

Unofficial Machine Translated Document

PRESIDENCY OF THE COUNCIL OF MINISTERS

Council of Ministers Resolution no. 208/2024

Summary: Approves the New National Strategy for the Integration of People Experiencing Homelessness.

-Shelter 2025-2030 and the respective Action Plan for the years 2025-2026.

The Program of the XXIV Constitutional Government is based on strategic pillars, which guide its action in the various areas of governance, and which reaffirm the ambition to make the country fairer and more supportive, which combats social and territorial inequalities, protects the most vulnerable, guarantees the quality of public services and promotes social cohesion and civic participation.

Among the most vulnerable people are the homeless.

In recent years, Portugal has seen a significant increase in the number of people experiencing homelessness. Recent data from the Characterization of People Experiencing Homelessness, for 2023, shows that 13,128 people remain in this situation.

There is a consensus that the phenomenon is complex, multidimensional and heterogeneous in expression, which requires a new strategic framework for the policies to be implemented that is capable of taking an integrated approach to the different sectoral policies, coordinating with all the political and social players and monitoring the impact of the policies on achieving the goal of integrating people experiencing homelessness.

The Strategy that was in force did not prevent an increase in homelessness and the XXIV Constitutional Government found that there was no impact assessment of the measures in force, nor was there an up-to-date characterization of people in this situation, since the existing data referred to the year 2022.

Thus, by Order no.No. 9648/2024, of August 21, by the **Minister of Labor, Solidarity and Social Security**, an inter-ministerial working group was set up with the following objectives: evaluation of the policies implemented; the most up-to-date survey of people experiencing homelessness; characterization of people experiencing homelessness; evaluation of the action and characterization of the Homelessness Planning and Intervention Centres (NPISA), and other structures that coordinate actions to integrate people experiencing homelessness; and presentation of proposals for the New National Strategy for the Integration of People Experiencing Homelessness 2025- 2030 (ENIPSSA).

The working group, made up of representatives from various areas of government, namely the Presidency of the Council of Ministers, the Ministry of Territorial Cohesion, the Ministry of Justice, the Ministry of Internal Affairs, the Ministry of Health, the Ministry of Infrastructure and Housing, the Ministry of Labor, Solidarity and Social Security, and the executive manager of the National Strategy for the Integration of People Experiencing Homelessness, sought, from the outset, the active participation of various entities, including NPISA, which is based in the municipalities.

The working group set up by the XXIV Constitutional Government finished its work on October 15, 2024 and concluded with a set of recommendations and guidelines for the future that certify the adoption of the New ENIPSSA.

In short, once the ENIPSSA 2017-2023 program cycle is over, after the evaluation that has now been carried out, it is clear there is a need for a new strategic direction which, as has been mentioned, requires greater intersectoral coordination and operational integration of public measures and policies, as well as innovative responses. The goal, always centered on the person, must be to build a life project.

It should be added that Principle 19 of the European Pillar of Social Rights states that "Housing and assistance for people experiencing homelessness", that: (i) people in need should be guaranteed access to good quality social housing or housing assistance; (ii) vulnerable people have the right to adequate assistance and protection in the event of eviction; (iii) people experiencing



homelessness should be provided with adequate housing and services to promote their social inclusion.

For their , the United Nations' 2030 Agenda and Sustainable Development Goals (SDGs) define a set objectives and targets to promote more effective and humane policies, putting human dignity and sustainable development at the center of their concerns.

The European Parliament resolution of November 24, 2020 on reducing homelessness in the European Union (EU) [2020/2802(RSP)] reaffirms concerns about the situation of than 4 million homeless European citizens and the causes of this increase, recalls that access to housing is a basic right for all people, calls on the EU and the Member States to end homelessness in the Union by 2030.

In this regard, the European Parliament calls on the European Commission to propose an EU framework for national strategies on homelessness, calling on Member States to adopt a common framework of coherent indicators allow systematic comparison and assessment of the extent of homelessness in different Member States.

It also recommends that the phenomenon be eliminated through targeted and integrated policies, addressing personal and structural risk factors. It also recommends the adoption of the "Housing First" principle, based on good practices developed in some Member States and innovative approaches. It also suggests taking primary responsibility for work on prevention and early intervention, giving a more proactive role to regional and local services. It also proposes that , integrated, community-based national strategies be adopted for housing homeless people and that constant and continuous access to emergency reception centers be ensured, which should be temporary not an alternative to structural solutions.

For its , the European Parliament Resolution of January 21, 2021, of the Committee on Employment and Social Affairs, on access to decent and affordable housing for all [2019/2187(INI)], reiterates some of the aforementioned demands and urges Member States to make the shortfall in investment in affordable housing a priority, calls for the implementation of the "Housing First" program as an integrated strategy to combat homelessness.

Finally, the Lisbon Declaration on the European Platform to Combat Homelessness -On June 21, 2021, the signatories pledged to work together under the umbrella of the Platform and to renew their efforts to combat the problem, mainly by strengthening prevention and implementing efficient and innovative integrated approaches to promote its eradication.

The construction of the NEW ENIPSSA for the 2025-2030 program cycle took into account the international framework, the national public policy measures that contribute to preventing and combating this phenomenon and the evaluation of the results achieved by ENIPSSA 2017-2023, in order to promote a paradigm shift in this area.

In this context, the New National Strategy seeks, from the outset, to respond to the immediate needs of people experiencing homelessness, and proposes long-term solutions, both for people at risk and for those already experiencing homelessness.

NOVA ENIPSSA presents a set of responses that are more flexible, differentiated and suited to each type, taking into account the different characterization and heterogeneity of people experiencing homelessness. It also promotes an innovative response, "Designing the Life Project", to be developed initially as a pilot project, which aims to reintegrate the person into the community and accompany them beyond the homeless situation, preventing them from returning to this condition, acting in three distinct phases: emergency, transition and autonomous accompaniment.

The New Strategy also defines a simpler, more articulated and closer governance structure that calls for integrated and effective management of measures, in a process of horizontal coordination and cooperation between central, regional and local authorities, with the participation of the different sectors of civil society.

The New Strategy is based on a less centralized model, which relies on the role of communities on the ground, albeit under national coordination.

In addition, the proposed measures will now be subject to follow-up, monitoring and impact assessment, so that the effectiveness of the interventions developed can be gauged through the Action Plans.

Like this:

Under the terms of Article 199(g) of the Constitution, the Council of Ministers resolves: 1 - To approve the New National Strategy for the Inclusion of People Experiencing Homelessness

2025-2030, hereinafter NEW ENIPSSA 2025-2030, set out in Annex I, as well as an action plan for the years 2025-2026, set out in Annex ii, to this resolution, and of which they form an integral part.

2 - To establish that the NEW ENIPSSA 2025-2030 will be coordinated by the member of the Government responsible for the social and inclusion area.

3 - To determine that the NEW ENIPSSA 2025-2030 is organized around the following strategic axes:

a) Axis 1 - Identification, prevention and minimization of risk factors associated with homelessness;

b) Axis 2 - Promoting social inclusion and empowerment for full citizenship;

c) Axis 3 - Monitoring, evaluation and innovation in public policies to combat homelessness.

4 - Create an Interministerial Commission (IC) and Planning and Semi-Intervention Centers -Shelter (NPISA).

5 - To determine that the Interministerial Commission (IC) is made up :

a) A representative of the member of the Government responsible for the areas of work, solidarity and social security, who coordinates;

b) A representative of the member of the government responsible for migration;

c) A representative of the member of the government responsible for territorial cohesion;

d) A representative of the member of the government responsible for national defense;

e) A representative of the member of the government responsible for justice;

f) A representative of the member of the government responsible for internal administration;

g) A representative of the member of the government responsible for education, science and innovation;

h) A representative of the member of the Government responsible for health;

i) A representative of the member of the government responsible for infrastructure and housing;

j) A representative of the member of the Government responsible for the areas of youth and modernization.

6 - To establish that the IC may include, by decision of its members, representatives other governmental areas, or personalities of recognized scientific or professional merit in the areas covered by the NEW ENIPSSA 2025-2030.

7 - To determine that the NEW ENIPSSA 2025-2030 has a national coordinator, who is responsible for carrying out the acts necessary to implement the approved plan, as well as other acts necessary to achieve the objectives of this strategy, to be appointed by the member of the Government responsible for the areas of work, solidarity and social



security, in close coordination with the same.

8 - To determine that the IC is responsible for establishing the general political guidelines for the development, implementation and monitoring of the NEW ENIPSSA 2025-2030, monitoring its implementation and approving the action plans for 2027-2028 and 2029-2030.

9 - Establish that the IC shall meet every three months after receiving the written communication referred to in the following paragraph.

10 - To determine that the national coordinator of the NEW ENIPSSA 2025-2030 communicates in writing to the CI coordinator the measures implemented, impacts and the degree of implementation of the strategy, every three months, for the purposes of the previous paragraph.

11 - To determine that the national coordinator of the strategy will be assisted by multidisciplinary team, which will be coordinated by him, up to five members, to be allocated by the Social Security Institute, I. P.

12 - To determine that the national coordinator of the strategy draws up an annual mid-term evaluation report and a final report on the Strategy Action Plan.

13 - To determine that the Social Security Institute, I. P., shall provide technical, logistical, administrative and financial support to the coordinator and the team referred to in . 11.

14 - To establish that the coordinator of the NEW ENIPSSA 2025-2030 meets regularly with representatives of the entities mentioned below, in order to consult, evaluate, implement and monitor the objectives defined in the action plans:

- a) A representative of the Executive Directorate of the National Health Service (DE-SNS);
- b) A representative of the Agency for Integration, Migration and Asylum (AIMA);
- c) A representative of the National Association of Portuguese Municipalities (ANMP);
- d) A representative of the Regional Coordination and Development Commissions (CCDR);
- e) A representative of the National Coordination of Mental Health Policies;
- f) A representative of the Directorate-General for Health (DGS);
- g) A member of the cabinet of the member of the government responsible for the areas of social action and inclusion;
- h) A representative of the Directorate-General for Reintegration and Prison Services;
- i) A representative of the Institute for Addictive Behaviors and Dependencies, I. P. (ICAD). (ICAD);
- j) A representative of the Instituto da Habitação e da Reabilitação Urbana, I. P.;
- k) A representative of the Social Security Institute, I. P.;
- l) A representative of the Instituto de Emprego e Formação Profissional, I. P.;
- m) A representative of the Santa Casa da Misericórdia de Lisboa;
- n) A representative of organizations representing homeless people and people who have experienced or are experiencing homelessness;
- o) One representative from the Homelessness Planning and Intervention Centers (NPISA) per region (NUTII).
- p) A representative of the Directorate-General for National Defense Resources.

15 - Establish that within 10 days of the appointment of the coordinator of the NEW ENIPSSA 2025-2030, the coordinator of the Interministerial Commission must indicate the representatives of the entities referred to in the previous paragraph to the national coordinator of the NEW ENIPSSA 2025-2030.

16 - The coordinator of the Interministerial Commission may request the collaboration or consult other persons or entities whose contributions it deems relevant.

17 - To determine that it is up to the coordinator of the New National Strategy:

- a) Representing, coordinating and monitoring the implementation of the NEW ENIPSSA 2025-2030 at central, regional and local level;

b) Ensure intersectoral and interministerial coordination of the NEW ENIPSSA 2025-2030 with national and municipal strategies, programs and plans and the territorialization of measures;

c) Communicate in writing to the CI coordinator the measures implemented, impacts and degree of implementation of the strategy, every three months;

d) Draw up an annual mid-term evaluation report and a final report on the 2025-2026 Strategy Action Plan;

e) Present the biennial progress action plans for the 2027-2028 and 2029-2030 program cycles and the respective quarterly monitoring and mid-term evaluation reports;

f) Draw up the final evaluation report for the NEW ENIPSSA 2025-2030, to be submitted to the Interministerial Commission for approval by the member of the Government responsible for the areas of work, solidarity and social security, by the end of the first quarter following the end of its term;

g) Ensure that the NOVA ENIPSSA 2025-2030 monitoring, evaluation and planning tools are published on the NOVA ENIPSSA website.

18 - Define that the implementation of the New Strategy includes the Homelessness Planning and Intervention Centers (NPISA), which are multi-sectoral structures created by municipal councils and integrated into the Local Social Action Councils and/or the Social Network's supra-council platforms.

18.1 - To establish that the NPISA should include representatives of local public and private bodies, as deemed appropriate by the municipal councils.

18.2 - Define that the NIPSAs work closely with the central and district social security services and institutions with competence in the area of social security and employment.

19 - To determine that the coordination of the NPISA is the responsibility of the City Council, or an element designated by it, and aims to ensure greater effectiveness in prevention, rationalization of means to combat the phenomenon, and promotion of the rights and inclusion of people experiencing homelessness.

20 - To determine that NPISA is responsible for:

a) Contribute to ensuring the implementation, monitoring and evaluation of the NEW ENIPSSA 2025-2030 at regional and local level;

b) Promote concerted, integrated and networked action with the bodies working in this field;

c) Protecting the dignity of homeless people by promoting and facilitating access to and the exercise of rights to social protection, housing, health, employment and training, and education, in close coordination with local and national authorities;

d) Promote awareness campaigns to prevent discrimination and stigmatization of homeless people;

e) Ensure the right to a reference technician and an individual inclusion plan and/or insertion contract, which will enable people experiencing homelessness leave their situation in a sustainable way and become autonomous;

f) To ensure, in conjunction with the Local Council for Social Action, greater efficiency and better coverage and organization of the set of responses and equipment to meet the needs of homeless people;

g) Draw up NPISA's biannual action plan, in line with the strategic axes and objectives of the respective action plans of NOVA ENIPSSA, and in close coordination with the strategic objectives of NOVA ENIPSSA.

The report must be submitted to the national coordinator by December 31st of year, as well the respective report activities, evaluation and implementation of the measures and activities carried out, to be submitted by March 31st of the following year.

21 - To establish that, for remuneration purposes, the national coordinator is equivalent to a 1st degree senior management position, under the terms of the Statute for the Management of Public Administration Services and Organizations, approved by Law no. 2/2004, of January 15, in its current wording.

22 - To determine that the members of the Interministerial Commission and the Homelessness Planning and Intervention Centers do not receive any remuneration or allowances for the performance of their duties, including attendance fees and allowances.

23 - To determine that it is the responsibility of each government area involved in the execution of the actions and measures to be implemented within the scope of ENIPSSA 2025-2030 to ensure their implementation and the existence of an available budget allocation by the entities involved.

24 - Establish that the funds to be allocated to the implementation of ENIPSSA 2025-2030 are within the budgetary framework of the services and bodies responsible and that, where applicable, their implementation by European funds is safeguarded, namely by Portugal 2030 and the Recovery and Resilience Plan.

25 - Repeal Council of Ministers Resolution no. 61/2024, of April 2.

26 - To determine that this resolution shall enter into force on January 1, 2025.

Presidency of the Council of Ministers, December 18, 2024. - The Prime Minister, Luís Montenegro.

ANNEX I

(referred to in paragraph 1)

New National Strategy for the Inclusion of People Experiencing Homelessness 2025-2030

Part A - Framework and national context of the phenomenon

At national level, concerns about combating this phenomenon have led to the implementation of two national strategies for the integration of homeless people, the most recent of which expires at the end of 2024.

The XXIV Constitutional Government found that there no evaluation of this strategy, no evolution of the data on homeless people and no characterization of .

Thus, by Order no.No. 9648/2024, of August 21, by the Minister of Labor, Solidarity and Social Security, an inter-ministerial working group (WG) was set up, with the objectives of evaluating the policies implemented, a more up-to-date survey of people experiencing homelessness; characterization of people homelessness, evaluation of the action and characterization of the Homelessness Planning and Intervention Centres (NPISA), and other structures that coordinate actions to integrate people experiencing homelessness, and presentation proposals for the New National Strategy for the Integration of People Experiencing Homelessness 2025-2030 (ENIPSSA 2025-2030).

The portrait drawn by the WG shows the extent of the phenomenon and characterizes people experiencing homelessness, which are fundamental aspects for defining a plan and respective lines of action capable of effectively integrating people experiencing homelessness.

The period under review shows a significant increase in the number of people experiencing homelessness, which currently stands at 13,128 people, representing an increase of 2,355 people

compared to 2022, of which 7705 are homeless people, living in public spaces, emergency centers or in precarious places, and 5423 homeless people, living in temporary accommodation, shared apartments, transitional apartments, Housing First and hotel units (rooms).

In 2023, 987 people left homelessness by obtaining permanent housing.

The visible manifestation of the phenomenon is scattered across various municipalities in the country, with a special focus on the urban and metropolitan areas of Lisbon and Porto, where the problem is more prevalent. The Alentejo and Algarve regions, however, have the highest proportions of homeless people per 1,000 inhabitants, 3.32 % and 2.88 % respectively, in contrast to the North and Center, which have the lowest figures, 0.73 % and 0.77 % respectively.

With regard to the profile of the population, and in line with other European countries, there is still a predominance of a male profile, of adult men, single, of Portuguese nationality, with a low level of education, whose dominant source of income is social benefits from the social security system, Social Insertion Income, pensions and other benefits, pensions and other benefits. The main causes of their homelessness lack of family support, unemployment and job insecurity, dependence on psychoactive substances and alcohol, and economic insufficiency, the latter of which particularly affects homeless people. The latter, when income from work is identified, have a more precarious employment relationship and occasional wages.

The data has, however, shown a significant number of homeless women and, in some geographical contexts, a significant increase in young and elderly people, representing a worsening risk of social exclusion for these specific groups. The number of homeless couples is particularly high in the Alentejo and the Lisbon metropolitan area.

When analyzing the length of time spent on the streets, it can be seen that for homeless people the length of time spent in this situation is between 1 year and less than 5 years. The North and the Lisbon metropolitan area have the highest proportion of more recent situations, of up to 1 year, while the Alentejo and the Center have the highest percentage of people who have been homeless for 10 years or more. When comparing the situation of homeless people, the time spent on the streets is up to 1 year. The Lisbon metropolitan area and the Northern region have the highest proportion of people who have been homeless for more than 5 years and 10 or more years.

Access to permanent housing is the gateway and one of the first conditions for the full inclusion of people experiencing homelessness. The data shows, however, that 44 % of people experiencing homelessness are living in rented rooms (2,375 people), especially in the Lisbon metropolitan area and in the northern region, due to the lack or absence of reception facilities. The pressure exerted on the social emergency reception system in the areas with the highest prevalence of homeless people means that this response has to be found in another municipality, outside the place where the person is referred. The Alentejo and Algarve, where temporary accommodation centers are most prevalent, have the lowest proportion of accommodation in hotels (rooms).

Within the panorama of available housing solutions, Housing First and Shared Apartments are still not very significant in relation to the demand for housing solutions of this nature. In the period under review, a total of 4,367 homeless people were housed in temporary accommodation centers and rooms, and a total of 1,056 people were housed in specific accommodation (Housing First and Shared Apartments). As can be seen, the provision of long-term housing solutions is fundamental to the process of empowering people experiencing homelessness, an objective that has been reinforced by ENIPSSA 2017-2023.

Axis 2 of ENIPSSA 2017-2023 includes the reinforcement of an intervention to promote the integration of people experiencing homelessness, with the technicians of partner entities responsible for the social monitoring of people experiencing homelessness, under the coordination of

of the NPISA. In view of the data obtained, on December 31, 2023, 2711 people were homeless without an assigned technician, 2410 of whom were homeless. The Alentejo and Algarve are the regions where the number of people experiencing homelessness is highest.

-The percentage of homeless people without technical support is higher (60% and 49% respectively). The Center, North and Lisbon metropolitan area are the regions with the highest percentages of people with a caregiver. This situation shows that, in 2023, a significantly high number of homeless people living in public spaces did not have a caregiver assigned to them, which is why there are difficulties in collecting information on this population.

The WG's conclusions and recommendations, as well as the Characterization Survey of People Experiencing Homelessness, completed December 2023, show the need for a new strategy, more centered on the person, on building life projects, which requires greater coordination between various sectors and various agents in society, in the sense of pre-emption, emergency and structural responses.

The implementation of a comprehensive, articulated and collaborative intervention strategy is decisive for effectively tackling the complexity of homelessness and its underlying causes, promoting social reintegration and guaranteeing continuity of support.

Improving access to affordable housing, mental health services and professional reintegration programs are essential to effectively tackle the problem, and innovative responses must be created that allow for an integrated response: getting people off the streets, providing the necessary social and health care, helping them to create a life project, creating the conditions for access to employment and decent housing as far as possible.

The NEW ENIPSSA 2025-2030 is intended to be a fundamental instrument for tackling these challenges and, it is hoped, with the implementation of new policies and greater institutional cooperation, to reduce the number of people experiencing homelessness in the coming years, deepening knowledge about the phenomenon, which is essential for designing support strategies and more effective public policies.

The NEW ENIPSSA 2025-2030 is aligned with the objectives and inter-national guidelines and designs, namely the Sustainable Development Goals and the principles of the European Pillar of Social Rights, sharing the ambitions of the European Platform to Combat Homelessness, and complementarily with some of the main national strategic instruments and programs, namely the National Strategy to Combat Poverty (2021-2030), approved by Council of Ministers Resolution no. 184/2021, of December 29, and the Action Plan for the period 2022-2025, defined by Council of Ministers Resolution no. 126/2023, of October 17.^o 184/2021, of December 29, and the Action Plan for the period 2022-2025, defined by Resolution of the Council of Ministers no. 126/2023, of October 17, the National Strategy for Equality and Non-Discrimination, published by Resolution of the Council of Ministers no. 61/2018, of May 21, the National Health Plan 2030, approved by Resolution of the Council of Ministers no.^o 93/2023, of August 16, the National Coordination of Mental Health Policies, the National Plan for the Reduction of Addictive Behaviors and Dependencies 2030 and the Action Plan for the Reduction of Addictive Behaviors and Dependencies - Horizon 2024, the National Plan for the Implementation of the Global Compact on Migration, the National Housing Plan 2022-2026, approved by Law no.^o 2/2024, of January 5, in its current wording, articulating with various measures, namely the Local Housing Strategies and the 1st Right Programme (Ordinance no. 230/2018, of August 17), the National Urgent and Temporary Accommodation Exchange (BNAUT), and with the guidelines the decentralization of social action matters, following the publication of Law no. 50/2018, of August 16.

Part B - Vision, mission and principles Vision

The NEW ENIPSSA 2025-2030 advocates a new comprehensive, integrated, multidisciplinary and holistic strategic approach to identification, prevention and close and effective intervention, focusing on people experiencing homelessness, taking into account the heterogeneity of their contexts and life paths, safeguarding their right to a dignified life and full inclusion in the community.

Mission

the creation and implementation of a system of community-based support and services for people at risk of or experiencing homelessness, guaranteeing fair access to quality services, based on an approach geared towards providing access to employment and housing solutions, in close coordination with municipalities.

Duration

The New National Strategy for the Inclusion of People Experiencing Homelessness (NOVA ENIPSSA) will be implemented in the 2025-2030 program cycle, to be operationalized in Action Plans.

Principles

The NEW ENIPSSA 2025-2030 reinforces the XXIV Constitutional Government's commitment to inclusion and is guided by the fundamental principles of respecting and guaranteeing the dignity of the human person and the autonomy of people experiencing homelessness. These principles cut across the Strategy:

- a) **Prevention** - identifying the causes, promoting the definition and adoption of measures and policies for prevention and integrated intervention with people at risk or experiencing homelessness, with a view to carrying out early intervention to avoid or minimize the risk and its effects;
- b) **Person-centered approach** - for a defense of their dignity and self-determination, and a personalized and integrated intervention ensure that each person receives the necessary support, mobilizing the available resources in a coordinated and continuous manner;
- c) **Participation** - of the people benefiting from the strategy in the whole process of planning, intervening and evaluating the strategy;
- d) **Equality and non-discrimination** - safeguarding gender equality and combating discrimination;
- e) **Flexibility** - in adapting and shaping the measures to the specificities and heterogeneity of the profile of people experiencing homelessness, and to the persistence of the causes and consequences of the phenomenon;
- f) **Approach to housing** - through the development of affordable, stable and secure housing policies, suited to the person's life project;
- g) **Deinstitutionalization** - through planned and secure transition processes, when leaving institutions, including prisons, health units, foster homes and others;
- h) **Intersectoral cooperation** - for a culture of intersectoral and interinstitutional commitment and mobilization to achieve the strategy's goals;
- i) **Territorialization** - by strengthening a network of partnerships and collaboration between the central administration, local authorities, non-governmental organizations and the social and solidarity sector, public and private entities, companies and civil society for an articulated, integrated and effective response to the problem of homelessness;
- j) **Approach to work and integration into the community** - through access to specific qualification and vocational training programs and the promotion of employability conditions;
- k) **Continuous monitoring and evaluation of results** - in the permanent assessment of the impacts achieved through its implementation and the presentation of proposals and recommendations.

Concept of "homeless person"

A homeless person is one who, regardless of their nationality, documentary status, racial or ethnic origin, religion, age, gender, sexual orientation, socio-economic status, physical and mental health condition and disability, is a situation of homelessness:

Homeless, living in a public space, in an emergency shelter or with a precarious whereabouts; or

Homeless, in temporary accommodation designated for this purpose.

Prevention and intervention model

The NEW ENIPSSA 2025-2030 reinforces the preventive dimension of the actions of its operative structures, through proactive measures that promote the combination of measures that seek to avoid homelessness, through effective monitoring and referral of risk situations that lead to and the strengthening of community support networks to avoid social and housing breakdowns.

The intervention model requires an interdisciplinary perspective, an articulated, integrated and personalized approach, supported by proximity community structures, aligned with the national and local objectives of the territories, as well as the operational adequacy between the various public policies, health, housing, employment, social protection, at central, regional and local level.

Part C

Strategic axes, general objectives and specific objectives

For the 2025-2030 period, the Strategic Axes (EE) on which the NEW ENIPSSA is based and to which the General Objectives (OG) and Specific Objectives (OE) converge through measures to be developed in a joint framework of strategic guidelines and lines of action, to be implemented through public policies, are defined.

The three Strategic Axes that make up the NEW ENIPSSA are as follows:

Strategic Axis 1 - Identifying, preventing and minimizing the risk factors associated with homelessness:

General Objective 1 - Identify and prevent homelessness;

Specific Objective 1.1 - To develop sectoral and local approaches to the early identification of risk factors and the regular monitoring of situations of social and housing vulnerability;

Specific Objective 1.2 - Ensure inter-institutional monitoring and evaluation mechanisms to prevent a return to homelessness;

Specific Objective 1.3 - Promote collaborative, coordinated and networked work between local entities and partnerships;

General Objective 2 - Promote a genuine organizational and community culture of prevention;

Specific Objective 2.1 - Develop awareness-raising actions among the local community to raise awareness of the phenomenon and combat stigma;

General Objective 3 - Reduce the number of people experiencing homelessness;

Specific Objective 3.1 - Ensure that no person has to remain on the streets due to a lack of response;

Specific Objective 3.2 - Intervene quickly in recent homeless situations, reducing time on the streets through stable and safe housing solutions;

Specific Objective 3.3 - Prevent and reduce the length of time homeless people spend on the streets;

General Objective 4 - Ensure institutional cooperation so that no person in the process of deinstitutionalization, without housing and a family or social support network, becomes homeless;

Specific Objective 4.1 - Review and implement action protocols with the DGRSP, DGS/Mental Health Coordination, ICAD and ULS;

Specific Objective 4.2 - Monitor the implementation of defined action protocols.

Strategic Axis 2 - Promoting social inclusion and empowerment for full citizenship: General

Objective 1

- Ensuring access to specialized support services, without discrimination;

Specific Objective 1.1 - Ensure swift and effective referral, support and institutional intervention mechanisms, prioritizing dignity and safety;

Specific Objective 1.2 - Improve access to specialized mental health care;

Specific Objective 1.3 - Improve access to specialized programs and care in the field of addictive behaviors and dependencies, namely treatment, risk reduction and harm minimization;

Specific Objective 1.4 - Ensure specialized intervention for especially vulnerable people experiencing homelessness, such as the elderly, young people, people with disabilities, people in prison and the migrant population.

General Objective 2 - Promote access to housing responses (Housing First, apartments, shared and others);

Specific Objective 2.1 - Promote access to permanent housing solutions within the framework of local Housing Strategies;

Specific Objective 2.2 - To characterize homeless people in Housing First and shared apartments and to assess the impact on their autonomy and the sustainability of their life projects;

Specific objective 2.3 - Promote the evaluation and qualification of temporary and emergency accommodation responses;

Specific Objective 2.4 - Promote the regulation of social responses aimed at temporary and transitional housing;

General Objective 3 - Ensure multidisciplinary technical support for all people experiencing homelessness during their journey towards integration and autonomy;

Specific Objective 3.1 - To guarantee an integration contract and/or individual intervention plan for all people;

Specific Objective 3.2 - Ensure access to specific qualification and vocational training programs and promote employability conditions;

Specific Objective 3.3 - To develop initiatives that promote the inclusion and participation of homeless people in community life;

Specific Objective 3.4 - Promote training and technical capacity building for professionals and organizations;

Strategic Axis 3 - Monitoring, evaluation and innovation in public policies to combat the phenomenon:

General Objective 1 - To implement a multilateral governance system aimed at monitoring and evaluating the impact of public policies in combating the phenomenon;

Specific Objective 1.1 - Implementation of a new tool for collecting information, as well as indicators for characterizing people experiencing ;

Specific Objective 1.2 - Improve monitoring and evaluation tools and develop methodologies to enable continuous reporting on the implementation and impact of the NEW ENIPSSA measures;

Specific Objective 1.3 - Ensure monitoring and evaluation and promote the creation, interoperability and articulation between the information systems of the entities involved.

General Objective 2 - Promote innovation in public policies and measures to combat the phenomenon;

Specific Objective 2.1 - To develop experimental pilot projects, in partnership with municipalities, to develop new approaches and intervention models, according to the specific needs of the territories;

General Objective 3 - Evaluate the implementation of the NEW ENIPSSA 2025-2030, to be carried out by its coordinator;

Specific Objective 3.1 - Communicate every three months, in writing, the measures implemented, impacts and execution of the NEW ENIPSSA 2025-2030;

Specific Objective 3.2 - Presentation of the final evaluation report of the NEW ENIPSSA 2025-2030 to be submitted to the IC.

ANNEX II

(referred to in paragraph 1)

Action Plan for 2025-2026
Strategic Axis 1 - Identification, prevention and minimization of risk factors associated with homelessness

General objectives	Specific objectives (SO)	Actions	Government areas	Responsible entity	Indicators	Target 2025	Target 2026
General Objective 1 - Identify and prevent homelessness	SO1.1 - Develop sectoral and local approaches to early identification of risk factors and regular monitoring of situations of social and housing vulnerability	Define an integrated warning and prevention system according to risk factors	MTSS S MS MJ MIH MACT MDN	ENIPSS A ISS DGS/Directorate of Services Disease Prevention and Pro-Health motion CNSM DGRSP ICAD Municipalities DGRDN	Document defining Prevention and proposing an alert system	By the end of 2025	National dissemination Implementation in municipalities with NPISA
	SO1.2 - Ensure inter-institutional monitoring and evaluation mechanisms to prevent a return to homelessness	Implement ENIPSSA's information system (IS)	MTSSS	ENIPSSA Institute of Informatics	IT platform	By the end of 2025 - all NPISA	Extend to municipalities without NPISA
	SO1.3 - Promote collaborative, coordinated and networked work between local entities and partnerships	Hold regional and national meetings between NPISA and municipalities that don't have an NPISA	MTSSS	ENIPSS A CCDRs ISS NPISA	Number of meetings held Participation rate	2 meetings per Region (NUTII) 1 National meeting	2 meetings per Region (NUTII) 1 National meeting
		Hold regional meetings with	MTSS S	ENIPSS A	Number of meetings held	1 meeting per Region (NUTII)	1 meeting per Region (NUTII)

	municipalities where there is a phenomenon to stimulate	MAC T	CCDRs ISS/DDSS	Participation rate		
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the creation of

NPIS

General objectives	Specific objectives (SO)	Actions	Government areas	Responsible entity	Indicators	Target 2025	Target 2026
		Hold local, regional and national workshops to promote prevention	MTSSS MS MIH MJ	ENIPSSA DGS/Directorate of Disease Prevention and Health Promotion Services IHRU DGRSP ISS-LNES (National Social Emergency Line); Courts; Municipalities; IPSSs and NGOs working in this area		1 workshop organized by each area	1 workshop organized by each area
		Implement guidelines on disease prevention and health promotion and protection	MS	DGS/Directorate of Disease Prevention and Health Promotion Services	Reference with print-ready materials Training guide for health professionals	2nd semester of 2025	n.a.
General Objective 2 - Promote an organizational and community culture for prevention	SO2.1 - Develop awareness-raising activities in the local community to raise awareness of the phenomenon and combat stigma	Develop awareness-raising actions to combat stigma and discrimination against homeless people	MTSS S ME	IEF P DG E	Number of actions carried out Rate and type of participation in actions	3 actions	5 actions
General Objective 3 - Reduce the number of people experiencing homelessness	SO3.1 - Ensure that no person has to remain on the streets due to a lack of response	Improving and updating the signposting procedure for homeless people	MTSS S MDN	ENIPSS A ISS NPISA S DGRD N	Review of the signaling procedure	1st semester of 2025	n.a.
		Increasing the number of places in accommodation responses (emergency and	MTSSS MIH MACT	ENIPSS A IHRU Municipalities	Number of vacancies created	BNAUT target	BNAUT target

transitional)					
Increase the number of vacancies in housing responses (Social Emergency Housing Center (CAES 2.0))	MTSS S MAC T	ISS Municipalities	Number of centers created	3 CAES 2.0	3 CAES 2.0

General objectives	Specific objectives (SO)	Actions	Government areas	Responsible entity	Indicators	Target 2025	Target 2026
		Creation of measures and criteria for positive differentiation that allow access to social and affordable rentals	MTSS MIH MACT	IHRU Municipalities IGFSS	Designing Life pilot project	Com-proved adaptation to housing responses	Integration into the job market (solidarity partners)
		Access to supported, reduced and/or affordable rent	MTSS S MIH	IHRU Municipalities	Designing Life pilot project		Delivery of the final home
	SO3.2 - Intervene swiftly in recent homeless situations, reducing time on the streets through stable and safe housing solutions	Increase responses to temporary and emergency housing	MTSS	ENIPSS A NPISA S	Time spent on the street	Reduction in the number of people on the streets less than a year ago, currently 39%.	Continue to reduce the number of people on the streets for one year less.
	SO3.3 - Prevent and reduce the length of time homeless people spend on the streets	Mapping and georeferencing housing support responses	MTSS S MAC T MDN	ENIPSSA Municipalities GEP DGRDN	Updated Social Charter	Social Charter updated by the end of 2025	
		Strengthen the creation of street teams	MTSS S MAC T	ENIPSS A CCDR Municipalities	Number of street teams created	Define the number of street teams to be created by 2nd half of 2025	
General Objective 4 - Ensure inter-institutional cooperation so that no person in the process of de-institutionalization, without housing and a family	SO 4.1 - Review and implement action protocols with the DGRSP, DGS/Mental Health, ICAD and ULS	Review DGRSP, ICAD and DGS Mental Health Referral Guides	MTSS S MS MJ	ENIPSSA DGRSP, ICAD and DGS/Mental Health and National Commission for Mental Health Policies (CNPSM) NPISAS	Referral guides	Proposed Guides for validation by the end of 2025	National dissemination Implementation at least in NPISA



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becomes homeless.

.2 - Monitor the implementation of defined protocols	To be defined after the review of the action protocols	MTSS S MS MJ	ENIPSSA DGRSP, ICAD and DGS/Mental Health and CNPSM NPISAS		To be defined after the review of the performance protocols	30-12-2024
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Strategic Axis 2 - Promoting social inclusion and empowerment for full citizenship

General objectives	Specific objectives	Actions	Government areas	Responsible entity	Indicators	Target 2025	Target 2026
General Objective 1 - Ensure access to specialized services, support equality and combating discrimination	SO1.1 - Ensure swift and effective referral, support and inter-institutional intervention mechanisms, prioritizing dignity and safety	Implement ENIPSSA's information system (IS)	MTSS S MDN	ENIPSSA Institute of Informatics DGRDN	IT platform	All NPISAs use the IS	All NPISAs use the IS At least half of the remaining municipalities use the Platform to report characterization data
	SO1.2 - Improve access to specialized mental health care	Review referral guide for mental health services	MTSS S MS	ENIPSSA DGS/Mental Health NPISAS	Referral guide	Proposal for validation by the end of 2025	National dissemination Implementation at least in NPISA
		Expand and strengthen community mental health teams	Health	Mental Health Coordination	Number of teams	40 teams up to end of 2025	
	SO1.3 - Improve access to specialized programs and care in the field of addictive behaviors and dependencies, namely treatment, risk reduction and harm minimization	Review ICAD referencing guide	MTSS S MS	ENIPSSA ICAD NPISAS	Referral guide	Proposal for validation by the end of 2025	National dissemination Implementation at least in NPISA
		Ensure that all PSSA with addictive behaviors and dependencies have timely access to treatment and/or risk reduction and harm minimization structures.	MS	ICAD	Number of new PSSA users admitted to ICAD's Local Intervention Units for Addictive Behaviors and Dependencies/Number of PSSA with Addictive Behaviors and Dependencies (PSSA/ENIPSSA Annual Characterization Survey)	100 %	100 %

<p>S01.4 - Ensure specialized intervention for especially vulnerable people homelessness, such as the elderly, young people, people with disabilities, people in prison and migrants</p>	<p>Review and update the ENIPSSA intervention model, providing it with appropriate approaches for specific groups</p>	<p>MTSS S MS MJ PCM MIH MDN</p>	<p>ENIPSS A DGS ISS ICAD DGRS P INR AIMA DGRD N</p>	<p>Intervention model</p>	<p>1st semester of 2025</p>	<p>30-12-2024</p>
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General objectives	Specific objectives	Actions	Government areas	Responsible entity	Indicators	Target 2025	Target 2026
General Objective 2 - Promote access to housing (Housing First, shared apartments, etc)	SO2.1 - Promote access to permanent housing solutions within the framework of local housing strategies	Signposting homeless people to housing and rental support measures	MTSSS MIH MACT	ENIPSS A IHRU Municipalities	Number of people signaled Vs number of homeless people	All homeless PSSA (NPISA) flagged in the Local Housing Strategy (ELH)	
		Increase the number of places in Housing First and shared apartments	MTSS S MAC T	ENIPSSA Municipalities	Number of vacancies	Open notice (ISS) 600 vacancies 1st semester of 2025	
	SO2.2 - Draw up a characterization of homeless people living in Housing First (HF) and shared apartments and carry out an impact assessment on their autonomy and the sustainability of their life projects.	Carry out an impact assessment study on shared apartments (AP) Systematize existing data on the impact of HF	MTSSS	ENIPSS A NPISA Universidade Nova SBE IPSS	Evaluation instrument and methodology Report	Pilot project in the Algarve	Impact assessment of all PAs
	SO2.3 - Promote the evaluation and qualification of temporary and emergency accommodation responses	Draw up a guide for evaluating temporary and emergency accommodation responses	MTSSS	ENIPSS A ISS	Document	1st semester of 2025	
	SO2.4 - Promote the regulation of social responses aimed at transitional housing	Draw up a proposal for legal diplomas to regulate temporary and transitional housing responses	MTSSS	ENIPSS A DGSS ISS	Number of diplomas	PA and HF regulation	
General Objective 3 - To ensure multidisciplinary technical support for all people experiencing homelessness during the integration and self-nominalization process.	SO 3.1 - Ensure an integration agreement and/or individual intervention plan for all people	Ensure that every person who is referred has a reference technician	MTSSS	ENIPSS A NPISA	% of PSSA with reference technician	Homeless 75 % Homeless 90 %	Homeless 90 % Homeless 100 %
		Ensure that everyone has an individual plan or integration contract	MTSSS	ENIPSS A	% of PSSA with individual plan or insertion contract	Homeless 75 % Homeless 90 %	Homeless 90 % Homeless 100 %



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<p>SO 3.2 - Ensure access to specific qualification and vocational training programs and promote employability conditions</p>	<p>1 - Ensure that everyone has a personal manager and a personal employment plan</p> <p>2 - Providing placements and integration</p> <p>o employment and training measures</p>	<p>MTSSS</p>	<p>ENIPSS</p> <p>A IIEFP</p>	<p>1 - % of PPE formulated in relation to the total number of registrants</p> <p>2 - % of registered candidates who are integrated into an employment or training response</p>	<p>1 - 95 %</p> <p>2 - 50 %</p>	<p>1 - 97 %</p> <p>2 - 60 %</p>	<p>30-12-2024</p>
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General objectives	Specific objectives	Actions	Government areas	Responsible entity	Indicators	Target 2025	Target 2026
	SO3.3 - Develop initiatives to promote the inclusion and participation of homeless people in community life	Ensure that all NPISAs take action to involve PSSAs	MTSSS	ENIPSS A NPISA	Number of shares and type of shares Participation rate	At least one action per NPISA	At least two actions per NPISA
	SO3.4 - Promote training and technical capacity- building for professionals and organizations	Review the training benchmark	MTSSS	ENIPSS A ISS	Updated Training Framework	1st semester of 2025	
		Carry out a training program on ENIPSSA and the intervention model	MTSSS	ENIPSS A ISS	Number of training actions Participation rate	1 training action	2 training actions
		Carry out training for reference technicians	MTSSS	ENIPSS A ISS	Number of training actions	1 training action	2 training actions

Strategic Axis 3 - Monitoring, evaluation and innovation in public policies to combat homelessness

General objectives	Specific objectives	Actions	Government areas	Responsible entity	Indicators	Target 2025	Target 2026
General Objective 1 - Implement a multilateral governance system aimed at monitoring and evaluating the impact of public policies in combating the phenomenon.	SO1.1 - Implementation of a new tool for collecting information and indicators to characterize people experiencing homelessness	Reviewing and reformulating the annual characterization data collection questionnaire	MTSSS	ENIPSS A ISS INE	Revised questionnaire	Proposed questionnaire revised by the end of the year	Implementation of the revised questionnaire
	SO1.2 - Improve and monitoring	Create an ENIPSSA monitoring tool	MTSSS	ENIPSSA	Instrument	1st semester of 2025	n.a



evaluation tools and develop methodologies to enable continuous reporting on the implementation and impact of NEW ENIPSS A measures	Create a tool to monitor the action of NPISA	MTSSS	ENIPSSA	Instrument	1st semester of 2025	n.a
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General objectives	Specific objectives	Actions	Government areas	Responsible entity	Indicators	Target 2025	Target 2026
	SO1.3 - Ensure monitoring and evaluation and promote the creation, interoperability and articulation between the information systems of the entities involved	Implement ENIPSSA's information system (IS)	MTSSS	ENIPSSA Institute of Informatics	IT platform	All NPISAs use the IS	All NPISAs use the IS At least half of the remaining municipalities use the Platform to report characterization data
General Objective 2 - Promote innovation in public policies and measures to combat the phenomenon	SO2.1 - Develop experimental pilot projects, in partnership with municipalities, to develop new approaches and intervention models, according to the specific needs of the territories.	The governing areas of the MTSSS and Infrastructure and Housing define the pilot project model to be developed	MTSSS MIH Municipalities and Research Centers	ENIPSSA IA IHRU ISS		1st semester of 2025	
	.2 - Identify innovative projects for homeless people whose profile does not fit into existing responses	Finding partners/entities available to design and develop innovative projects	MTSSS	ENIPSSA		n.a.	1st semester 2026
General Objective 3 - Evaluate the implementation of the NEW ENIPSSA 2025-2030, the effect by its coordinator.	SO 3.1 - Communicate every three months, in writing, to CI, the measures implemented, impacts and execution of the NEW ENIPSSA 2025-2030	Evaluating the implementation of public policies.	MTSSS	ENIPSSA		Three-monthly presentation	Quarterly presentation
	Specific Objective 3.2 - Presentation of the final evaluation report of the NEW ENIPSSA 2025-2030, to present to CI.	1 - Evaluate the implementation of public policies. 2 - Submit the final evaluation report to CI for approval. 3 - Publication of the report on the ENIPSSA website	MTSSS	ENIPSSA		n.a.	By the end of the 1st quarter of the year following the expiry of ENIPSSA 2025- 2030

