result of a diagnostic assessment, are positioned at level zero or at the levels of linguistic proficiency of levels A1, A2 and intermediate B1. These students take the subject of Portuguese as a Non-Native Language (PNML), including the regular Portuguese subject, following the curricular performance descriptions of them at level zero or the PNML curriculum - Essential Learning - of the common language proficiency levels A1, A2, or B1. They may also benefit from PNML support classes. The provision of PNML in the curriculum of basic and secondary education is provided for in Article 12 of Ministerial Order no. 223-A/2018 of 3 August 2018, as amended, and in Ministerial Order no. 862/2021 of 6 March 2021, respectively. IMES3 |   |          |
|  |  |   |  |                                       |  |   |  |  |  |      |      |       |      |      |                     | <b>Total</b>             | <b>3</b>   | <b>0</b>  | <b>6</b>  | <b>2</b>                       | <b>1</b> |             |   |   |              |  |  |   |          |

\* The entire monitoring framework underwent a nomenclature update, notably the names of Strategies, Plans or Programmes, and the responsible Government areas were updated in accordance with the Organic Law of the XXV Government.

# New Measures RI 2026

| PILLAR   | Strategic Objective  | MEASURE   | Strategy / Programme / Plan                                  | Responsible Area   | Funding Source   | Targets  |          |          |          | Source  | Financial Allocation                          | Number of children covered | Target group (Recommendation (EU) 2021/1004 §5) | Comments  |              |
|--|--|---|--|--|--|----------|----------|----------|----------|---|---|----------------------------|---|---|--------------|
|  |  |   |  |  |  | 2026     | 2027     | 2028     | 2029     |   |   |                            |   |   |              |
| III<br>QUALITY SERVICES  | O4 - TO PROMOTE CLOSE AND INTEGRATED SOCIAL ACTION AIMED AT FAMILIES WITH CHILDREN AND YOUNG PEOPLE  | 89/26. Development of a pilot project for the design and implementation of Family Centres (integrated response for families) (Measure 33 EUDC) - Single Strategy for the Rights of Children and Young People  | EUDCI 2025-2035  | WORK, SOLIDARITY AND SOCIAL SECURITY                                       | December   |          |          |          |          |   | N/A   |                            | All children                                    |   |              |
|  |  | 90/26. Creation of a Family Space Service at the Inclusion Desks (Measure 82 EUDC)  |  | EDUCATION, SCIENCE AND INNOVATION  |  | PT 2030  | December |          |          |   | 300 000 €                                     |                            | 95 b)   |   |              |
|  | O6 - TO ENSURE ACCESS TO QUALITY EDUCATIONAL RESPONSE AND SCHOOL-BASED ACTIVITIES  | 91/26. Development of initiatives to promote mental health in an educational context (Measure 29 EUDC)  | EUDCI 2025-2035  | EDUCATION, SCIENCE AND INNOVATION  | N/A  | 252      | 254      | 257      | 259      |   | N/A   |                            | 95 c)   |   |              |
|  |  | 92/26. Fostering the involvement of the Escolhas Programme's participants in activities at Digital Inclusion Centres that promote the development of digital skills (Measure 137 EUDC)  |  | JUSTICE EDUCATION, SCIENCE AND INNOVATION CULTURE, YOUTH AND SPORTS HEALTH | PT 2030 State Budget   | 15000    | 12000    |          |          |   |   |                            | 95 f)   |   |              |
|  |  | 93/26. Promotion of access to sports for children and young people with disabilities, aged between 3 and 17, under the Axis Disability Projects of the National Programme of Sports for All (Measure 83 EUDC)   |  | CULTURE, YOUTH AND SPORTS  |  | 17       | 19       | 21       | 23       |   |   |                            | 95 b)   |   |              |
|  |  | 94/26. Identification, intervention and referral of children or young people with special health needs, by the School Health Teams (Measure 85 EUDC)  |  | CULTURE, YOUTH AND SPORTS  | State Budget   | PNSE     |          |          |          |   | DGS   |                            |   |   |              |
|  |  | 95/26. Adoption of legislative measures aimed at providing meals for children and students in need, namely breakfast, mid-morning and mid-afternoon snacks (Measure 68 EUDC)  |  | EDUCATION, SCIENCE AND INNOVATION  | State Budget   |          |          |          |          |   |   | N/A                        |   | 95 f)   |              |
|  |  | 96/26. Free distribution of menstrual hygiene products (hygiene pads, tampons and menstrual cups) in schools and health centres   |  | CULTURE, YOUTH AND SPORTS HEALTH EDUCATION, SCIENCE AND INNOVATION         | State Budget   |          |          |          |          |   |   |                            |   |   | All children |
|  | O7 - TO STRENGTHEN THE ACCESS TO QUALITY HEALTH CARE, HEALTH PROMOTION, DISEASE PREVENTION AND SPECIALISED CARE  | 97/26. Assignment of a primary healthcare team to all children from birth, ensuring health surveillance in accordance with the recommendations of the PNSU of the Directorate-General of Health (Measure 65 EUDC).  | EUDCI 2025-2035  | HEALTH   | State Budget   | 81%      |          |          |          |   |   |                            | All children                                    | Proportion of children and young people up to the age of 18 with an assigned Health Team (family doctor and nurse) in Primary Health Care: starting value (81%) and 2030 target (95%) |              |
|  | O8 - TO PROMOTE ACCESS TO HEALTHY EATING   | 98/26. Development/revision and implementation of healthy eating policies in all crèches and schools, which go beyond current recommendations and become an integral part of the curriculum and the environment, whether through the provision of food, practical and experiential food education, or continuing professional development (Measure 22 EUDC) | EUDCI 2025-2035  | EDUCATION, SCIENCE AND INNOVATION  | Budget of the Directorate-General for Education and the Directorate-General for Health |          |          | December |          | December  |   | N/A                        |   | All children  |              |
| O9 - TO PROMOTE ACCESS TO DECENT HOUSING FOR FAMILIES WITH CHILDREN AND YOUNG PEOPLE IN VULNERABILITY SITUATIONS | 99/26. Simplification of access to rental support programmes by streamlining the rules and calculation criteria and ensuring that payments are adjusted to actual needs.   | Construir Portugal  | INFRASTRUCTURE   |  |  |          |          |          |          |   |   |                            | 95 a)   | The legislative change is underway, accompanied by the necessary coordination with other government areas, ensuring data interoperability between public entities.                    |              |
|  | 100/26. Design of a rental support programme focusing on vulnerable families, including large and single-parent families (Measure 66 EUDC)   | EUDCI 2025-2035   | INFRASTRUCTURE   | State Budget   |  | June     |          |          |          |   | N/A   |                            | 95 a)   |   |              |
| IV<br>INCLUSION OF PARTICULARLY VULNERABLE CHILDREN AND YOUNG PEOPLE   | O11 - TO ENSURE EFFECTIVE EQUAL ACCESS TO ESSENTIAL SERVICES FOR CHILDREN AND YOUNG PEOPLE WITH A MIGRANT BACKGROUND OR ETHNIC MINORITY BACKGROUND, IN PARTICULAR FROM THE PORTUGUESE ROMA COMMUNITY   | 101/26. Development, in coordination with the Agency for the Management of the Educational System (AGSE), of a training programme for linguistic and cultural mediators hired by schools, to be implemented in the school years 2025/2026, 2026/2027 and 2027/2028.   | Strategic Plan for Learning Portuguese as a Foreign Language | PRESIDENCY   |  | x        | x        | x        |          |   |   |                            |   |   |              |
|  |  | 102/26. Assignment of linguistic and cultural mediators to schools that have received a significant number of migrant students from countries that are not part of the Community of Portuguese Language Countries (CPLP), at a ratio of half a mediator for every 10 students (Measure 73 EUDC).  | EUDCI 2025-2035  | AGSE - AGENCY FOR THE MANAGEMENT OF THE EDUCATIONAL SYSTEM                 | State Budget   | 100%     | 100%     | 100%     | 100%     | Institute for Financial Management of Education (IGeFE) | Value per technician €28,506.38/calendar year |                            |   |   |              |
|  |  | 105. Strengthening of initiatives and programmes to promote education and combat early school leaving for Roma children, in particular girls (Measure 77 EUDC)  | EUDCI 2025-2035  | EDUCATION, SCIENCE AND INNOVATION  |  | 120      | 130      | 140      | 150      |   | N/A   |                            |   |   |              |
|  |  | 103/26. Strengthening of initiatives and programmes to promote education and combat early school leaving for migrant children and their descendants, in particular girls (Measure 78 EUDC)  | EUDCI 2025-2035  | EDUCATION, SCIENCE AND INNOVATION  |  | 120      | 130      | 140      | 150      |   | N/A   |                            |   | 95 d)   |              |
|  |  | 104/26. Promotion of quality learning for migrant children and young people (Measure 97 EUDC)   | EUDCI 2025-2035  | JUSTICE EDUCATION, SCIENCE AND INNOVATION CULTURE, YOUTH AND SPORTS HEALTH | PT 2030  | May      |          |          |          |   | 1 000 €                                       |                            |   |   |              |
|  |  | 105/26. Promotion of projects and programmes for the integration of Roma children and young people, including sports and the promotion of human and cultural diversity (Measure 87 EUDC)  | EUDCI 2025-2035  | EDUCATION, SCIENCE AND INNOVATION  |  | 50       | 70       | 100      | 125      |   | 310.000,00 €                                  |                            |   |   |              |
|  |  | 106/26. Assessment of the possibility of regularisation of undocumented children and information on integration services (students; school professionals; parents), through "A AIMA em Movimento vai à Escola" [The Agency for Integration, Migration and Asylum (AIMA) in Motion Goes to School] (Measure 90 EUDC)   | EUDCI 2025-2035  | PRESIDENCY   | INF  | 10       | 10       | 10       | 10       |   |   |                            |   |   |              |
| O12 - TO PROMOTE ACCESS TO QUALITY EDUCATIONAL RESPONSE AND SCHOOL-BASED ACTIVITIES                              | 107/26. Consultation with young people, in all regions of the national territory, with a view to supporting the modernisation and reconfiguration of services and spaces for youth support and information under the management of the Portuguese Institute of Sports and Youth (IPDJ, I.P.) (Measure 54 EUDC) | EUDCI 2025-2035   | CULTURE, YOUTH AND SPORTS                                    | Budget of the Portuguese Institute of Sports and Youth (IPDJ, IP)          |  | 1 action | 1 action | 1 action | 1 action |   | N/A   |                            |   |   |              |
|  | 108/26. Development of the National Youth Agenda, a strategic instrument for public youth policies, based on a dynamic and collaborative consultation process with young people throughout the national territory (Measure 56 EUDC).   | EUDCI 2025-2035   | CULTURE, YOUTH AND SPORTS                                    | Budget of the Portuguese Institute of Sports and Youth (IPDJ, IP)          |  |          |          |          |          |   | N/A   |                            | All children                                    |   |              |

# ANNEX II

## List of abbreviations and acronyms

- AAAF (*Atividades de Animação e Apoio à Família*) – Animation and Family Support Activities;
- AEC (*Atividades de Enriquecimento Curricular*) – Curriculum Enrichment Activities;
- AIMA (*Agência para a Integração Migrações e Asilo*) – Agency for Integration, Migration and Asylum;
- APEE (*Associação de Pais e Encarregados de Educação*) – Parents' and Guardians' Association;
- APEF (*Abandono Precoce da Educação e Formação*) – Early Leaving from Education and Training;
- ASE (*Ação Social Escolar*) – School Social Assistance;
- CAF (*Componente de Apoio à Família*) – Family Support Component;
- CASA (*Caracterização Anual da Situação de Acolhimento das Crianças e Jovens*) – Annual Review of the Situation Regarding the Care of Children and Young People;
- CCISM (*Cuidados Continuados Integrados de Saúde Mental*) – Integrated Continued Mental Health Care;
- CLAIM (*Centro Local de Apoio à Integração de Migrantes*) – Local Support Centre for the Integration of Migrants;
- CLAS (*Conselho Local de Ação Social*) – Social Action Local Council;
- CLDS (*Contratos Locais de Desenvolvimento Social*) – Local Social Development Contracts;
- CNAIM (*Centro Nacional de Apoio à Integração de Migrantes*) – National Support Centre for the Integration of Migrants;
- CPCJ (*Comissão de Proteção de Crianças e Jovens*) – Commission for the Protection of Children and Young People;
- CTAGI (*Comissão Técnica de Acompanhamento da Garantia para a Infância*) – Child Guarantee Technical Monitoring Committee;
- CNGPI (*Coordenação Nacional da Garantia para a Infância*) – National Coordination of the Child Guarantee;
- DGEEC (*Direção Geral de Estatísticas da Educação e Ciência*) – Directorate-General for Education and Science Statistics;
- DGE (*Direção Geral da Educação*) – Directorate-General for Education;
- DGS (*Direção Geral da Saúde*) – Directorate-General for Health;
- EC – European Commission
- ECDC – European Centre for Disease Prevention and Control;
- ECEC – Early Childhood Education and Care;
- ECG – European Child Guarantee;
- ECSM (*Equipas Comunitárias de Saúde Mental da Infância e Adolescência*) – Community Mental Health Teams for Children and Adolescents;
- ELI (*Equipa Local de Intervenção*) – Local Intervention Team;
- EMAIE (*Equipa Multidisciplinar de Apoio à Educação Inclusiva*) – Multidisciplinary Team for Inclusive Education;
- ENCP (*Estratégia Nacional de Combate à Pobreza*) – National Strategy to Combat Poverty;
- ENIPSSA (*Estratégia Nacional para a Integração de Pessoas em Situação de Sem-Abrigo*) – National Strategy for the Integration of Homeless People;
- ESF+ – European Social Fund Plus
- EU – European Union
- EUDCJ (*Estratégia Única dos Direitos das Crianças e Jovens*) – Single Strategy for the Rights of Children and Young People;
- EU-SILC - Survey on Living Conditions and Income
- FFD (*Fundo de Financiamento da Descentralização*) – Decentralisation Financing Fund;
- FN (*Financiamento Nacional*) – National Funding;
- GPI (*Garantia para a Infância*) – Child Guarantee;
- HFSS – High Fat Salt Sugar;
- IAS (*Indexante dos Apoios Sociais*) – Social Support Index;
- IAT (*Instrumento de Assistência Técnica*) – Technical Assistance Instrument;
- INE (*Instituto Nacional de Estatística*) – National Statistics Institute;
- IPI (*Intervenção na Primeira Infância*) – Early Childhood Intervention;
- IPSS (*Instituição Particular de Solidariedade Social*) – Private Social Solidarity Institution;
- IRC (*Imposto sobre o Rendimento das Pessoas Coletivas*) – Corporate Income Tax;
- IRS (*Imposto sobre o Rendimento das Pessoas Singulares*) – Personal Income Tax;

- ISS I.P. (*Instituto de Segurança Social, I.P.*) – Social Security Institute, P.I.;
- MECI (*Ministério da Educação, Ciência e Inovação*) – Ministry of Education, Science and Innovation;
- NACJR (*Núcleo de Apoio a Crianças e Jovens em Risco*) – Support Centre for Children and Young People at Risk;
- NGO – Non-Governmental Organisation
- NLGPI (*Núcleo Local da Garantia para a Infância*) – Child Guarantee Local Centre;
- NUTS II (*Unidades Territoriais para Fins Estatísticos*) – Territorial Units for Statistics;
- OECD – Organisation for Economic Cooperation and Development
- PACPE (*Plano de Ação de Combate à Pobreza Energética*) – Action Plan to Combat Energy Poverty;
- PAGPI (*Plano de Ação da Garantia para a Infância*) – Child Guarantee Action Plan;
- PII (*Plano Individual de Intervenção*) – Individual Intervention Plan;
- PNSIJ (*Programa Nacional de Saúde Infantil e Juvenil*) – National Programme for Child and Youth Health ;
- PNSE (*Programa Nacional de Saúde Escolar*) – National School Health Programme;
- PNV (*Plano Nacional de Vacinação*) – National Vaccination Programme;
- POAPMC (*Programa Operacional de Apoio às Pessoas Mais Carenciadas*) – Operational Programme for Support to the Most Deprived;
- RAP (*Resposta de Apoio Psicológico*) – Psychological Support Response;
- RJEI (*Regime Jurídico de Educação Inclusiva*) – Legal Framework for Inclusive Education;
- RTP (*Relatório Técnico-Pedagógico*) – Technical-Pedagogical Report;
- SAAS (*Serviço de Atendimento e Acompanhamento Social*) – Social Support and Information Service
- SCR (*Subcomissões de Coordenação Regional*) – Regional Coordination Subcommittees;
- SNIPI (*Sistema Nacional de Intervenção Precoce na Infância*) – National Early Childhood Intervention System;
- SNS (*Serviço Nacional de Saúde*) – National Health Service;
- PEI (*Programa Educativo Individual*) – Individual Educational Programme;
- RRP – Recovery and Resilience Plan
- SNPDPCJ (*Sistema Nacional da Promoção dos Direitos e Proteção das Crianças e Jovens*) – National System for the Promotion of the Rights and Protection of Children and Young People;
- STEM – Science, Technology, Engineering and Maths;
- TIC (*Tecnologias da Informação e Comunicação*) – Information and Communication Technologies;
- TSI – Technical Support Instrument;
- TEIP (*Territórios Educativos de Intervenção Prioritária*) – Educational Territories of Priority Intervention Programme;
- ULS (*Unidades Locais de Saúde*) – Local Health Units;
- UNICEF – United Nations Children’s Fund;
- VRS (*Vírus Sincicial Respiratório*) – Respiratory Syncytial Virus;
- WHO – World Health Organisation



# ANNEX IV

## Figures Index

---

**Figure 1** - At-risk-of-poverty rate per age group, Portugal 2023–2024;

**Figure 2** - At-risk-of-poverty rate after social transfers, Portugal 2003–2024;

**Figure 3** - At-risk-of-poverty or social exclusion rate of children and young people (aged under 18);

**Figure 4** - At-risk-of-poverty rate according to household composition, Portugal, 2023–2024;

**Figure 5** - At-risk-of-poverty or social exclusion rate, per age group;

**Figure 6** - Poverty rate according to the parents' nationality;

**Figure 7** - Poverty rate according to the parents' level of education;

**Figure 8** - Number of children at risk of poverty or social exclusion;

**Figure 9** - Number of vacancies under the Creche Feliz Programme;

**Figure 10** - Unemployment rate;

**Figure 11** - Evolution of the implementation of Child Guarantee Local Units (NLGPI);

**Figure 12** - Vulnerability Indicator | Geographical

distribution of quartiles, 2024 and 2025;

**Figure 13** - Share of children below 3 AROPE (and not AROPE) in ECEC one hour or more per week in 2024 (average of 2024 and 2023 shares in %), and in 2023 (average of 2023 and 2022 shares);

**Figure 14** - Number of children in pre-school education;

**Figure 15** - Actual rate of pre-school enrolment;

**Figure 16** - Child/Educator Ratio by NUTS II – Early Childhood Educators;

**Figure 17** - Early school and training leaving rate (2021 Series - %) by place of residence (NUTS - 2024) and sex; Annual - INE, Employment Survey (Series - 2021);

**Figure 18** - Number of children/students for whom selective and/or additional measures to support learning and inclusion were implemented;

**Figure 19** - Number of children in family foster care, per year;

**Figure 20** - Number of young people placed in Autonomy Apartments, per year.



# ANNEX V

## Tables Index

---

**Table 1:** Incidence of child poverty by main source of household income

**Table 2:** Subgroups of children with specific disadvantages (§5)

**Table 3:** National Early Childhood Intervention System (SNIPI)

**Table 4:** Number of selective and/or additional measures to support learning and inclusion.

**Table 5:** Selective measures mobilised in the Technical-Pedagogical Reports (RTP)

**Table 6:** Additional measures implemented in the Technical-Pedagogical Reports (RTP)

**Table 7:** Number of children and students enrolled, coverage by school social assistance (ASE), per school year, school level and cycle.

**Table 8:** Number of children in alternative care, per type of care

**Table 9:** National Funding (FN) Measures

**Table 10:** National Funding (FN) Measures added to the 2024 Interim Report

**Table 11:** European Social Fund + (ESF+) Measures

**Table 12:** Measures under the Recovery and Resilience Plan (RRP)

**Table 13:** Proposed new categorisation of indicators for monitoring the European Child Guarantee

**Table 14:** Evaluation of implementation measures



# ANNEX VI

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