



REPÚBLICA
PORTUGUESA

FINANÇAS



Annual Progress Report

PORTUGAL

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1 Introduction

As a result of the new economic governance framework implemented in April 2024 - Regulation (EU) 2024/1263 – each European Union (EU) Member State should submit an Annual Progress Report (APR) by 30 of April of each year.

This report should provide data on budgetary outturns to assess compliance with the net expenditure path as set by the Council and, if necessary, an analysis of the factors underlying a deviation from the path. The Report should also contain information on the implementation of reforms and investments carried out under the European Semester.

The medium-term budgetary commitments are underpinned by the net expenditure trajectory presented in the medium-term fiscal structural plan (MTFSP). On average, the net expenditure growth shall remain at or below 3.6% in 2025-2028. This figure coincides with the Reference Trajectory transmitted by the European Commission to the Portuguese authorities in June 2024, although its interannual profile differs.

Table 1.1 presents the annual ceilings for net expenditure growth recommended by the Council.

Table 1.1. Fiscal commitments for 2025-2028
(growth rate)

	2025	2026	2027	2028	Average 2025-2028
Ceiling for net expenditure growth ⁽¹⁾	5.0	5.1	1.2	3.3	3.6
<i>Memo:</i>					
Reference trajectory	4.1	3.6	3.4	3.3	3.6

Note: (1) In accordance with the Council Recommendation of 25 January 2025 (C/2025/641).

Source: Ministry of Finance and European Commission.

Chapter 2 of this report describes the macroeconomic context that Portugal faced in 2025, as well as the updated outlook for 2026, which considers the current complex and challenging geopolitical context.

Chapter 3 provides an assessment of the compliance of the 2025 budget execution data with the net expenditure trajectory as determined by the Council. It also presents the updated budgetary strategy for 2026, which is based on a prudent balance between sustainability and support for families and businesses.

Pursuant to Article 23(1) of Regulation (EU) 2024/1263, an opinion was requested from the Portuguese Public Finance Council (CFP in the Portuguese acronym) regarding the ‘assessment of the compliance of the budget execution data reported in the annual progress report with the net expenditure trajectory as determined by the Council’, and, if necessary, an analysis of the ‘factors underlying any deviation from the net expenditure trajectory as determined by the

Council'. Additionally, an opinion was requested on the updated macroeconomic scenario underlying the APR. This opinion can be found in the final section of this report.

Chapter 4 includes an overview of the progress achieved in the implementation of reforms and investments. This chapter (including its annexes) was prepared in accordance with the Guidance addressed to Member States (C/2024/3975 of 21 June) and addresses the Country Specific Recommendations (CSRs) issued to Portugal in 2025, as well as the contribution to advancing the EU's Common Priorities. It is structured around, and anchored in, the national strategic challenges, and its preparation is the result of a comprehensive approach involving all governmental areas throughout the process.

Building on an integrated approach to reforms and investments, this report systematises the progress made across the 63 policy measures (reforms and investments) initially presented in the 2025–2028 MTFSP, as well as the additional measures introduced in the 2025 APR (9) and in the present report (12).

Out of a total of 84 policy measures, it is noteworthy that 13 have been formally completed. The completed measures relate to tax policy (adoption of the Personal Income Tax (PIT) for the young and reduction of the Corporate Income Tax (CIT)), migration policy, the enhancement and valorisation of the diplomatic career, the strengthening of human and technical capacities within the consular network and the mission structure responsible for implementing the Recovery and Resilience Plan (RRP), the development of planning instruments across several sectoral areas, the promotion of knowledge and cooperation in the space domain, defence through the strengthening of international deployments and missions, and, in the field of energy, the completion of the auction for the procurement of biomethane and hydrogen.

At the same time, 8 ongoing measures are experiencing delays in their implementation, and one policy measure has not yet progressed since its inclusion in the MTFSP. The remaining 62 measures are progressing as scheduled.

Together with its presentation to the Council and the European Commission, this APR will simultaneously be submitted to the Portuguese Parliament.

2 Macroeconomic context

2.1 International context

In 2025, the global economy remained resilient, but uncertainty and geopolitical tensions intensified at the beginning of 2026.

In 2025, the global Gross Domestic Product (GDP) increased by 3.4% (the same as in 2024). Investments in technology, including Artificial Intelligence (AI) and expansionary fiscal policies partly mitigated the global uncertainty and trade tensions that arose in 2025. Global trade in goods and services accelerated in 2025 to 5.1%, from 3.7% in 2024, with goods trade growth standing out. Lowering inflation leading to some easing of monetary policy, resulted in lower financing costs for Member States, families, and companies.

However, compared with the Draft Budgetary Plan for 2026 (DBP26) published in October 2025, the macroeconomic context in 2026 has become globally less favourable, essentially due to the intensification of tensions in the Middle East, resulting in upward revisions to oil prices and short-term interest rates. Long-term interest rates and external demand directed at Portugal were revised slightly (Table 2.1).

Table 2.1. External assumptions

	Sources	2023	2024	2025	2026 (p)	
					DBP	APR
Short-term interest rate (%)	ECB; IGCP	3.4	3.6	2.2	2.0	2.5
Long-term interest rate (%)	ECB	3.2	3.0	3.1	3.4	3.3
Exchange rate (USD/EUR)	ECB	1.08	1.08	1.13	1.16	1.16
Brent price (USD/bbl)	CME Group	82.0	79.7	68.0	65.4	89.8
External demand (YoY)	BdP	-0.5	1.7	3.3	1.9	2.1

Note: (p) projected.

(a) The value of oil price for 2026 is based on futures contracts as of 08 of April 2026.

(b) The three-month Euribor rate for 2026 is based on futures contracts as of 08 of April 2026.

Source: Ministry of Finance calculations; CME Group; European Central Bank; Bank of Portugal; IGCP.

Recent indicators point to a weakening of economic activity in the first quarter of 2026, partly due to the impact of storms and floods that affected some regions in the beginning of the year. Uncertainty has increased significantly, due to renewed instability surrounding the United States (US)' tariff and trade policy, as well as the geopolitical environment, particularly the significant escalation of the conflict in the Middle East. This conflict created an immediate disruption to global energy supply, leading to higher energy prices. The economic impact of this event will depend mainly on its duration and extent.

Moreover, the conflict in the Middle East may complicate the conduct of monetary policy, calling into question earlier expectations of interest rate cuts by the US Federal Reserve and of stabilisation of interest rates by the European Central Bank. Euribor rates have already shown some increase since the onset of the conflict.

Ten-year sovereign bond yields, which had already been on an upward trajectory in 2025 in both the US and the euro area, reinforced this trend following the outbreak of the conflict in the Middle East. Yield spreads between peripheral and southern euro area countries and Germany compressed in 2025, a movement that was partially reversed after the start of the conflict in Iran. For Portugal, this compression was also supported by upward revisions to the country's credit rating. The rating of the Portuguese Republic was upgraded by three rating agencies in 2025, reaching A+ in the case of Standard & Poor's. In 2026, despite the storms that hit Portugal at the end of January to mid-February and the intensification of the conflict in the Middle East, there have been two upward revisions to the outlook of the Portuguese Republic, from 'stable' to 'positive'.

2.2 Recent developments

Portuguese economy growth driven by domestic demand.

In 2025, the Portuguese economy recorded real growth of 1.9%, 0.1 percentage points (p.p.) below the forecast in the DBP26, a slowdown from 2024. Nevertheless, the Portuguese economy continued showing greater dynamism than the euro area, whose real GDP growth was 1.4%.

GDP growth was supported by stronger domestic demand, whose contribution stood at 3.7 p.p., reflecting growth in private consumption and investment, as measured by Gross Capital Formation (Figure 2.1). Changes in inventories contributed positively to GDP, possibly in anticipation of the announced increase in US tariffs. In contrast, net external demand had a more negative contribution, mainly due to a significant slowdown in exports of goods and services.

Private consumption grew by 3.5%, an acceleration of 0.5 p.p. compared to 2024. Gross disposable income of households slowed to 5.7% (10.2% in 2024), reflecting slowing wages, despite the impact of tax reduction measures. The savings rate declined by 0.4 p.p. to 12.1%, as consumption outpaced real disposable income, while remaining above the average of the past 20 years.

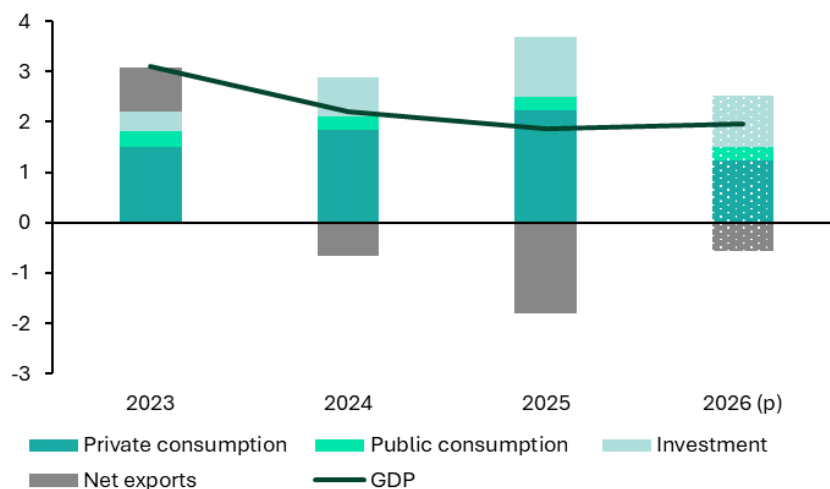
Public consumption increased by 1.6%, 0.1 p.p. above the rate of change observed in 2024, reflecting growth in public employment and wage increases, as well as higher intermediate consumption.

Gross Fixed Capital Formation (GFCF) slowed in 2025 to 3.6% (-0.7 p.p. compared to 2024), reflecting a contraction in the 'Other machinery and equipment' category (-0.9%) and, to a lesser extent, a slowdown in 'Transport equipment' (2.1%). Conversely, the 'Construction' category accelerated to 5.5%, 2.4 p.p. higher than in 2024.

Also in 2025, real export growth was 0.4% (with goods and services components growing by 0.3% and 0.5%, respectively), in a context of significant uncertainty driven by changes in tariff and trade

policies at a global scale. The end of the year also reflected some constraints related to the temporary shutdown of an important oil refining unit. The dynamism of domestic demand led import growth (4.3%) to exceed that of exports, resulting in a negative contribution from net exports (-1.8 p.p.).

Figure 2.1. Contributions to GDP growth
(In percentage points)



Note: (p) projected.

Source: Statistics Portugal and Ministry of Finance.

Nominal exports of goods (excluding transactions without transfer of ownership) decreased by 1.5% in 2025. The main contributors for this decline were fuels (-1.9 p.p.) and, in terms of destinations, the United States. Growth in nominal exports of services remained positive (4.4%), with travel and tourism again as the main driver.

The Portuguese economy's net lending position stood at 2.5% of GDP (3% in the previous year), mainly due to the deterioration in the balance of goods and services. The primary income and capital accounts improved, and both the international investment position and net external debt continued a positive trend, reaching ratios (as a percentage of GDP) of -50.2% and 36.2%, respectively.

The labour force and the employed population continued to grow in 2025.

In 2025, according to the labour force survey, Portugal recorded a significant strengthening in labour market participation, with the labour force reaching 5.6 million people (+2.7% compared to 2024), raising the labour force participation rate to 61% (+0.7 p.p.). The number of employed individuals increased to 5.3 million (+3.2%), resulting in an employment rate of 57.3% (+0.9 p.p.).

Unemployment declined significantly, with the number of unemployed people falling to 337.1 thousand, corresponding to a 4% decrease compared to 2024. As a result, the unemployment rate fell to 6%, representing a decrease of 0.4 p.p. relative to 2024.

Nominal wages per employee grew by 4.8% (7.5% in 2024). In real terms, average wages increased by 2.5%, below the growth recorded in 2024 (5.2%).

Inflation continued to decline in 2025.

Inflation in Portugal – as measured by the Harmonised Index of Consumer Prices (HICP) – decreased for the third consecutive year, averaging 2.2% in 2025. The 0.5 p.p. reduction from 2024 is explained by the services and energy components. Services prices decelerated by 1 p.p., to an average year-on-year rate of 3.5%, reflecting lower contributions from most items, while energy prices recorded a negative average year-on-year change of 0.2%, driven by lower electricity and fuel prices. In contrast, food prices accelerated by 0.3 p.p., to 2.7%, driven by a strong increase in the unprocessed component and reflecting developments in international commodity prices (the FAO index rose by an average of 4.3% in 2025).

2.3 Outlook for 2026

Following a weaker first quarter, economic activity is expected to pick up in the remainder of 2026.

The indicators available for the first quarter of 2026 point to a weakening in economic activity, partly due to the impact of the storms that hit the central region and the impacts of the conflict in the Middle East. However, the deceleration in activity in the first quarter is expected to be offset over the course of the year by growth driven by rebuilding efforts in the areas affected by the storms, as well as by the final implementation of projects under the RRP.

In the first quarter of 2026, according to monthly data released by Statistics Portugal, the labour market continued to show positive signs, with the labour force and the employed population growing by 1.6% and 2%, respectively, year-on-year. The unemployed population declined by 5% year-on-year, and the unemployment rate stood at 5.8%, which was 0.4 p.p. lower than in the same period of 2025.

Inflation in Portugal, measured by the HICP, averaged 2.2% in the first quarter of 2026, with an increase of 0.6 p.p. in March, to 2.7%, driven exclusively by an acceleration in the energy component, reflecting the impact of the conflict in Iran on oil prices. This impact was partially mitigated by temporary reductions in the Tax on Fuels (ISP).

This conflict is expected to continue exerting upward pressure on inflation and, should tensions in the oil market persist, higher fuel prices may have indirect effects on the other HICP components. The impact on electricity prices is expected to be mitigated by the high share of renewable energy sources in electricity generation.

The macroeconomic projections for 2026 present a downward revision of GDP compared with the Draft Budgetary Plan for 2026.

The current forecast of 2% growth in 2026 represents a downward revision of 0.3 p.p. compared to the DBP26 scenario, largely due to the impact of updated external assumptions, relating to the effects of the current tensions in the Middle East. The impact of the storms at the start of the year is expected to be partially compensated over the next months, so the overall annual impact should be limited.

Economic growth in 2026 is mainly driven by an acceleration in GFCF, resulting from the finalisation of RRP projects and, to a lesser extent, by export growth closer to external demand, following a loss of market share in 2025. Private consumption is expected to slow down, in a context of lower growth in disposable income, rising inflation, and enduring high savings levels.

Compared to the DBP26, there is also an upward revision in employment growth for 2026, following a better-than-expected outcome in 2025 (Table 2.2). Although still robust, employment growth is expected to slow in 2026 to a pace more aligned with its long-term elasticity relative to GDP, after stronger growth than economic activity in 2025.

Table 2.2. Macroeconomic scenario
(annual percentage change)

	2023	2024	2025	2026 (p)	
				DBP	APR
GDP	3.1	2.2	1.9	2.3	2.0
Private consumption	2.4	3.0	3.5	2.7	1.9
Public consumption	1.8	1.5	1.6	1.2	1.6
Investment	6.0	4.3	3.6	5.5	4.8
Exports	4.3	3.2	0.4	1.8	1.5
Imports	2.3	4.7	4.3	3.6	2.6
Contributions to GDP growth (p.p.)					
Domestic demand	2.2	2.9	3.7	3.1	2.5
Net exports	0.9	-0.7	-1.8	-0.9	-0.6
GDP deflator	7.5	4.9	3.9	2.5	2.5
HICP	5.3	2.7	2.2	2.1	2.5
Employment	2.0	0.7	2.3	0.9	1.2
Unemployment (%)	6.5	6.4	6.0	6.0	6.0
Current and capital account (% GDP)	1.7	3.0	2.5	3.0	2.3

Note: (p) projected.

Source: Statistics Portugal and Ministry of Finance.

3 Budgetary Context

3.1 Recent developments

The 2025 budget surplus exceeded the 2026 Draft Budgetary Plan projection.

Prudent management of public accounts, aiming at a balanced budget and the continuous reduction of public debt, was the hallmark of fiscal policy in 2025. The fiscal strategy was based on a set of policies with generational reach, which increased households’ disposable income, focused on the youth, and built a supportive environment for companies to boost their investment.

In 2025, the budget balance recorded a surplus of 0.7% of GDP, an increase of 0.1 p.p. from 2024, and 0.4 p.p. above the DBP26 estimate (Figure 3.1). The primary balance stood at a surplus of 2.6% of GDP, ensuring balanced public accounts and allowing for the reduction of public debt as a share of GDP.

The improvement of the budget balance in GDP terms is a result of an increase in revenue (+0.4 p.p. of GDP) slightly above the increase in expenditure (+0.3 p.p. of GDP).

Figure 3.1. From the 2024 to the 2025 budget balance
(increases/decreases in percentage points of GDP)



Source: Statistics Portugal and Ministry of Finance.

Capital revenue and social contributions were the main components contributing to the budget balance improvement.

Compared to 2024, revenue growth (6.7%) was driven by current (5.8%) and capital revenue (47.6%).

Current revenue growth was mainly driven by the positive performance of tax revenue (5.9%) and social contributions (8%), reflecting the positive dynamics of the economy and the labour market. Taxes on production and imports grew by 7.1%: VAT revenue increased by 7.2%, reflecting positive economic momentum, the local tax on real estate transactions increased by 25.3%, which is explained by increasing real estate valuations, and the tax on fuels grew by 7.3%, following the progressive unfreezing of the carbon tax started in the second semester of 2024. Current taxes on income and wealth, which recorded a reduction in terms of p.p. of GDP, increased by 4.3%, on the back of an 8.8% increase in PIT that benefited from positive developments in employment and wages. Conversely, there has been a 3.5% decline in CIT revenue, mainly driven by a reduction in companies self-assessment payments.

Capital revenue grew by 47.6%, mainly explained by the increase of EU funds under the Recovery and Resilience Facility (RRF).

Investment and compensation of employees were the main drivers of pressure on the budget balance.

The increase in expenditure (6.6%) was driven by growth in current (5.6%) and capital expenditure (18.1%).

The increase in social benefits (5.9%) contributed to the growth in current expenditure, largely due to the regular and extraordinary pension update and the rise in the number of pensioners, as well as other social benefits, such as the Solidarity Supplement for the Elderly and parental benefits. Also noteworthy is the growth in compensation of employees (7.6%), reflecting the measure of gradually increasing the remuneration of civil servants.

Capital expenditure grew by 18.1%, namely through a 16.3% increase in GFCF, which has benefited from the acceleration in the execution of projects financed under the RRF and from ongoing investment at the Local Government level. Other capital expenditure increased by 24.7% and mainly reflects financial support in the context of the RRP, in particular the Mobilising and Green Agendas, and the refund of the Solidarity Surcharge on the Banking Sector, as the tax was deemed unconstitutional by the Portuguese Constitutional Court.

3.2 Outlook for 2026

The positive effect of the 2025 budget outcome is expected to be offset by the impact of developments that occurred in the first quarter of 2026.

For 2026, it is projected a balanced budget, representing a downward revision of 0.1 p.p. of GDP compared to the 0.1% surplus anticipated in the DBP26. This adjustment reflects the combined

effect of a stronger-than-expected fiscal outturn in 2025, and the negative impact of recent climatic and geopolitical developments observed in the first quarter of 2026.

Storm Kristin and other adverse climate events affecting the country in early 2026 negatively affected tax revenues, particularly in the most affected regions. At the same time, this generated additional spending pressures related to infrastructure reconstruction and financial support for the most affected households and firms. Moreover, the escalation of the conflict in the Middle East has required the introduction of mitigating measures to cushion the effects of higher fuel, gas, and electricity prices.

Table 3.1. Main budget indicators
(percentage of GDP)

	2023	2024	2025	2026 (p)	
				DBP	APR
Current revenue	42.1	42.1	42.1	41.9	42.8
Tax revenue	24.9	24.5	24.5	24.1	24.3
Taxes on production and imports	14.3	14.3	14.5	14.4	14.5
Current taxes on income, wealth, etc.	10.6	10.2	10.0	9.7	9.8
Social contributions	12.1	12.4	12.6	12.5	12.8
Effective social contributions	10.3	10.5	10.8	10.6	10.9
Sales	3.0	3.2	2.9	3.0	2.9
Other current revenue	2.0	2.1	2.0	2.3	2.8
Capital revenue	1.1	0.9	1.2	1.9	2.6
Total revenue	43.2	43.0	43.4	43.8	45.4
Current expenditure	38.1	38.9	38.8	39.1	39.8
Intermediate consumption	5.2	5.2	5.1	5.0	5.4
Compensation of employees	10.3	10.5	10.6	10.6	10.7
Social benefits	17.4	18.0	18.0	18.1	18.2
In cash	15.6	16.0	16.1	16.3	16.3
Subsidies	0.7	0.7	0.6	0.4	0.5
Interest	2.1	2.0	1.9	2.1	1.9
Other current expenditure	2.4	2.6	2.6	2.9	3.1
Capital expenditure	4.0	3.5	3.9	4.6	5.6
Gross fixed capital formation	2.6	2.7	3.0	3.4	4.4
Other capital expenditure	1.4	0.7	0.9	1.2	1.1
Total expenditure	42.0	42.4	42.7	43.7	45.3
Budget balance	1.1	0.6	0.7	0.1	0.0

Note: (p) projected.

Source: Ministry of Finance.

In 2026, tax revenue is expected to decrease by 0.2 p.p. of GDP. This development is mainly driven by the modest performance of taxes on production and imports, reflecting the impact of Storm

Kristin and the implementation of support measures aimed at mitigating the increase in fuel price. In addition, the reduction in revenues from income and wealth taxes reflects the effect of discretionary tax relief measures adopted during the year. By contrast, the growth of social contributions constitutes a positive development, in line with the expected growth of the overall wage bill.

On the expenditure side, the main highlight is the acceleration in investment, closely linked to the implementation of structural investments, including projects financed by RFF loans and national contributions, as well as the reconstruction efforts following Storm Kristin. The increase in social benefits reflects the regular update of pensions, the annual increase in the Solidarity Supplement for the Elderly, and the financial support provided to families most affected by the storms. Compensation of employees reflect continued implementation of policies aimed at improving civil servants' careers, including salary updates, career progressions, as well as agreements on the revision of relevant public careers. Alongside investment, the growth of other current revenue, capital revenue, other current expenditure and other capital revenue is highly influenced by the allocation of RRF funds.

The outlook for 2026 is also influenced by the impact of fiscal policy measures. For 2026, it will continue the reduction of the tax burden; the enhancement of public sector employment conditions, through improvements in the status and careers of civil servants; the protection of the most vulnerable groups, such as the elderly with low incomes; and the acceleration of projects executed under the RRP, reinforcing public investment, mainly in housing. Overall, these planned measures will contribute to a more sustainable path of economic growth, generating greater prosperity and fostering greater social equity.

Specifically with regards to discretionary revenue measures – relevant for the calculation of the net expenditure growth indicator and which reflect both the Government's fiscal strategy, as well as other political parties' measures approved in Parliament – it is projected a total impact of 832 million euros (0.3% of GDP) for 2026.

Table 3.2. Discretionary revenue measures
(million euros)

	2023	2024	2025 (e)	2026 (p)
VAT	-707	456	-79	0
Electricity VAT reduction	-127	0	-79	0
Transitioning to the regulated gas market	-60	0	0	0
VAT reduction on essential food basket	-520	496	-	-
VAT reduction on soda drinks	-	-40	0	0
Other indirect taxes	-457	312	625	351
Exemption from health user fees	-16	0	0	0
Extraordinary support for fuel costs in agriculture	-27	0	0	0
Temporary mechanism for transport firms (diesel)	-25	0	25	-

	2023	2024	2025 (e)	2026 (p)
Tax on fuels reduction equivalent to lowering the VAT rate to 13%	-379	-3	-20	171
Refund of additional VAT revenue via tax on fuels	212	-90	289	24
Freeze of the carbon tax	-355	321	443	-
Update of other indirect taxes tax rate (ISV, IUC, IABA, IMT, IT)	134	146	0	0
Exemption of local tax on real estate transactions and stamp duty for young people	-	-62	-112	0
Biofuels exemption	0	0	0	156
PIT	-288	-2,300	-904	-820
PIT package SB2023				
Reduction PIT rates	-238	0	0	0
PIT income bracket update (extra above inflation)	13	0	0	0
Update of the minimum existence threshold (extra above inflation)	-63	0	0	0
PIT for the young	-	-46	0	46
Extraordinary rental support	-	-65	65	-
Housing-related tax measures	-	-44	0	0
PIT package SB2024				
Reduction PIT rates	-	-1,485	0	0
PIT income bracket update (extra above inflation)	-	-27	0	0
Update of the minimum existence threshold (extra above inflation)	-	-71	0	0
PIT for the young	-	-	-147	147
Increased deduction of housing costs	-	-	-14	-4
Additional reduction PIT rates (August 2024)	-	-562	0	0
Increase on PIT consignment	-	-	-40	0
PIT package SB2025				
PIT income bracket update (extra above inflation)	-	-	-194	0
Update of the minimum existence threshold (extra above inflation)	-	-	-141	0
PIT for the young	-	-	-	-693
Additional reduction PIT rates (July 2025)	-	-	-434	0
PIT package SB2026				
Reduction PIT rates	-	-	-	-111
PIT income bracket update (extra above inflation)	-	-	-	-84
Update of the minimum existence threshold (extra above inflation)	-	-	-	-121
CIT	-238	-298	326	-329
Reduction of autonomous taxation	-	-40	0	0
Tax incentives to wage valorisation	-	-8	-3	0
Increase of expenses with energy, fertilizers, feed and other animal feed for CIT purposes	-55	55	-	-
Investment Support Tax Regime (RFAI)	-45	-18	44	28
Tax Incentive System for Business R&D (SIFIDE)	-182	-171	465	0
Tax Incentive for Recovery	-68	46	22	5
Widening of the Tax Regime for Corporate Capitalization (ICE)	-	-192	-221	-26
CIT rate reduction by 1 p.p.	-	-	-	-301
SME CIT rate reduction by 1 p.p.	-	-	-	-45
Special tax credit for investment (2021, COVID)	111	31	19	10
Other current revenues	0	-169	-138	-35

	2023	2024	2025 (e)	2026 (p)
Motorway tolls rate reduction	-	-169	0	0
Motorway tolls rate elimination	-	-	-138	0
Motorway tolls rate reduction/elimination	-	-	-	-35
Total discretionary revenue measures	-1,690	-2,000	-170	-832

Note: (p) projected.

(e) estimated. CIT and PIT campaign is still ongoing; hence the impact of these measures still constitutes estimates in what the year of 2025 regards.

Source: Ministry of Finance.

The 2026 budget will also be influenced by the impact of one-off measures which, due to their temporary nature, do not lead to a structural change in the fiscal position. This applies to emergency measures implemented in response to the storms and floods that affected Portugal in January and February.

The fiscal impact of the measures is expected to reach 1,119 million euros in 2026.

Table 3.3. One-off measures
(million euros)

	2023	2024	2025	2026 (p)
Court decision - "Fridão Dam"	228	-228	-	-
Additional losses Parvalorem	916	-916	-	-
Court decision - Solidarity Surcharge on the Banking Sector	-	-	218	-218
Emergency measures storms and floods				1,199
<i>Support for families and immediate restoration of homes, schools, and other infrastructure</i>				250
<i>Extraordinary financial incentives to preserve jobs and simplified layoff scheme</i>				40
<i>Support for the agriculture, forestry, and fisheries sectors</i>				177
<i>Restoration of roads and railways</i>				400
<i>Emergency post-disaster aid through the Environmental Fund</i>				137
<i>Support for the restoration of cultural heritage</i>				20
<i>Coastal zone interventions</i>				126
<i>Interventions on rivers and waterways</i>				49
Total one-off expenditures	1,144	-1,144	218	981

Note: (p) projected.

Source: Ministry of Finance.

Public debt fell below 90% of GDP in 2025, for the first time since 2009, and is projected to continue its downward trend in 2026.

Public debt fell below 90% of GDP in 2025 (89.7%), for the first time since 2009. The cumulative reduction in debt since 2023 now stands at 7.2 p.p. of GDP, driven both by GDP growth (11.7 p.p. of GDP) and the cumulative primary surplus (5.3 p.p. of GDP). On the other hand, the stock-flow

adjustments and the interest expenditure contributed to an increase in public debt of 5.8 p.p. and 4 p.p. of GDP, respectively.

Under the debt sustainability safeguard of the EU’s new economic governance framework, countries with public debt above 90% of GDP must submit a public debt projection compatible with a 1 p.p. annual reduction of the debt-to-GDP ratio on average. The projection for 2026 points towards a continuous reduction of the public debt ratio to 87.5% of GDP, representing a decrease of 2.1 p.p. that ensures compliance with this safeguard.

This reduction is expected to be achieved via economic growth (3.9 p.p. of GDP) and a primary budget surplus (2 p.p. of GDP). These will be partially offset by the stock-flow adjustments (1.9 p.p. of GDP) and interest expenditure (1.9 p.p. of GDP).

Table 3.4. Drivers of debt ratio change
(percentage and percentage points of GDP)

	2023	2024	2025	2026 (p)	
				DBP	APR
Debt-to-GDP ratio	96.9	93.5	89.7	87.8	87.5
Change in debt	-14.4	-3.4	-3.8	-2.4	-2.1
Primary balance	-3.2	-2.7	-2.6	-2.1	-2.0
Snowball effect	-8.8	-4.4	-3.2	-2.1	-2.0
Interest expenditure	2.1	2.0	1.9	2.1	1.9
GDP effect	-10.9	-6.5	-5.2	-4.2	-3.9
Stock-flow adjustments	-2.4	3.8	2.0	1.8	1.9

Note: (p) projected.

Source: Ministry of Finance.

3.3 Fiscal commitments

Outturn data for 2025 shows a deviation from the net expenditure trajectory recommended by the Council, while it is expected to be in line with the recommendation for 2024 and 2026.

The assessment of deviations from the net expenditure trajectory is carried out after the budget execution for the year in question has been finalized. In this APR, the years of 2024 and 2025 are subject to evaluation.

According to the latest data, in 2024 net expenditure grew at the same rate recommended by the Council (11.8%), which implies that no deviation is to be recorded.

As for 2025, net expenditure grew by 5.9%, above the rate recommended by the Council (5%), which implies recording a debit in the control account. The deviation does not, however, exceed the maximum thresholds, namely 0.3 p.p. of GDP annually, or 0.6 p.p. of GDP cumulatively. Additionally, as mitigating factors, Portugal has been reducing the public debt ratio at a

satisfactory pace; it presented a positive budgetary position both in 2024 and 2025; and it decreased by half the net expenditure growth compared to 2024.

For 2026, there is an intention of keep reducing the net expenditure growth. The latest projection indicates that net expenditure will growth 5.1%, in line with the Council recommendation.

Table 3.5. Net expenditure growth and control account

Calculations		T-1 2023	T 2024	T+1 2025 (e)	T+2 2026 (p)
Observed net expenditure					
1. Total expenditure	bn NAC	113.6	122.8	130.9	145.4
2. Interest expenditure	bn NAC	5.6	5.9	6.0	6.3
3. Cyclical unemployment expenditure	bn NAC	0.1	0.1	0.1	0.1
4. EU funded expenditure	bn NAC	3.3	3.4	4.7	12.2
5. National co-financing of EU programmes	bn NAC	0.8	0.5	0.6	1.1
6. One-offs expenditure (levels, excl. EU funded)	bn NAC	1.1	0.0	0.2	1.2
7. Net expenditure (before DRMs) (1-2-3-4-5-6)	bn NAC	102.7	112.8	119.4	124.7
8. <u>Change</u> in net expenditure before DRMs ($\Delta 7$)	bn NAC		10.1	6.5	5.3
9. DRM (annual incremental impact, excl. one-offs)	bn NAC		-2.0	-0.2	-0.8
10. Annual <u>change</u> in net expenditure (after DRMs) (8-9)	bn NAC		12.1	6.7	6.1
Annual and cumulated gaps					
11. Observed net expenditure growth (10(t) / 7(t-1))	% change		11.8	5.9	5.1
12. Recommended net expenditure growth	% change		11.8	5.0	5.1
13. Annual gap ((11-12) x 7)	bn NAC		0.0	1.0	0.1
14. Cumulated gap (cumulative from 13)	bn NAC		0.0	1.0	1.1
15. Nominal GDP	bn NAC	270	290	307	321
Control account					
16. Annual balance (13/15)	% GDP		0.0	0.3	0.0
17. Cumulated balance (14/15)	% GDP		0.0	0.3	0.3

Notes:

- (p) projected.
- (e) estimated. CIT and PIT campaign is still ongoing; hence the impact of these measures still constitutes estimates in what the year of 2025 regards.
- The cumulated balance (17) is the sum of the annual balances (cumulative gap, 14) divided by the nominal GDP of the last year (15).

Source: Ministry of Finance.

4 Structural Policy

The APR is one of the key elements in the process of coordinating economic policies under the European Semester and, according to Article 21 of Regulation (EU) 2024/1263 of the European Parliament and Council of 29 April 2024, it must contain, among other things, the progress made in implementing reforms and investments.

This chapter therefore presents the implementation of the reforms and investments announced in the 2025-2028 MTF5 Plan, as well as the new initiatives (policy measures) considered relevant, announced in the 2025 APR and in this report, highlighting how they contribute to solving the challenges identified in the European Semester (Country Specific Recommendations - CSRs) and to the common priorities of the European Union, in accordance with the Guidelines for Member States (C/2024/3975 of 21 June).

The reforms and investments presented throughout this chapter are structured around the strategic challenges defined in the MTF5 Plan, namely:

- A fairer and more supportive country;
- A more prosperous, more innovative and competitive country;
- A country with a more efficient state;
- A more democratic, open and transparent country;
- A greener and more sustainable country;
- A more global and humanist country.

The presentation of the progress of reforms and investments, which will take place over the years, will follow a cumulative logic in order to give an integrated approach to this process.

In the context of the Country Specific Recommendations (CSRs) and following the stocktaking exercise carried out by the Commission in the context of the 2025 European Semester, this report focuses exclusively on the 2025 CSRs for Portugal. However, it should be noted that, in the reform and investment progress tables, the measures considered to have been finalised in the previous report remain associated with the CSRs in force in the 2024 European Semester.

To complement and deepen the information contained in this chapter, the following elements are attached:











- matrices showing the potential impacts (qualitative and/or quantitative) of policy measures on the realisation of the EU's Common Priorities and the Sustainable Development Goals of the 2030 Agenda (SDGs);
- the matrices of the alignment of the strategic challenges with the EU Common Priorities and the current CSRs;
- the tables that materialise the monitoring of the implementation of the CSRs in the context of the 2025 European Semester (according to the report extracted from the CeSaR platform).

4.1 A fairer and more supportive country

The strategic challenge of making Portugal "A fairer and more supportive country" reflects the vision and public policy priorities geared towards combating economic, social and territorial inequalities.

The following table shows the context indicators associated with this challenge. Most of the indicators show a positive evolution and are in line with expectations, as is the case, for example, with the at-risk-of-poverty rate (after social transfers) and the gender pay gap, although challenges remain regarding birth rate issues.

Table 4.1. Context indicators - A fairer and more supportive country

Context indicators	Unit of Measure	Portugal				Indicator Evolution PT	
		2010	2015	2020	2024		
Life expectancy at birth	Year	80,1	81,3	81,5 ^Q	82,7 ^P		
Crude birth rate	%	9,2 (2011)	8,2	8,1	7,9		
Employment rate of population aged between 20 and 64 years old	%	66,6 (2011)	67,9	73,9	79,6 (2025)		
Gender pay gap (in unadjusted form)	%	12,8	16,0	8,3	8,6 ^P (2023)		
Healthy life years at 65 years	Year	6,4	6,1	7,7	8,4 (2023)		
At-risk-of-poverty rate after social transfers	%	18,0	19,0	18,4	15,4		
Permanent emigrants of Portuguese nationality	No.	21 796	39 847	23 863	28 192		
Monthly average base salary (Mainland)	25 - 34 years	€	812,20	791,21	946,16	1 134,97 (2023)	
	55 - 64 years	€	1 036,92	1 027,11	1 084,98	1 231,25 (2023)	
Practitioners affiliated to sports federations	No.	522 433	566 366	587 812	844 186		

Source: INE - Statistics Portugal; EUROSTAT.

Notes: "Q" Break in time series; "P" Provisional.

Last update: 04/02/2026.

Below is a table of the reforms and investments that form part of this challenge, indicating their state of implementation.¹

¹ The implementation status of the measures reflects an adaptation of the information reporting categories used in the FENIX platform, in line with the recommendation set out in the Guidelines to Member States (C/2024/3975 of 21 June), and are summarised as follows: i) "**On track**" - the measure is being implemented as planned and is expected to be completed on time. This status may be associated with a measure classified as Ongoing (i.e., when implementation initiatives are already under way), or Not Yet Started (i.e., when the expected start date is later than the current reporting date); ii) "**Delayed**" - the measure is underway, but will be completed after the planned execution date, which has not yet passed at the time of this report; iii) "**Completed**" - the measure has been concluded; or iv) "**Not Completed**" - the planned execution date has already passed at the time of this report and/or the measure cannot or will not be completed.

Table 4.2. Progress of reforms and investments (policy measures) - A fairer and more supportive country

Policy measure (Reform / Investment)	RRF / PA	CSR ²	EU Common Priorities	Implementation Status ³
<i>2025-2028 MTFS Plan measures</i>				
Adoption of the Youth Personal Income Tax scheme	-	CSR 2020 2.2; CSR 2019 2.4	Social and economic resilience	Completed (2025 APR)
Increase the national minimum wage to EUR 1 020 in 2028	-	-	Social and economic resilience	On track (ongoing)
Design specific upskilling and reskilling programmes according to the identified market needs, including the possibility of a career change	RRF/PA	CSR 2025 5.2	Fair green and digital transition; Social and economic resilience	On track (ongoing)
Develop and implement the National Sports Development Plan and a new model for the coordination of sports policies and initiatives in Portugal	-	-	Social and economic resilience	On track (ongoing)
Adapt and strengthen scholarship programmes and financial support to reflect the current socio-economic situation of higher education students	PA	CSR 2025 5.2	Social and economic resilience	On track (ongoing)
Develop and implement the National Strategy for ^{Longevity} 4	RRF/PA	-	Social and economic resilience	On track (ongoing)
Ensure universal and free access to crèches and pre-school by mobilising the public, social and private sectors	RRF	-	Social and economic resilience	On track (ongoing)
Central Government Professional Internships Programme - Ministry of Foreign Affairs (PEPAC-MNE) 2025/2026	-	-	Social and economic resilience	On track (ongoing)
Increase the number of scholarships awarded under the Mário Soares Scholarship Programme for postgraduate courses at the College of Europe, thus promoting equal opportunities in the access of Portuguese students	-	-	Social and economic resilience	On track (ongoing)
Ensure funding for the support structures of the National Support Network for Victims of Domestic Violence	-	-	Social and economic resilience	On track (ongoing)

² The measures considered completed in the 2025 APR are associated with the CSRs in force in the 2024 European Semester.

³ The measures considered completed in previous APRs are identified with the respective APR and are not analyzed in this report.

⁴ Policy measure with wording slightly adjusted from what was included in the 2025-2028 MTFS Plan.

Policy measure (Reform / Investment)	RRF / PA	CSR ²	EU Common Priorities	Implementation Status ³
Create the taxpayer-beneficiary current account, as an instrument that will allow citizens to have reliable information on the history of their contributions to public Social Security schemes	-	CSR 2025 3.5	Social and economic resilience	Delayed (<i>ongoing</i>)
<i>2025 APR New measures</i>				
Study the introduction of partial retirement mechanisms to facilitate the transition between working life and retirement	-	CSR 2025 1.3	Social and economic resilience	Delayed (<i>ongoing</i>)
<i>2026 APR New measures</i>				
Maintain the strategy of financially strengthening the Social Security Financial Stabilisation Fund (FEFSS)	-	CSR 2025 1.3	Social and economic resilience	On track (<i>ongoing</i>)
Valuing and supporting informal carers by strengthening conditions for support, rest and monitoring arrangements, notably through training and the creation of a Carers' Pool	-	CSR 2025 5.1	Social and economic resilience	On track (<i>ongoing</i>)

Note: shaded rows refer to new policy initiatives included under this strategic challenge.

Legend: RRF - Recovery and Resilience Facility; PA - Partnership Agreement; CSR - Country-Specific Recommendation.

The table above shows the Challenge's 14 measures, two of which are **new measures**. Of the total number of policy measures that make up this Challenge, one has been **Completed** and the remaining **ongoing**, 11 of which are **On track** and the other two are **Delayed**.

The progress made on the measures that are **ongoing** and fall under the **On track** implementation status is highlighted below.

- Increase the national minimum wage to EUR 1 020 in 2028:** this measure stems from the 2025-2028 Tripartite Agreement on Wage Enhancement and Economic Growth (1 October 2024) and the Decree-Law no. 139/2025 of 29 December 2025, approved and published at the end of 2025, updating the Guaranteed Minimum Monthly Wage (RMMG) to €920 in 2026, which represents a nominal increase in gross monthly pay of around 5.7% compared to 2025, when the amount was €870 (Decree-Law no. 112/2024 of 19 December).
- Design specific upskilling and reskilling programmes according to the identified market needs, including the possibility of career change:** the revision of the National Qualifications Catalogue (CNQ) reinforced the offer of levels 2, 4 and 5 of the National Qualifications Framework (QNQ), through the introduction of level 5 Skills Recognition, Validation and Certification (RVCC) references and the reorganisation of qualification paths into Units of Competence. With the publication of the new level 5 qualifications in

2025, the aim was to strengthen and diversify the offer of Technological Specialisation Courses (CET), including in new areas and green skills. These changes sought to increase flexibility and adjust training to the labour market needs. This measure is supported by the Recovery and Resilience Plan (RRP) through Component C06 - Green Skills (RE-C06-r14), Component C16 - Enterprises 4.0 (TD-C16-r31) and Component C21 - *REPowerEU* (RP-C21-r45) and the Partnership Agreement (PA).

- **Develop and implement the National Sports Development Plan and a new model for the coordination of sport policies and initiatives in Portugal:** the National Sports Development Plan (PNDD) was approved by the Council of Ministers on 20 November 2025 and begins its official implementation in 2026. Structured around six strategic pillars and 44 measures, it has a monitoring model supported by a Technical Monitoring Committee. As part of its implementation, work has begun to focus on promoting physical activity, strengthening coordination between organisations (including at local level) and coordination between schools, clubs and the community, as well as supporting student-athletes and high-performance athletes from a dual career perspective and social and professional integration after their sporting careers are over. Programme contracts were signed for the upgrading of ten High Performance Centres and the strengthening of the Olympic, Paralympic and Deaflympic Preparation Programmes. At the same time, progress was made on developing "sport for all" programmes with the federations. Calls for tenders were also prepared for 2026 to support projects for the inclusion of people with disabilities and the promotion of female participation, as well as the upgrading of sports facilities, with special attention to low-density territories and responses for people with disabilities. In terms of innovation, the presentation of the *Apptiva* application for monitoring the sector's indicators in 2025 is noteworthy.
- **Adapt and strengthen scholarship programmes and financial support to reflect the current socio-economic situation of higher education students:** the new model for the Higher Education Social Action System was presented in December 2025 and is currently under discussion. This project aims for a fairer, more transparent and effective system and is operationalised through a progressive model, based on the real cost of studying and the disposable income of families. The proposal includes, among other changes, a review of the rules for access to residences and the system for awarding grants, including adjustments on support for displaced students according to family income. The measure is supported by the PA.
- **Develop and implement the National Strategy for Longevity:** the design of the National Strategy for Longevity is underway, with the aim of improving well-being and quality of life throughout the life cycle, ensuring coherence with public policy priorities, including the goal of increasing the birth rate, and considering the possible integration of measures from the current Action Plan for Active and Healthy Ageing. It should be noted that the legislative process for the Statute of the Elderly Person, which aims to strengthen fundamental rights, autonomy, social cohesion and intergenerational ties, is currently being finalised and is expected to be published in the first quarter of 2026. The measure falls under the RRP, under Component C03 - Social Responses (RE-C03-i01), and the PA.

- Ensure universal and free access to crèches and pre-school, mobilising the public, social and private sectors:** Council of Ministers Resolution (RCM) no. 68/2025 of 19 March was approved, amended by RCM no. 139/2025 of 10 March.^o 139/2025, of 10 September, which extended the authorisation of expenditure associated with support resulting from the signing of contracts with private, cooperative and social establishments, and also for collaboration agreements with municipalities to implement temporary solutions, within the scope of pre-school education, for the 2025/2026 to 2027/2028 school years. In 2025, agreements were signed with municipalities to create 1 550 pre-school places and an additional 1 300 places were created through association contracts with private and co-operative educational establishments.

In the crèche sector, in continuity with the legislative changes of 2024, the reinforcement of the installed capacity for free access continued, including complementary responses where no places were available in the social and solidarity network. To ensure the sustainability of the sector, the financial contribution was updated in 2025 to €515.90/child/month (compared to €473.80/child/month in 2024). The installed capacity will have reached 138 936 places, 15 673 more than in March 2024.

In pre-school education, the financial compensation was increased in 2025 to €208.05/child/month (compared to €178.05/child/month in 2024) and decrees were published to support the creation of new classrooms (Ordinance no. 185-A/2025/1, of 14 April, regarding private and cooperative educational establishments and Ordinance no. 185-B/2025/1, of 14 April, regarding establishments in the social and solidarity sector). A total of 189 new classrooms were authorised in the public network (impacting 2024/2025) and it is planned up to 200 additional classrooms between 2025/2026 and 2027/2028, through association contracts and cooperation agreements, with the aim of ensuring universal access for children aged 3 to 6.

The measure is supported by the RRP, through Component C03 - Social Responses (RE-C03-i01 and RE-r07).

- Central Government Professional Internships Programme - Ministry of Foreign Affairs (PEPAC-MNE) 2025/2026:** the 6th edition of PEPAC opened 100 internship vacancies (20 in Economic Diplomacy and 80 in Political Diplomacy and Consular Support), with 1 156 applications and 94 interns placed in posts abroad. The internships run from 1 June 2025 to 31 May 2026. Most placements took place in Europe (45.8%), followed by Asia and South America (16% each). The main host countries were the United States of America, France, Belgium, Brazil and Germany.
- Increase the number of scholarships awarded under the Mário Soares Scholarship Programme for postgraduate courses at the College of Europe, thus promoting equal opportunities in access of Portuguese students:** in 2025, the *Mário Soares* Scholarship Programme, with an allocation of €450 000, awarded 13 partial scholarships for the College of Europe (in 2024, 11 scholarships were awarded) and also two supplementary scholarships for the fourth year of a PhD at the European University Institute in Florence.

This covers the gap between the grant awarded by the Foundation for Science and Technology (FCT) and that provided by the Institute itself for the fourth year.

- **Ensure funding for the support structures of the National Support Network for Victims of Domestic Violence:** in the area of preventing and combating domestic violence (DV), the work of the 72-Hour Working Group made it possible to finalise the revision of the risk assessment tool, the training of which covered 1 736 professionals in 2025. At the same time, three calls were launched for training strategic audiences in the areas of gender equality, preventing and combating domestic and gender-based violence, non-discrimination and trafficking in human beings, with a total investment of 6.2 M€. A further call was issued for technical and financial support to civil society organisations working on equality and non-discrimination, worth around 4 M€.

An Annual Support Fund for Children and Young People in Shelters was also set up, totalling €195,000 (€5,000 per structure), to ensure their stability, well-being and the normalisation of their educational routines.

In addition, funding was increased for the autonomy of victims of DV who are in the National Support Network for Victims of Domestic Violence (RNAVVD) and the Support and Protection Network for Victims of Human Trafficking (RAPVT), setting support at 1.5 times of the Social Support Index per vacancy/month, resulting in a total of €435 388.32 in 2025. Two Victim Support Offices were also opened and a Multiannual Co-operation Protocol was signed with the Portuguese Victim Support Association (APAV) for 2025-2028.

The following highlights the progress made on the **ongoing** measures in the **Delayed** implementation status.

- **Create the taxpayer-beneficiary current account, as an instrument that will allow citizens to have reliable information on the history of their contributions to public Social Security schemes:** the instrument is currently being developed by the Instituto de Informática, I. P., under the supervision of the Ministry of Labour, Solidarity and Social Security (MTSSS), and the deadline has been extended compared to what was initially planned, as a result of a change in its design.
- **Study the introduction of partial retirement mechanisms to facilitate the transition between working life and retirement:** studies are underway, based on empirical evidence and international best practice, on the introduction of partial retirement mechanisms, as part of the working group set up by Order no. 1452/2025 of 31 January 2025 to propose, within 12 months, Social Security reform measures. Implementation terms will be defined once the proposals have been submitted.

Within the scope of this Challenge, there are also two **new policy initiatives** that have the status of implementation **On Track - Ongoing**:

- **Maintain the strategy of financially strengthening the Social Security Financial Stabilisation Fund (FEFSS):** on 3 February 2025, the FEFSS was reinforced through the transfer of 4 000 M€, exceeding the target originally set by law of reaching the amount

corresponding to two years of pensions (according to Article 91(1) of Law no. 4/2007 of 16 January).

- **Valuing and supporting informal carers by strengthening conditions for support, rest and monitoring arrangements, notably through training and the creation of the Carers' Pool:** in the field of support for informal carers, the allowance is now part of the family protection system and is no longer considered income for the purposes of access to social benefits (Decree-Law no. 138/2025, of 29 December). The monthly amount of the informal carer's support allowance was updated to €560.19, with effect from 1 January 2025 (Decree-Law no. 86/2024, of 6 November) and eligibility was extended to non-family members living with the care recipient. The carer's rest regulations were also revised, the Carers' Pool was created and the number of vacancies and types of social responses were extended, with the operationalisation scheduled for 2026 (Ordinance no. 21/2026/1, of 21 January). In April 2025, a training course was held for technical interlocutors of informal carers from the Social Security Institute, I. P..

Within the scope of strengthening home care, two complementary pilot projects were approved to strengthen the provision of community-based care:

i) SAD+Saúde (Ordinance no. 324/2025/1, of October 3) establishes a new model of home support based on the coordinated and personalised provision of social support services to people in situations of dependency, disability or incapacity, ensuring a 24-hour response, seven days a week, and can be complemented, when necessary, with health care. A call for five pilot projects was launched on 7 October, with a planned coverage of 150 people over 12 months. 56 applications have been submitted and are currently under revision;

ii) A pilot project within the scope of the National Network for Integrated Continuing Care (RNCCI), relating to Integrated Continuing Care Teams (ECCI), setting conditions for their creation and implementation and strengthening coordination with the Home Support Service (SAD) (Ordinance no. 156/2025/1, of 7 April). The projects have been implemented in five Local Health Units (ULS), with an increase in the daily average number of accompanied users from 377 to 551 patients/day.

To expand the number of places available in the RNCCI, and ease pressure on hospitals, 1 363 new places were authorised to be contracted in 2025, under Order No. 1020/2025 of 23 January and Order No. 11541/2025 of 1 October, with more than 17 000 places currently available.







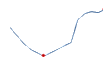

4.2 A more prosperous, innovative and competitive country

The strategic challenge "A more prosperous, innovative and competitive country" is based on enhancing the national productive fabric, strengthening export capacity and integrating it into

global value chains, as well as investing in education, science, technology and culture, while promoting creativity and entrepreneurship.

The following table brings together a set of indicators that summarise the evolution of the context associated with this strategic challenge. Most of the indicators show a favourable evolution, however the latest available data on the share of exports in GDP and on context costs shows a slight decline in these areas.

Table 4.3. Context indicators - A more prosperous, innovative and competitive country

Context indicators	Unit of Measure	Portugal				Indicator Evolution PT
		2010	2015	2020	2024	
Adjusted gross disposable income of households <i>per capita</i> (volume)	€ (10 ³)	16,12	15,13	16,41	18,73	
Productivity (real GDP per worker) (*)	€	43 056	43 661	41 990	46 236 ^P	
Global context cost indicator (**)	[1; 5]	-	3,05 (2017)	3,09 (2021)	3,14	-
Exports of goods and services in % of GDP	%	30,0	40,7	37,3	45,8 ^P	
Inward Foreign Direct Investment (FDI) (Excl. SPE) - Stocks	€ (10 ⁹)	68,0	113,4	145,0	196,4	
Capital ratio (corporations)	%	30,15	31,26	37,99	44,32	
Innovation Profile (European Innovation Scoreboard) (***)	Classification	-	93,2 (2018)	96,7	102,2 (2025)	
Proportion of research and development (R&D) expenditure in GDP	%	1,53	1,25	1,61	1,72 ^P	
Persons aged 25-34 with tertiary educational attainment level	%	25,5	33,2	41,7	43,2	

Source: INE - Statistics Portugal; EUROSTAT; Banco de Portugal; European Commission.

Notes: (*) Calculation based on INE - National Accounts (Base 2021); (**) Context costs correspond to the negative effects resulting from rules, procedures, actions and/or omissions that hinder business activity and are not attributable to the investor, the business or the organisation. Dimensions analysed: business start-up, licensing, network industries, financing, judicial system, tax system, administrative burden, barriers to internationalisation and human resources. The values are expressed on a scale between 1 and 5, as follows: 1 - Not an obstacle; 2 - Very low obstacle; 3 - Low obstacle; 4 - High obstacle; 5 - Very high obstacle; (***) For 2025: Emerging innovators - Less than 70% of the EU average; Moderate innovators - Between 70% and 100% of the EU average; Strong innovators - Between 100% and 125% of the EU average; Innovation leaders - Above 125% of the EU average; '-' Data not available; "P" Provisional.

Last update: 04/02/2026.

Below is a table of the reforms and investments that form part of this Challenge, indicating their state of implementation⁵.

Table 4.4. Progress of reforms and investments (policy measures) - A more prosperous, innovative and competitive country

⁵ The implementation status of the measures reflects an adaptation of the information reporting categories used in the FENIX platform, in line with the recommendation set out in the Guidelines to Member States (C/2024/3975 of 21 June), and are summarised as follows: i) "**On track**" - the measure is being implemented as planned and is expected to be completed on time. This status may be associated with a measure classified as Ongoing (i.e., when implementation initiatives are already under way), or Not Yet Started (i.e., when the expected start date is later than the current reporting date); ii) "**Delayed**" - the measure is underway, but will be completed after the planned execution date, which has not yet passed at the time of this report; iii) "**Completed**" - the measure has been concluded; or iv) "**Not Completed**" - the planned execution date has already passed at the time of this report and/or the measure cannot or will not be completed.

Policy Measure (Reform / Investment)	RRF / PA	CSR ⁶	EU Common Priorities	Implementation Status ⁷
<i>2025-2028 MTFS Plan measures</i>				
Reduce corporate income tax rates, starting with a gradual reduction of 1 percentage point in 2025	-	CSR 2024 1.4; CSR 2020 2.4	Social and economic resilience	Completed (APR 2025)
Create a National Digital Strategy	PA	CSR 2020 2.3; CSR 2020 2.4; CSR 2019 2.2; CSR 2019 3.1	Fair green and digital transition	Completed (APR 2025)
Completion of the Maritime Spatial Planning Situation Plan and approval of Allocation Plans	-	CSR 2023 4.1	Fair green and digital transition; Energy security	Completed (APR 2025)
Strengthen human resources in the Recover Portugal Structure Mission (EMRP)	-	CSR 2025 2.1	Social and economic resilience; Fair green and digital transition	Completed
Review of the career and appraisal system for teachers in primary and secondary education	-	-	Social and economic resilience	On track (ongoing)
Implement the learning recovery and improvement plan "Aprender Mais Agora" (A+A Plan)	RRF/PA	CSR 2025 5.2	Social and economic resilience	On track (ongoing)
Simplify and enhance the attractiveness of the tax regime applicable to corporate restructuring and merger operations, including financing, capitalisation and treasury management ⁸	-	CSR 2025 3.1; CSR 2025 3.2	Social and economic resilience	On track (ongoing)
The co-investment line for start-ups and venture capital	RRF/PA	CSR 2025 2.1; CSR 2025 3.2	Social and economic resilience	On track (ongoing)
Review management models and legislation in the field of culture to ensure the functioning of institutions and various heritage bodies	-	-	Social and economic resilience	On track (ongoing)
Enhance technical coordination across the various government areas to articulate the work leading to the implementation of the RRP and Portugal 2030 (PT2030)	-	CSR 2025 2.1	Social and economic resilience; Fair green and digital transition	On track (ongoing)

⁶ The measures considered completed in the 2025 APR are associated with the CSRs in force in the 2024 European Semester.

⁷ The measures considered completed in previous APRs are identified with the respective APR and are not analyzed in this report.

⁸ Policy measure with wording slightly adjusted from what was included in the 2025-2028 MTFS Plan.

Policy Measure (Reform / Investment)	RRF / PA	CSR ⁶	EU Common Priorities	Implementation Status ⁷
Strengthen administrative capacity for the implementation of the Cohesion Policy Funds	PA	CSR 2025 2.1	Social and economic resilience; Fair green and digital transition	On track (ongoing)
Develop the National Strategy for Mineral Resources	-	CSR 2025 4.13	Fair green and digital transition; Energy security	Delayed (ongoing)
<i>2025 APR New measures</i>				
Develop and implement the uninterrupted teaching plan for a successful future "+ Aulas + Sucesso"	-	CSR 2025 5.2	Social and economic resilience	On track (ongoing)
Review the Legal Framework for Higher Education Institutions (RJIES), to strengthen institutional autonomy	-	-	Social and economic resilience	On track (ongoing)
<i>APR 2026 New measures</i>				
Implement the National Digital Strategy and its 2026-2027 Action Plan	RRF/PA	CSR 2025 3.1; CSR 2025 3.4; CSR 2025 4.10; CSR 2025 5.2	Social and economic resilience; Fair green and digital transition	On track (ongoing)
Implement the Audiovisual and Film Industry Financing Programme (SCRI.PT)	-	CSR 2025 3.2	Social and economic resilience	On track (ongoing)
Revision of the Science Law to become the Science and Innovation Law	-	CSR 2025 3.7	Social and economic resilience	On track (ongoing)
Implementation of the National Plan for Financial Education	-	CSR 2025 3.3	Social and economic resilience	On track (ongoing)

Note: shaded rows refer to new policy initiatives included under this strategic challenge.

Legend: RRF - Recovery and Resilience Facility; PA - Partnership Agreement; CSR - Country-Specific Recommendations.

This Challenge currently has a total of 18 measures, four of which are **new measures**. Of this set of measures, four are **Completed** and the remaining 14 are **ongoing**, 13 of which are **On track** and one is **Delayed**.

The measure considered **Completed** in this report is the following:

- **Strengthen human resources in the Recover Portugal Structure Mission (EMRP):** following the amendments to RCM 46-B/2021 of 4 May, introduced by RCM 127/2024 of 23 September and 54-A/2025 of 17 March, it was possible to strengthen EMRP's human resources from 78 to 140 workers. The reinforcement was thus completed before the

deadline initially set, helping to speed up the implementation of European funds and maximise their use.

Below we highlight the progress made on the measures that are **ongoing** and fall under the **On track** implementation status.

- **Review of the career and appraisal system for teachers in primary and secondary education:** the Teaching Career Statute (ECD) is under revision until the end of 2026, with effect from 2027. As part of this process, it is planned to adapt continuous training to the needs of teachers and schools, valuing the autonomy of schools in drawing up their training plans. A working group was also set up to establish requirements and procedures for obtaining teaching qualifications in primary and secondary education for holders of a bachelor's degree or higher, under the pre- and post-Bologna regimes, under the terms of Order no. 11297/2025 of 25 September. In 2025, in the ECD negotiation process, structuring bases for the general teacher profile were agreed upon, which are essential for the future development of the Teaching Performance Appraisal framework.
- **Implement the learning recovery and improvement plan "Aprender Mais Agora" (A+A Plan):** the assessment of Essential Learning and the curriculum revisions for primary and secondary education, including Citizenship and Development, have been implemented and completed. A ban on smartphones in primary and secondary schools has also been established, as well as guidelines for limited and responsible use in lower and upper secondary education. The new external assessment model is also being implemented, with digital tests and comparable results in primary education and a more equitable grading process in secondary education, reinforcing the monitoring of learning and information to educational communities. As part of the integration of foreign students, support was made operational through Linguistic and Cultural Mediators (MLC), with training and mentoring.

Curricular and organisational development measures remain under way, including guidelines for ages 0-6 and supporting educational materials, strengthening the training of educators (for children aged 0-3) and support staff, and the revision of the Curriculum Matrix, with public consultation scheduled for February 2026 and implementation in September 2027. The Digital in Education Strategy also continues, supported by the creation of a working group and the development of the Learning Ecosystem. The Legal Framework for Inclusive Education is also under review, with a view to strengthen the inclusion of parents and guardians of students with special educational needs in decision-making processes and defining their school pathway. At the same time, the reinforcement of Portuguese as a Non- Native Language is underway, including training protocols for MLCs, given the increase in foreign students.

- **Simplify and enhance the attractiveness of the tax regime applicable to corporate restructuring and merger operations, including financing, capitalisation and treasury management:** the measure concerning the stamp duty exemption applicable to

centralised treasury management operations is currently being prepared and is expected to enter the legislative process in the first quarter of 2026.

- **The co-investment line for start-ups and venture capital:** the technical dossier is currently being drawn up for submission to the Ministry of the Economy and Territorial Cohesion, with a view to assessing and approving the creation of a structuring and recurring fund of funds, under the management of Banco Português de Fomento (BPF), to ensure the continuity of the mission of the Capitalisation and Resilience Fund in capitalising the corporate sector, in partnership with the European Investment Bank (EIB) and the European Investment Fund (EIF), while promoting the capacity building of the national venture capital ecosystem, followed by the legislative process in conjunction with the Ministry of Finance.

This measure falls within the scope of the reforms and investments that make up Component C05 - Investment and Innovation of the RRP (RE-C05-r10, RE-C05-r13 and RE-C05-i06).

- **Review management models and legislation in the field of culture to ensure the functioning of institutions and various heritage bodies:** the review of the Cultural Patronage Regime is underway, with the aim of creating a more attractive legal and tax regime, guaranteeing the principle of freedom of cultural initiative. The draft law was approved by the Council of Ministers on 17 December 2025 and is awaiting approval by Parliament.
- **Enhance technical coordination across the various government areas to articulate the work leading to the implementation of the RRP and Portugal 2030 (PT2030):** the Investment Affairs Meetings (RAI) were reactivated at the end of the third quarter of 2025, resuming this coordination mechanism between ministries and public entities to monitor and unblock strategic investment projects. At the same time, to optimise the funds implementation with a focus on added value and alignment with the structural transformation of the economy, a reprogramming of the PT2030 programmes was submitted to the European Commission in December 2025, aimed to avoid the loss of funds and ensuring compliance with the $n+3$ rule⁹, including the reallocation of around €2.5 billion to strategic areas such as competitiveness, energy transition, housing and water resilience. The publication of calls for proposals was also accelerated, broadening the opportunities to apply and promoting faster absorption of funds by beneficiaries.
- **Strengthen administrative capacity for the implementation of the Cohesion Policy Funds:** the government presented the Financial Instrument for Innovation and Competitiveness (IFIC), an incentive system for business innovation within the framework of Capitalisation and Business Innovation (component 05 of the RRP), managed by the BPF and created in the context of the RRP reprogramming. Also being analysed is the extension of the scope of the PT2030 Guarantees Promotion Line, currently aimed at the

⁹ Budget commitments made in a given year (n) must be covered by eligible expenditure declared to the European Commission within three years (by $n+3$).

Portugal 2030 Incentive Schemes, which allows companies to obtain a guarantee to advance up to 40% of the approved incentive. In strengthening control and inspection mechanisms, an enhanced version of the Mais Transparência Portal was launched, providing detailed data on PT2030 investments by region and type of intervention, making it possible to improve public monitoring of European funds implementation in Portugal. In addition, a more predictable and publicly available Annual Calls Plan was promoted and reinforced participation in events and strategies to prevent and combat fraud and corruption. The measure is supported by the PA.

- Develop and implement the uninterrupted teaching plan for a successful future "+Aulas + Sucesso":** as part of the identification of teacher needs for the next decade, a study released in 2025 concluded a requirement to recruit around 39 000 additional teachers by 2034/2035. Based on this study, ten programme contracts were signed with Higher Education Institutions (HEIs), providing for 9 677 vacancies by 2029/2030 and reinforcing funding for HEIs through a 30% increase per graduate in master's degrees in priority areas, 20% in other master's degrees and 10% in bachelor's degrees in Basic Education. Also in 2025, improvements were made to the teacher placement system, including doubling the weekly iterations of the Recruitment Reserve rounds, allowing for faster placement, and additional measures were adopted within the scope of "+Aulas + Sucesso 2.0"¹⁰ to strengthen the recruitment capacity system. A survey of schools' permanent needs was also completed and 1 406 vacancies for Specialised Technicians for Other Functions (TEOF) were approved and contracted with the Ministry of Finance. The measure, which guarantees at least one psychologist per school cluster, awaits publication of the recruitment procedure.
- Review the Legal Framework for Higher Education Institutions (RJIES), to strengthen institutional autonomy:** the review of the RJIES was approved in general and is currently under detailed parliamentary discussion.

The progress made on the **ongoing** measures in the **Delayed** implementation status is presented.

- Develop the National Strategy for Mineral Resources:** drafting of the law aimed at enhancing the value of mineral resources as Portugal's natural and economic heritage is underway, with completion expected by the end of the first half of 2026.

The **new measures** are outlined below:

- Implement the National Digital Strategy and its 2026-2027 Action Plan:** as part of the State Reform and administrative simplification, the Virtual Citizen Shop became publicly available on 13 November 2025, integrating 150 services from 22 public entities (23 aimed at citizens and 127 at companies and businesses), including video calls for 32 services. In addition, the Digital Skills Pact was approved by RCM no. 216/2025 of 30 December,

¹⁰ Referring to proposals to amend Decree-Law 51/2024 (exceptional and temporary measures for hiring teaching staff and specialized technicians) and Decree-Law 57-A/2024 (extraordinary external competition and support for travel), presented by the Ministry of Education, Science and Innovation on 21 July 2025.

with the aim of strengthening and accelerating digital skills, including the training of workers in small and medium-sized enterprises (SMEs) and training programmes for the Public Administration. The National Programme for Girls in STEM (Science, Technology, Engineering and Mathematics) was also published by RCM no. 175/2025, of 10 November, to promote attraction, retention and progression of girls and women in STEM areas through an integrated approach between education, higher education and the labour market, mobilising public and private partners and combating gender stereotypes, strengthening role models and conditions for participation and leadership in the digital sector. It should also be noted that the National Artificial Intelligence Agenda was designed with the aim of defining the strategic direction for Artificial Intelligence (AI) adoption and development, promoting innovation and competitiveness while boosting public services modernisation, and was approved by RCM no. 2/2026 of 8 January.

The measure is part of the RRP, under Components C05 - Capitalisation and Business Innovation, C06 - Qualifications and Skills, C16 - Companies 4.0, C19 - More Efficient Public Administration and PA.

- **Implement the Audiovisual and Film Industry Financing Programme (SCRI.PT):** on 17 December 2025, the Decree-Law creating the SCRI.PT Programme for 2026-2029 was approved, with an overall investment of 350 M€, resulting from the annual increase in incentives from 34 to 50 M€ (200 M€ in total) and the creation of a 150 M€ Mutual Guarantee Line, to be set up by the BPF. The programme simplifies and consolidates the cash rebate and cash refund mechanisms, ensuring continuity of incentives to support development and internationalisation of productions in Portugal and the sustainability of the media sector. The legislation will be published in the first quarter of 2026, followed by its regulation.
- **Revision of the Science Law to become the Science and Innovation Law:** the revision is underway and a working group established for this purpose (Order no. 11412-A/2025 of 26 September). The reform aims to strengthen coordination between the players in the National Science, Technology and Innovation System (SNCTI) and ensure greater alignment with national and European programmes, by reassessing the legal framework and public policy instruments. The preliminary draft being prepared will form the basis for the future legislative proposal.
- **Implementation of the National Plan for Financial Education:** as part of the assessment of Essential Learning and the curriculum revisions for primary and secondary education, financial literacy has been included as mandatory content from 2025/2026. In addition, the "Educating for Citizenship: Saving, a Commitment to the Future" initiative was launched in collaboration with the Financial Supervisory Authorities in October 2025, which aims to train primary and secondary school students to manage their money consciously and sustainably. For the non-school-age population, the National Plan for Financial Education (known as the "Todos Contam" portal) provides an e-learning platform on budgeting, saving and investment, credit and insurance, complemented by financial training actions in the workplace (MTSSS e-learning course), the integration of












financial education into vocational training promoted by the IEFP and the "Finanças à Lupa" initiative, launched in October 2025 by the Ministry of Finance, with weekly content on public finance literacy, budgeting and taxation on digital channels.

4.3 A country with a more efficient State

The strategic challenge "A country with a more efficient State" aims to reform the State and its operation in order to ensure more accessible and higher quality public services, while guaranteeing equal opportunities.

The context indicators for this strategic challenge are presented in the table below and reveal mixed trends. Despite increases in current health expenditure, growth in the number of professionals in the National Health Service, and overall improvement in the provision of digital public services for citizens, there remains a downward trend in the proportion of users with a family doctor, alongside a decline in the provision of digital public services for businesses.

Table 4.5. Context indicators - A country with a more efficient State

Context indicators	Unit of Measure	Portugal				Indicator Evolution PT	
		2010	2015	2020	2024		
Digital public services for citizens	[0; 100]	-	79,33 (2017)	84,77	84,48		
Digital public services for businesses	[0; 100]	-	90,00 (2017)	85,83	84,31		
Current health expenditure - Public administrations	€ (10 ⁶)	12,56	10,79	14,08	18,89 ^{Pe}		
Users with a family doctor (%) ^(*) ^(*)	Norte	%	-	98,77 (2016)	96,82	97,35	
	Centro	%	-	97,27 (2016)	95,16	88,74	
	Lisboa e Vale do Tejo	%	-	83,31 (2016)	85,20	72,06	
Users with a family doctor (%) ^(*) ^(*)	Alentejo	%	-	96,52 (2016)	93,02	84,96	
	Algarve	%	-	84,10 (2016)	86,70	81,21	
Nurses and doctors of the National Health Service ^(*)	Nurses	No.	-	38 472	48 337	51 093	
	Doctors	No.	-	25 246	29 474	31 577	
Government effectiveness index	[-2.5; 2.5]	0,73	1,11	1,10	0,95		

Source: INE - Statistics Portugal; EUROSTAT; SPMS - Shared Services Ministry of Health; European Commission.

Notes: '-' Data not available. (Pe) = Preliminary data. (*) Based on December data. ^(*) Calculated by PLANAPP.

Last update: 04/02/2026.

Below is a table of the reforms and investments that form part of this strategic challenge, indicating their state of implementation¹¹.

Table 4.6. Progress of reforms and investments (policy measures) - A country with a more efficient State

Policy Measure (Reform / Investment)	RRF / PA	CSR ¹²	EU Common Priorities	Implementation Status ¹³
<i>2025-2028 MTFS Plan measures</i>				
Define a Multiannual Investment Plan for the National Health Service (NHS), aiming to modernise its units and equip its infrastructure technologically. The Plan seeks to strengthen the NHS's response capacity in its fundamental valence and contribute to the motivation of professionals and the humanisation of health care.	RRF, PA	CSR 2020 1.2; CSR 2020 1.3	Social and economic resilience	Completed (APR 2025)
Concentrate most Government and Central Administration entities in a single physical space	RRF	-	Social and economic resilience	On track (ongoing)
To empower the Centre of Government, developing centres of excellence, including planning, foresight and evaluation of public services and legal services	RRF	CSR 2025 3.6; CSR 2025 3.8	Social and economic resilience	On track (ongoing)
Implement the Public Sector Accounting Standardisation System (SNC-AP) and programme-based budgeting	RRF	CSR 2025 3.5	Social and economic resilience	On track (ongoing)
Ensure that all relevant public companies' reporting includes public service obligations and the compensation that the company received from the State to comply with them, as well as information of non-financial nature (e.g., environmental, social and governance)	-	-	Social and economic resilience	On track (not yet started)
Increase the data interconnection between the Tax Authority, Social Security and Institute of Registries and Notary, namely household registration, marital status and address, becoming the only channel for data communication	-	CSR 2025 3.5	Social and economic resilience; Fair green and digital transition	Delayed (ongoing)

¹¹ The implementation status of the measures reflects an adaptation of the information reporting categories used in the FENIX platform, in line with the recommendation set out in the Guidelines to Member States (C/2024/3975 of 21 June), and is summarised as follows: i) "**On track**" - the measure is being implemented as planned and is expected to be completed on time. This status may refer to a measure that is **Ongoing** (i.e. where implementation is already under way) or **Not Yet Started** (i.e. where the implementation start date falls after the current reporting period); ii) "**Delayed**" - the measure is in progress but will be completed after the planned execution date, which had not yet passed at the time of this report; iii) "**Completed**" - the measure has been concluded; iv) "**Not Completed**" - the planned execution date had already passed at the time of this report and/or the measure cannot or will not be completed.

¹² The measures considered completed in the APR 2025 are associated with the CSRs in force in the European Semester 2024.

¹³ The measures considered completed in previous APRs are identified with the respective APR and are not analyzed in this report.

Policy Measure (Reform / Investment)	RRF / PA	CSR ¹²	EU Common Priorities	Implementation Status ¹³
<i>2025 APR New measures</i>				
Combat fraud in contributions and benefits, and tackle contribution evasion	-	CSR 2025 1.3; CSR 2025 3.5	Social and economic resilience; Fair green and digital transition	On track <i>(ongoing)</i>
<i>202 6APR New measures</i>				
Strengthen administrative simplification by reviewing and consolidating licensing regimes, adopting tacit deferral mechanisms and <i>sunset clauses</i> , and implementing a simplified administrative code for economic activities	-	CSR 2025 3.1; CSR 2025 3.4	Social and economic resilience	On track <i>(ongoing)</i>
Strengthening Home Care Support Teams	RRF	CSR 2025 5.1	Social and economic resilience	On track <i>(ongoing)</i>
Implementation of the Simplification of the Contributions Cycle (SCC) model, reducing bureaucracy and reinforcing transparency and predictability in the reporting of remuneration	RRF	CSR 2025 3.1	Social and economic resilience; Fair green and digital transition	On track <i>(ongoing)</i>
Implementation of the reform of the Ministry of Education, Science and Innovation	-	CSR 2025 3.6; CSR 2025 3.7; CSR 2025 3.8	Social and economic resilience	On track <i>(ongoing)</i>

Note: shaded rows refer to new policy initiatives included under this strategic challenge.

Legend: RRF - Recovery and Resilience Facility; PA - Partnership Agreement; CSR - Country-Specific Recommendations.

To realise the objectives associated with this challenge, 11 policy measures (reforms and investments) are currently planned, four of which **are new measures**, as shown in the table above. In terms of their implementation status, one measure has **been Completed**, nine measures are **On track**, seven of which are **ongoing** and one measure is **Delayed**, and one measure has **not yet started**.

The following highlights the progress made on the measures that are **on track** and fall under the **ongoing** implementation status.

- Concentrate most Government and Central Administration entities in a single physical space:** the Council of Ministers Resolution (RCM) no. 121/2025 of 31 July was approved, establishing the framework for and advancing the process of reorganising and modernising the State's central structure, in line with the objectives of strengthening specialisation in legal functions, as well as in the planning and evaluation of public policies, and promoting the development of shared services and the rationalisation of resources. As part of the organisational rationalisation process, in 2025 the respective General Secretariat of the government areas of Finance and Education and Science were abolished, and the Government IT Network Management Centre was also discontinued.

Organic reforms continued to be implemented across various government areas, namely within the Ministry of Education, Science and Innovation, the Ministry of Labour, Solidarity and Social Security and the Ministry of Environment and Energy, with the latter focusing on the energy sector. This measure is part of the reforms and investments that make up Component C19 - More Efficient Public Administration (TD-C19-r35) of the RRP.

- **To empower the Centre of Government, developing centres of excellence, including planning, foresight and evaluation of public services and legal services:** 2025 saw the strengthening of institutional capacities for strategic coordination and specialised technical support. Particular note is made of the completion of the process of integrating the sectoral planning areas into the Centre for Planning and Evaluation of Public Policies, formalised by Order no. 1887/2025 of 11 February, thereby consolidating this entity as a central structure of excellence in the functions of planning, foresight and evaluation of public policies. At the same time, the process of reorganising and rationalising the structures of the State's Direct Administration continued, notably through the institutional strengthening of entities with cross-cutting functions, namely the Entidade de Serviços Partilhados da Administração Pública, I. P., Estamo - Participações Imobiliárias, S. A., and the Direção-Geral do Livro, dos Arquivos e das Bibliotecas, alongside the approval of rules clarifying the processes of transferring competences, with a view to achieving efficiency gains and promoting the adoption of best practices. In addition, structural reforms were approved in the field of public budgetary and financial management, including the restructuring of the Directorate-General for the Budget and the Directorate-General for the Treasury and Finance and the creation of the respective budgetary and financial entities, through Decree-Laws 53/2025 of 28 March and 56/2025 of 31 March, thereby strengthening technical, legal and analytical capacities to support decision-making and the implementation of public policies. This measure is part of the reforms and investments that make up Component C19 - More Efficient Public Administration (TD-C19-r35) of the RRP.
- **Implement the Public Sector Accounting Standardisation System (SNC-AP) and programme-based budgeting:** in 2025, the results-oriented budgeting model was further strengthened, based on the definition of objectives, indicators and targets associated with budget programmes and their respective actions, thereby ensuring greater alignment between public resources and the outcomes of implemented public policies. The information system to support programme budgeting, developed by the Ministry of Finance (MF) and made available since 2024 to the sectoral areas involved in pilot projects, was consolidated in 2025 through the development of the analytical model and the definition of the relevant regulatory framework, enabling improvements in the planning, monitoring and evaluation of budgetary and operational performance, and its progressive rollout is expected from 2026 onwards. In the field of accounting standardisation, the SNC-AP has been widely implemented, covering 4,633 public entities that have already reported their accounts in accordance with this standard, enhancing transparency, comparability and quality of public financial information. At the same time, Technical Standard no. 1/2017 of the Budgetary Framework Law Implementation Unit is being revised, with the aim of simplifying reporting processes and

integration of budgetary and economic-financial information into the MF system, promoting efficiency gains and ensuring the consistency of the information needed for public finance management. This measure is part of the reforms and investments that make up Component C17 - Quality and Sustainability of Public Finances (TD-C17-i01 and TD-C17-r32) of the RRP.

- **Combat fraud in contributions and benefits, and tackle contribution evasion:** in this context the Instituto de Informática, I. P., completed two intelligent models based on machine learning algorithms, namely a predictive model for identifying entities with a higher probability of non-compliance, allowing inspection actions to be directed more efficiently, and a risk index model applied to social benefit recipients, strengthening the mechanisms for detecting irregular situations. At the same time, an integrated plan to combat fraud and undue payments is being implemented, based on the identification of risk situations through data analysis, the deterrence of fraudulent behaviour, the simplification of processes and the strengthening of a culture of compliance. This plan includes measures such as the automation of inspection processes, the development of systems for monitoring and detecting undue payments, the strengthening of data cross-checking with the Tax Authority and international entities, as well as the creation of specific risk analytical models, all of which will help to increase the effectiveness, efficiency and robustness of the system for controlling and preventing tax and benefit fraud.

There is one measure in this challenge that is **Ongoing** but **Delayed**:

- **Increase the data interconnection between the Tax Authority, Social Security and Institute of Registries and Notary, namely household registration, marital status and address, becoming the only channel for data communication:** contacts have been established between the entities with a view to formalising a technical and operational interconnection protocol, which is considered essential for the implementation of this measure. However, so far there have been no subsequent developments, and the measure is therefore behind schedule compared to the initial timetable, although the necessary procedures for its implementation are still underway.

There are also four **new** policy **initiatives** relevant to this challenge that have an implementation status of **On track- Ongoing**:

- **Strengthening administrative simplification through the review and consolidation of licensing regimes, the adoption of tacit deferral mechanisms and sunset clauses, and the implementation of a simplified administrative code for economic activities:** this measure saw preparatory progress in 2025, with the hiring of legal experts responsible for reviewing the various applicable regimes and codes, with a view to simplifying, consolidating and harmonising them. The ongoing work aims to support the definition of a clearer, more efficient legal framework geared towards reducing the administrative burdens associated with carrying out economic activities, and the respective technical opinions are expected to be delivered in early

2026, forming the basis for the development and implementation of the planned reforms.

- **Strengthening Home Care Support Teams:** this measure saw initial developments in 2025, with the implementation of a pilot project within the scope of the Integrated Continued Care Teams (ECCI) of the National Integrated Continued Care Network (RNCCI), in five Local Health Units (ULS), through Ordinance 156/2025/1 of 7 April, with the aim of improving accessibility to healthcare for the population with self-care dependency. This project aims to strengthen the response capacity of home care, promoting care that is closer and more appropriate to users' needs. The final report on the pilot project is due to be presented in March 2026 and, from April 2026 onwards, the project will continue to be implemented in the units initially covered and gradually extended to other ULS that wish to join, with an increase in response capacity also expected, specifically through an increase in the average number of users supported each month. This measure is part of the reforms and investments that make up Component C01 - National Health Service (RE-C01-i02).
- **Implementation of the Simplification of the Contributions Cycle (SCC) model, reducing bureaucracy and reinforcing transparency and predictability in the reporting of remuneration:** this measure made structural progress in 2025, with the approval of the necessary legal framework through Decree-Law no. 127/2025 and Regulatory Decree no. 7/2025, both of 9 December, which establish the new SCC model, coming into force on 1 January 2026. The processes of creating the technological support infrastructures were also completed, ensuring the necessary conditions for the implementation of this system, which will allow for the automatic calculation of remuneration and contributions, promoting greater efficiency, transparency and predictability. Adherence to the new model will be gradual and voluntary for employers throughout 2026, via the Social Security Portal, and it is expected that, after the transitional period, all eligible entities will be covered, with the phase of monitoring of adherence and the progressive implementation of the system currently underway. This measure is part of the reforms and investments that make up Component C17 - Quality and Sustainability of Public Finances (TD-C17-i03) of the RRP.
- **Implementation of the reform of the Ministry of Education, Science and Innovation:** this measure saw significant developments in 2025, with the conclusion of its implementation at legislative level and the start of the operationalisation phase. In the field of pre-school, basic and secondary education, the Agency for the Management of the Education System (AGSE) and the Institute for Education, Quality and Assessment (EduQA) were created. In Higher Education, the Instituto para o Ensino Superior (IES, I.P.) was created, and in the field of Science and Innovation, the Agency for Research and Innovation (AI²) was set up, and a strategic assessment methodology is being applied to identify priority areas and allocate resources more efficiently. To provide the MECI with a body to provide technical support in defining strategic priorities and evidence-based public policies, the Directorate-General for


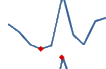






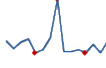


Studies, Planning and Evaluation (DGEPA) was created, with responsibilities in the areas of planning, foresight, monitoring and evaluation of public policies. The operational implementation of the reform will be monitored internally by the Reform Monitoring and Validation Commission, with representation from various government departments, and externally by the Organisation for Economic Co-operation and Development (OECD), helping to ensure alignment with good international practices and strengthening the effectiveness and coherence of public policies in these areas.

4.4 A more democratic, open and transparent country

The main objectives of this strategic challenge are, on the one hand, to strengthen the rule of law, guarantee compliance with the Constitution and the law, ensure the regular functioning of institutions, public order and the safety of people and property, as well as ensuring effective and efficient justice and the fight against corruption and, on the other hand, to promote transparency, plurality and the responsibility of agents in the public arena, in favour of an informed citizenry, in order to increase the level of trust in democratic institutions, the media and political agents.

The context indicators for these areas are presented in the following table. Taken together, they show differentiated developments, with the most notable being the improvement in procedural resolution times and the increase in trust in the police and the media. Conversely, there has been a decrease in trust in the government and the justice system, as well as a worsening of some security and institutional quality indicators.

Table 4.7. Context indicators - A more democratic, open and transparent country

Context indicators		Unit of Measure	Portugal				Indicator Evolution PT
			2010	2015	2020	2024	
Disposition time	Civil cases	Day	-	824	647	554	
	Labour cases	Day	-	234	313	251	
	Criminal cases	Day	-	227	273	239	
People who tend to trust	in Government (*)	%	63	55	62	50 (2025)	
	in the Justice System (**)	%	73	78	81	64 (2025)	
	in Police (**)	%	82	84 (2016)	55	85 (2025)	
	in Media (***)	%	-	57 (2017)	62	63 (2025)	
Road accidents with victims	No.	-	35 585	27 725	36 595 (2023)		
Proportion of burnt area	%	1,6	0,7	0,7	1,5		
Regulatory quality index	[-2.5; 2.5]	0,94	0,85	0,80	0,74		
Corruption Perceptions Index	[0; 100] ^(a)	63 (2012)	64	61	57		

Source: INE - Statistics Portugal; Eurobarometer; TheGlobalEconomy.

Notes: (*) The following number of the Eurobarometer were considered: 74.2, 76.3, 78.1, 80.1, 82.3, 84.3, 85.2, 87.3, 89.1, 91.5, 93.1, 95.3, 97.5, 99.4, 101.3 and 103; (**) The following number of the Eurobarometer were considered: 74.2, 82.3, 85.2, 87.3, 89.1, 91.5, 93.1, 95.3, 97.5, 99.4; 101.3 and 103; (***) The following number of the Eurobarometer were considered: 87.2, 89.1, 91.5, 93.1, 95.3, 97.5, 99.4; 101.3 and 103; "-" Data not available;.

Last update: 04/02/2026.

Below is a table of the reforms and investments that form part of this challenge, indicating their state of implementation¹⁴.

¹⁴ The implementation status of the measures reflects an adaptation of the information reporting categories used in the FENIX platform, in line with the recommendation set out in the Guidelines to Member States (C/2024/3975 of 21 June), and is summarised as follows: i) "**On track**" - the measure is being implemented as planned and is expected to be completed on time. This status may refer to a measure that is **Ongoing** (i.e. where implementation is already under way) or **Not Yet Started** (i.e. where the implementation start date falls after the current reporting period); ii) "**Delayed**" - the measure is in progress but will be completed after the planned execution date, which had not yet passed at the time of this report; iii) "**Completed**" - the measure has been concluded; iv) "**Not Completed**" - the planned execution date had already passed at the time of this report and/or the measure cannot or will not be completed.

Table 4.8. Progress of reforms and investments (policy measures) - A more democratic, open and transparent country

Policy Measure (Reform / Investment)	RRF / PA	CSR ¹⁵	EU Common Priorities	Implementation Status ¹⁶
<i>2025-2028 MTFS Plan measures</i>				
Develop a national strategy for media education and literacy	-	-	Social and economic resilience; Fair green and digital transition	Completed (APR 2025)
Propose urgent measures for administrative and tax jurisdictions, based on existing contributions	RRF	CSR 2025 3.4	Social and economic resilience	On track (ongoing)
Reform insolvency and corporate recovery regimes, by introducing procedural changes and implementing a "digital paradigm" in court proceedings ¹⁷	RRF	CSR 2025 3.1; CSR 2025 3.5	Social and economic resilience	On track (ongoing)
Requalify the court buildings and strengthen the development of the respective technological equipment	-	CSR 2025 3.4	Social and economic resilience; Fair green and digital transition; Energy security	On track (ongoing)
Restructure the prison network and social reintegration teams, and promote differentiated and individualised intervention across prison facilities	-	-	Social and economic resilience; Fair green and digital transition; Energy security	On track (ongoing)
Implement the multiannual investment framework for the security forces	-	CSR 2025 1.1	Social and economic resilience; Fair green and digital transition	On track (ongoing)
<i>2025 APR New measures</i>				
Draft the Media Code	-	-	Social and economic resilience; Fair green and digital transition	Delayed (ongoing)
<i>2026 APR New measures</i>				
Preparation and approval of the National Youth Agenda (ANJ)	-	CSR 2025 3.8	Social and economic resilience	On track (ongoing)

Note: shaded rows refer to new policy initiatives included under this strategic challenge.

Legend: RRF - Recovery and Resilience Facility; PA - Partnership Agreement; CSR - Country-Specific Recommendations.

¹⁵ The measures considered completed in the APR 2025 are associated with the CSRs in force in the European Semester 2024.

¹⁶ The measures considered completed in previous APRs are identified with the respective APR and are not analyzed in this report.

¹⁷ Policy measure with wording slightly adjusted from what was included in the MTFS Plan 2025-2028.

To realise the objectives associated with this challenge, eight policy measures (reforms and investments) are currently planned, one of which corresponds to a **new measure**, as illustrated in the table above. As far as the status of their implementation is concerned, one measure has been **Completed**, while the remaining seven measures are **ongoing**, six of which are **On track** and one of which is **Delayed**.

Below we highlight the progress made on the measures that are in **ongoing** and fall under the On track implementation status:

- **Propose urgent measures for administrative and tax jurisdictions, based on existing contributions:** in 2025, initiatives were adopted to strengthen the efficiency and responsiveness of administrative and tax courts, in particular the strengthening of alternative dispute resolution mechanisms and the broadening of entities and matters that can be arbitrated, promoting faster and more efficient ways of resolving conflicts. At the same time, the Internal Management System for Administrative and Tax Courts (SIGTAF) was implemented, structured in specialised modules that ensure the integrated management of processes, human resources, judicial activity, documentation and administrative procedures, contributing to the modernisation and improvement of the management of these courts. In addition, Law no. 57/2025, of 24 July, was approved, amending the Statutes of Judicial Magistrates, the Public Prosecutor's Office and the Administrative and Tax Courts, as well as the Law on the Organisation of the Judicial System, strengthening the institutional and functional framework of the administrative and tax jurisdiction. This measure is part of the reforms and investments that make up Component C18 - Economic Justice and Business Environment of the RRP (TD-C18-i01).
- **Reform insolvency and corporate recovery regimes, by introducing procedural changes and implementing a "digital paradigm" in court proceedings:** in 2025, preparatory work continued with a view to implementing electronic auctions and revising the Insolvency and Corporate Recovery Code, in conjunction with the ongoing digital transformation process. These initiatives aim to increase the efficiency, transparency and speed of insolvency and company recovery processes, contributing to the modernisation of the respective legal and operational framework. This measure is part of the reforms and investments that make up Component C18 - Economic Justice and Business Environment of the RRP (TD-C18-i01 and TD-C18-r33).
- **Requalify the court buildings and strengthen the development of the respective technological equipment:** the Strategic Plan for the Justice Estate is currently being developed, which will define the strategic lines and priority actions in the field of conservation, requalification and valorisation of the buildings used by the judicial system. This instrument will make it possible to structure an integrated approach to the modernisation of judicial infrastructures, including strengthening the physical and technological conditions in which the courts operate.
- **Restructure the prison network and social reintegration teams and promote differentiated and individualised intervention across prison facilities:** in 2025, the process of identifying priority works in the 49 prisons was completed, making it possible

to structure a phased intervention aimed at improving the physical and operational conditions of the prison system. Various refurbishment works were carried out with a view to improving the conditions in which sentences are served, strengthening security conditions and increasing occupancy capacity, contributing to more efficient management of the prison population. These interventions also make it possible to promote a more balanced redistribution of the prison population and strengthen the functional specialisation of establishments, favouring more differentiated intervention tailored to the profiles and needs of prisoners. In this context, particular note is made of the planned completion, in 2026, of the construction works of Pavilion 3 of the Tires Women's Prison, which will be an important element in the ongoing reorganisation process. At the same time, the reformulation of the closure plan for Lisbon Prison is being studied. In addition, a proposal to create an Academy was drawn up and submitted to the European Economic Area Financial Mechanism, under the EEA *Grants*, with the aim of strengthening institutional, technical and training capacities associated with prison management and social reintegration, and negotiations are underway.

- **Implement the multiannual investment framework for the security forces:** preparation of the legislative process for the acquisition of 8,000 body cameras for the security forces is underway, with a view to approval by the Council of Ministers in early 2026. The aim of this equipment is to reinforce the technological resources available and help increase the transparency and effectiveness of police action. Also noteworthy is the adoption of the Unified Security Platform for Video Surveillance Systems and *Bodycams*, as a centralised registration mechanism, allowing compliance with the applicable legislation to be strengthened and supporting its use by the security forces when necessary. At the same time, under the Decree-Law on Infrastructure and Equipment Programming for the Security Forces and Services, various vehicles and equipment were delivered to the security forces, promoting the modernisation and strengthening of their operational capacity. In addition, 11 infrastructure projects were completed, helping to improve the operating and operational conditions of these forces.

There is one measure in this challenge that is **ongoing** but **Delayed**:

- **Draft the Media Code:** the process of compiling the relevant legislative revisions has been completed, and the definition of the structure of the future Code has begun. This work is an essential stage in consolidating and systematising the legal framework applicable to the media sector. Despite this progress, the measure is behind schedule, and the technical and legal work needed to finalise it is ongoing.

Finally, the **new policy initiative** that is currently **On track** should be emphasised:

- **Preparation and approval of the National Youth Agenda (ANJ):** in 2025 a national consultation was held to identify the main needs, challenges and priorities of young people, ensuring a participatory and informed approach. At the same time, a benchmarking study was carried out to analyse good international practices and adapt them to the national context, in line with the strategic priorities defined. A survey of


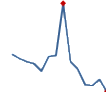


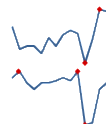
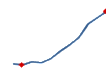

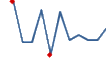

existing measures in the various government areas with an impact on youth was also carried out, and this set of contributions was consolidated into a structuring document for the ANJ. The internal consolidation of the final version of the ANJ is currently underway, with a view to its submission for approval and entry into the legislative circuit, with its presentation and the launch of the respective platform expected in the first half of 2026.

4.5 A greener and more sustainable country

Portugal regards the preservation and enhancement of natural resources as a priority in the light of the impacts of climate change, placing a strong emphasis on decarbonisation and the transition to a circular economy to strengthen territorial resilience, economic competitiveness and territorial cohesion.

The following table presents a set of indicators that illustrate the contextual developments related to this strategic challenge. Portugal has made progress in environmental sustainability, with an increase in the contribution of renewable energies to energy consumption, improvements in forest management, greater water efficiency, and advances in the circular economy, despite some occasional fluctuations and setbacks, in a context marked by worsening efforts to access housing.

Table 4.9. Context indicators - A greener and more sustainable country

Context indicators	Unit of Measure	Portugal				Indicator Evolution PT
		2010	2015	2020	2024	
Share of renewable energy in gross final energy consumption	%	24,15	30,51	33,98	36,32	
Emission of the main greenhouse gases (Kyoto Protocol 2nd phase) (CO2, CH4, N2O, HFC, PFC, SF6 e NF3) - Total (excluding memo items) (*)	kt CO ₂ eq.	65 784,6	64 376,4	53 977,3	51 216,9 (2023)	
Proportion of municipal waste prepared for reuse and recycling	%	25,3 (2012)	36,1	38,0	32,5 (2023)	
Proportion of irrigated area in irrigable agricultural area	%	87 (2009)	87 (2016)	90 (2019)	92 (2023)	-
Proportion of area in forest intervention zones (Mainland)	%	9,1 (2011)	10,3	19,0	22,8	
Modal distribution of passenger transport	Buses	6,5 ^E	5,8 ^E	4,2 ^E	7,5 ^E (2023)	
	Trains	4,4 ^E	4,2 ^E	2,8 ^E	4,2 ^E (2023)	
House price to income ratio	%	106,9	100	136,6	147,4	
Housing costs overburden rate	%	4,2	9,1	4,1	6,9	
Water exploitation index	%	4,77	13,04	7,96	7,27 (2023)	
Unbilled water in low-use systems	%	30,7 (2011)	29,8	28,7	26,9 (2023)	

Source: INE - Statistics Portugal; EUROSTAT; ERSAR; OECD.

Notes: (*) Items in the memo include CO2 transport and storage, international aviation and navigation and multilateral operations.
-E- Estimated.

Last update: 04/02/2026.

Below is a table of the reforms and investments that form part of this challenge, indicating their state of implementation¹⁸.

¹⁸ The implementation status of the measures reflects an adaptation of the information reporting categories used in the FENIX platform, in line with the recommendation set out in the Guidelines to Member States (C/2024/3975 of 21 June), and is summarised as follows: i) "**On track**" - the measure is being implemented as planned and is expected to be completed on time. This status may refer to a measure that is **Ongoing** (i.e. where implementation is already under way) or **Not Yet Started** (i.e. where the implementation start date falls after the current reporting period); ii) "**Delayed**" - the measure is in progress but will be completed after the planned execution date, which had not yet passed at the time of this report; iii) "**Completed**" - the measure has been concluded; iv) "**Not Completed**" - the planned execution date had already passed at the time of this report and/or the measure cannot or will not be completed.

Table 4.10. Progress of reforms and investments (policy measures) - A greener and more sustainable country

Policy Measure (Reform / Investment)	RRF / PA	CSR	EU Common Priorities	Implementation Status
Strengthen support programmes for energy efficiency in housing	RRF PA	CSR 2025 4.11; CSR 2025 4.12	Energy security; Social and economic resilience	On track (ongoing)
Operationalise the Mission Structure for Renewable Energy Project Licensing (EMER 2030)	RRF PA	CSR 2025 4.4; CSR 2025 4.6; CSR 2025 4.7; CSR 2025 4.9; CSR 2025 4.10	Fair green and digital transition; Energy security	On track (ongoing)
Evaluate the creation of incentives for the energy conversion of passenger transport vehicles	RRF PA	CSR 2025 4.1; CSR 2025 4.3	Fair green and digital transition	On track (ongoing)
Develop and implement the National Strategy for the Integrated Development of Energy Networks	RRF	CSR 2025 4.5; CSR 2025 4.6; CSR 2025 4.7; CSR 2025 4.8; CSR 2025 4.9	Fair green and digital transition; Energy security	On track (ongoing)
Develop and implement the National Strategy "Água que Une"	RRF PA	CSR 2025 4.14; CSR 2025 4.15; CSR 2025 4.16	Fair green and digital transition; Social and economic resilience	On track (ongoing)
Develop programmes to reduce water losses in supply networks	RRF PA	CSR 2025 4.14; CSR 2025 4.15	Fair green and digital transition	On track (ongoing)
Develop programmes to increase the use of treated wastewater	RRF PA	CSR 2025 4.14; CSR 2025 4.15; CSR 2025 4.16;	Fair green and digital transition	On track (ongoing)
Ensure the implementation of the measures that are part of the Strategy "Construir Portugal"	-	CSR 2025 5.3	Social and economic resilience	On track (ongoing)
Provide public support and transitional stimuli to address the most pressing housing shortages and lack of accessibility	-	CSR 2025 5.3	Social and economic resilience	On track (ongoing)
Implement a waste management policy for a circular economy	RRF PA	CSR 2025 4.13	Fair green and digital transition	On track (ongoing)
Develop and implement the National Nature Restoration Plan	-	CSR 2025 4.16	Fair green and digital transition; Social and economic resilience	On track (ongoing)

Policy Measure (Reform / Investment)	RRF / PA	CSR	EU Common Priorities	Implementation Status
Regulate and implement various aspects of the Framework Climate Law	-	CSR 2025 4.1; CSR 2025 4.4; CSR 2025 4.10; CSR 2025 4.11; CSR 2025 4.13; CSR 2025 4.14; CSR 2025 4.15; CSR 2025 4.16	Fair green and digital transition	On track (ongoing)
Review and implement the National Energy and Climate Plan (PNEC 2030)	-	CSR 2025 4.1; CSR 2025 4.3; CSR 2025 4.4; CSR 2025 4.5; CSR 2025 4.6; CSR 2025 4.7; CSR 2025 4.8; CSR 2025 4.9; CSR2025 4.10; CSR 2025 4.11; CSR 2025 4.12; CSR 2025 4.13; CSR 2025 4.14	Fair green and digital transition	On track (ongoing)
Create and implement the Coastal Resilience Action Plan 2025-2040	-	CSR 2025 4.14	Fair green and digital transition; Social and economic resilience	On track (ongoing)
Ensure the execution of the National Investment Programme (PNI2030)	PA	CSR 2025 2.1; CSR 2025 4.1; CSR 2025 4.3; CSR 2025 5.4	Social and economic resilience; Fair green and digital transition	On track (ongoing)
Start the construction of transport infrastructure (rail and TGV)	PA	CSR 2025 4.1; CSR 2025 4.3; CSR 2025 5.4	Social and economic resilience; Fair green and digital transition	On track (ongoing)
Enhance the use of funds from the Common Agricultural Policy, the Environmental Fund (FA), PT2030, MAR2030, and European programmes such as Horizon Europe and InvestEU	RRF PA	CSR 2025 2.1	Social and economic resilience	On track (ongoing)
Promoting the improvement in the interoperability of territorial-based information systems	RRF	CSR 2025 4.10	Social and economic resilience; Fair green and digital transition	On track (ongoing)
Launch tender procedures for offshore wind energy production auctions	RRF PA	CSR 2025 4.4; CSR 2025 4.5; CSR 2025 4.6; CSR 2025 4.7; CSR 2025 4.9	Fair green and digital transition; Energy security	Delayed (ongoing)
Develop new financial instruments to foster investment in the agroforestry, fisheries, and aquaculture sectors	-	CSR 2025 2.1	Social and economic resilience	Delayed (ongoing)

Policy Measure (Reform / Investment)	RRF / PA	CSR	EU Common Priorities	Implementation Status
Enhance low-density territories by requalifying coverage with fixed and high-speed mobile internet	-	-	Social and economic resilience; Fair green and digital transition	Delayed (ongoing)
Launch centralised procurement auction for biomethane and hydrogen purchase	-	CSR 2025 4.4; CSR 2025 4.5	Fair green and digital transition; Energy security	Completed
Develop and implement the Forest Intervention Plan (PIF)	-	CSR 2025 4.16	Fair green and digital transition; Social and economic resilience	On track (ongoing)
Develop New Urban Centres around areas of urban pressure, with sustainable urban planning	-	CSR 2025 5.3; CSR 2025 5.4	Social and economic resilience	On track (ongoing)

Legend: RRF - Recovery and Resilience Facility; PA - Partnership Agreement; CSR - Country-Specific Recommendations.

To realise the objectives associated with this Challenge, 24 policy measures (reforms and investments) are planned. Of these, one measure has been **Completed** and 23 are currently **ongoing**, of which 20 are **On track** and the remaining three are **Delayed**.

The **Completed** measure is:

- **Launch centralised procurement auction for biomethane and hydrogen purchase:** the first competitive procedure for the centralised purchase of biomethane and hydrogen, in the form of an electronic auction, was held at the beginning of 2025, and the results were published in February. At the end of December 2025, supply contracts were signed with the Supplier of Last Resort (SoLR) - Transgás, with the renewable hydrogen and biomethane producers, except for CME, S.A.. The auction involves stable financial support for 10 years, which is provided by the Environmental Fund (FA), to safeguard against possible fluctuations in energy prices (reducing risks for investors and encouraging the entry of new industrial projects). In addition, new auctions for the production of renewable gases are being considered.

Below the progress made on the measures that are **ongoing** and fall under the **On track** implementation status are highlighted.

In the field of energy:

- **Strengthen support programmes for energy efficiency in housing:** national transposition of the Energy Efficiency Directive (Directive (EU) 2023/1791 of 13 September) and of Directive (EU) 2024/1275 of 24 April on the energy performance of buildings is underway. Regarding the progress of energy efficiency support programmes, it is worth mentioning the launch of the E-Lar Programme, aimed at energy efficiency and the electrification of consumption through support for the purchase of household appliances, which was ensured by the publication of the respective notice. The high take-up rate justified the launch of two phases. Due to the lack

of applications for the “*Bairros mais Sustentáveis*” (More Sustainable Neighbourhoods) programme notice, which aimed to combat energy poverty by supporting vulnerable families, the notice has been formally closed, and the respective funds have been allocated to another RRP measure with proven high demand.

The RRP (TC-C13-i01 and RP-C21-i02) and the PA support the energy efficiency of residential buildings, with special attention to lower income households.

- **Operationalise the Mission Structure for Renewable Energy Project Licensing (EMER 2030):** in the context of EMER 2030's remit, the implementation of the One Stop Shop (BU) for project licensing is under development. The BU will centralise all stages of the process and simplify the procedures for licensing renewable energy projects, ensuring greater transparency and efficiency in the processes. In terms of capacity building, two editions of the *Posto de Transformação* initiative were launched, one in April and the other in November 2025. In line with its remit of licensing renewable energy projects, EMER 2030 has been monitoring the Renewable Energy Acceleration Zones (ZAER), a project that aims to identify priority areas for the development of renewable energy in Portugal. EMER 2030 is part of a set of reforms aligned with the REPowerEU Plan and integrated into the RRP (RP-C21-i09 and RP-C21-r48), the aim of which is to stimulate the incorporation of renewable energies into the national energy system. This measure also has the support of the PA.
- **Evaluate the creation of incentives for the energy conversion of passenger transport vehicles:** the new Legal Framework for Electric Mobility was approved (Decree-Law 93/2025 of 14 August), which revises the legal framework for electric mobility with a view of bringing up the Portuguese model in line with the European Union's regulatory framework. In view of the need to reinforce and modernise the public transport fleet, preferably with zero or reduced emissions, CP - Comboios de Portugal was authorised, by the Council of Ministers Resolution 141-A/2025 of 22 September, to exercise the buying option of further 36 trains in the contract for the acquisition of 117 railcars, for a total of 153 trains. The first delivery is foreseen to occur in 2029, also providing for early delivery of the units (last delivery moved from 2033 to 2031). Also, within the scope of decarbonising public transport, funding was approved for the purchase of zero-emission buses for mainland Portugal.

This measure is provided for in the RRP (C15 - Sustainable Mobility and C21 - REPowerEU: TC-C15-i05; TC-C15-i06; TC-C15-r30; RP-C21-i12) and it is also supported by the AP.

- **Develop and implement the National Strategy for the Integrated Development of Energy Networks:** the National Strategy for Energy Storage, with special emphasis on strengthening hydro pumping and batteries, is currently being drawn up by the Directorate General for Energy and Geology (DGEG), and is expected to be finalised in the first half of 2026. Regarding the implementation of electricity storage solutions, a call for tenders is being prepared for investment in improving the resilience of critical infrastructures by installing renewable production systems with batteries. The strengthening of energy interconnections within the Iberian framework and the European Union is also underway, with projects relating to the electricity interconnection between Portugal and Spain (Ponte de Lima/ Vila Nova de Famalicão/ Beariz and Fontefría) and the hydrogen interconnection between Portugal, Spain,

France and Germany (with a hydrogen infrastructure in Portugal) being included in the European Commission's List of Projects of Common Interest and Projects of Mutual Interest. This measure has the support of RRP - RP-C21-i08 (REPowerEU Component).

Within the scope of the "Água que Une" Strategy:

- **Develop and implement the National Strategy "Água que Une"**: the government launched the National Water Management Strategy - "Água que Une" - in March 2025. The Strategy includes a plan to ensure the sustainable management of this resource over the next 15 years in Portugal. By 2030, investments of around €5 000 million are planned, of which €2 000 million are European funds to support around 300 measures aimed at reusing water, reducing losses and building and rehabilitating infrastructure. The management and implementation of the Strategy's projects will be under the responsibility of Aqua, a company created within the Águas de Portugal Group (AdP) for this purpose. The company's legal framework is currently being prepared. There are also several initiatives underway:
 - The preparation of the National Water Plan for the period 2025-2035;
 - The signing of the contract for the design, construction and operation of the Algarve desalination plant in October 2025 with a consortium of Portuguese-Spanish companies. This project is part of the Algarve Regional Water Efficiency Plan, included in the RRP (RE-C09-i01), and involves an investment of 108 M€;
 - The "Strengthening the Algarve's Water Supply - Pomarão Water Intake Solution" project, with the draft regulatory document finalised. This project is also part of the Algarve Regional Water Efficiency Plan;
 - The Tagus Water Resilience Programme, which includes the construction of the Alvito / Ocreza dam and optimising the operation of existing dams;
 - In the context of protecting reservoirs and public service waters, the following were approved: the Foz Tua Reservoir Special Programme (in the legislative process), the Torrão Reservoir Special Programme (in planning) and the Vilarinho das Furnas Reservoir Special Programme (in structuring);
 - 18 projects to increase water storage capacity in river basins and the construction of new hydro-agricultural schemes.

The "Água que Une" Strategy is one of the priorities of the Transformative Agenda for Portugal, which is included in the Programme of the XXV Constitutional Government. This measure is supported by the RRP (RE-C09-i01, RE-C09-i02 and RE-C09-i04) and the AP.

- **Develop programmes to reduce water losses in supply networks**: reducing water losses in public supply systems is one of the priorities of the "Água que Une" Strategy, which presents an action programme to reduce water losses with a view to controlling and reducing losses in low-level systems, as well as a number of other regional measures related to this challenge. Investment RE-C09-i01 also includes measures aimed at reducing water losses in the Algarve's urban and agricultural sectors (measures SM1 - Reducing water losses in the urban sector: completion of network interventions is expected by 31 March 2026; and SM2 - Reducing water losses and increasing efficiency in the agricultural sector). This measure is supported by the RRP, the PA and the Environmental Fund (FA).

- **Develop programmes to increase the use of treated wastewater:** the revision of the legal regime for Water for Reuse (ApR), embodied in Decree-Law 119/2019 of 21 August, is underway. This revision aims to include the provisions of Regulation EU 2020/741 of the European Parliament and of the Council of 25 May, which have not yet been covered, with a view to increasing them at national level. The Strategic Plan for the Common Agricultural Policy (PEPAC) interventions B.1.2 - Water Management and C.1.1.1.2 - Efficient Use of Water are underway, with the aim of increasing the use of treated wastewater in primary production. The approach of the "Água + Circular" Programme of the "Água que Une" Strategy is based on the Action Plan for Reuse of the AdP Group (Águas de Portugal), which foresees an ApR for use in primary production of 47,6 Mm³/year over the next five years. This measure has the support of the RRP (RE-C09-i01.4) and the PA.

In the field of housing:

- **Ensure the implementation of the measures that are part of the Strategy "Construir Portugal":** following the launch of the Strategy "Construir Portugal" in May 2024, which includes 30 measures based on the pillars "Encouraging supply", "Promoting public housing", "Restoring confidence", "Fostering youth housing" and "Ensuring housing affordability", the following initiatives are underway:
 - Encouraging supply: i) the new Land Law was approved by Decree-Law no. 117/2024, of 30 December, and introduces a special reclassification regime for urban land for housing purposes; ii) the appropriate legal procedures are underway to ensure an increase in housing supply, whether private (stimulated by the adoption of various incentive measures, namely tax incentives), public (to support families and individuals in the most vulnerable situations, by mobilising existing housing *stock* or new construction) or cooperative;
 - Promoting public housing: i) a financing protocol was signed with the EIB for affordable housing with a view to reinforce the housing *stock* in order to respond to the most pressing cases of housing indignity; ii) within the scope of Justice, the first list of buildings considered unneeded and which have the potential to be converted for housing use was drawn up;
 - Restoring confidence to all stakeholders: i) repeal of forced renting, guaranteeing respect for property rights; ii) repeal of the Extraordinary Contribution on Local Accommodation, as well as the expiry of licences, leaving regulation to the municipalities, thus allowing different local realities to be distinguished;
 - Encouraging young housing: i) the exemption from IMT (property transaction tax) and Stamp Duty on the purchase of the first home was adopted with Decree-Law no. 48-A/2024 of 25 July, and the exemption from emoluments was adopted with Decree-Law no. 48-D/2024 of 31 July. It came into effect on 1 August 2024 and there have been no changes since then; ii) reformulation of the Porta 65 rental support programme (the reinforcement of Porta 65 Jovem was implemented with Decree-Law no. 42/2024 of 2 July and Order no. 238/2024/1 of 2 October, along with the budget reinforcement);

- Ensuring housing accessibility: approval of the special funding scheme for the "1st Right - Programme to Support Access to Housing", which will allow the public housing supply to be increased by more than 33 000 homes.
- **Provide public support and transitional stimuli to address the most pressing housing shortages and lack of accessibility:** the redesign of subsidy programmes for tenants in situations of vulnerability/effective need is underway, seeking to overcome the problems of coordination between state bodies. Measures have been implemented to ensure better coordination between the public bodies that generate the data that allows the attribution of subsidies. At the end of the year their allocation was standardised. The law formalising the redesign of rental support programmes is currently being drafted.
- **Develop New Urban Centres around areas of urban pressure, with sustainable urban planning:** of note is the publication of Law 53-A/2025 of 9 April, the Land Law, which amends the Legal Framework for Territorial Management Instruments (RJIT). One of the initiatives of this measure, the Parque Cidades do Tejo, aims to transform the riverside arc into a large metropolis in which the river acts as a link between the territories. The project links four axes - the Arco Ribeiro Sul Axis, the *Ocean Campus Axis*, the Humberto Delgado Airport Axis and the Benavente - Montijo Axis - and is currently underway, with the preparation of the respective diplomas.

Other measures:

- **Implement a waste management policy for a circular economy:** the second Circular Economy Action Plan (PAEC 2030) has been finalised and is in the legislative process. Its implementation will involve the development of a set of actions, at macro/meso/sectoral level, aimed at speeding up the transition to circularity. A series of calls for proposals were opened to increase recycling and waste recovery capacity (multimaterial sorting capacity and organic recovery of municipal waste and modernisation and upgrading of mechanical and biological treatment units). Decree-Law no. 139-A/2025 of 30 December was published, amending Decree-Law no. 152-D/2017 of 11 December on the Unified Regime for Specific Waste Flows - UNILEX, which allowed for the existence of an incentive or deposit system for the flow of waste electrical and electronic equipment and the need to set the terms and criteria of the incentive system. The review and creation of the rest of the associated legislative package is underway, namely the General Waste Regime and the regulation of the financial compensation to be awarded to municipalities for the installation of waste treatment infrastructures in their territories. This measure is supported by the MRR (TC-C12-r39) and the PA.
- **Develop and implement the National Nature Restoration Plan:** the process of drawing up the National Nature Restoration Plan is at the stage of measures proposals' presentation (including the definition of priorities, consultations with citizens and organisations and financial planning), after the diagnostic phase has been completed. The implementation of PRO~RIOS 2030 (a programme from "Água que Une" Strategy), which includes measures for the conservation, rehabilitation and restoration of rivers and streams, as well as the removal of obsolete barriers to river continuity, is underway. The Blue Forest Programme - Ecological Restoration of Marine Meadows was approved, which responds to the need to ensure the

restoration of marine seagrass beds and the capture of blue carbon, and the proposal for regulations to support conservation and restoration projects is currently being structured. These two programmes are aligned with the Nature Restoration Plan.

- **Regulate and implement various aspects of the Framework Climate Law:** the component of the measure relating to the revision of the National Strategy for Adaptation to Climate Change (ENAAC) has already been completed, and the draft legal diploma has been finalised and is in the final stages of approval. The legal diploma setting up the Interministerial Commission for Climate Action, with a view to strengthening compliance with the Basic Climate Law, is also in the approval phase.
- **Review and implement the National Energy and Climate Plan (PNEC 2030):** the update of the PNEC was approved by Assembly of the Republic Resolution 127/2025 of 10 April and submitted to the European Commission, in accordance with Article 14 of Regulation (EU) 2018/1999 on the Governance of the Energy Union and Climate Action. The new PNEC has more ambitious targets for reducing greenhouse gas emissions and for renewable energies. The governance model for implementing the PNEC 2030 was also established, as well as the government structure for monitoring and applying the Basic Climate Law, through Council of Ministers Resolution 156/2025 of 9 October.
- **Create and implement the Coastal Resilience Action Plan 2025-2040:** the proposal for the Plan is in the final stages of being structured by the Portuguese Environment Agency (APA), involving other entities with actions that contribute to coastal resilience: the Institute for Nature Conservation and Forests (ICNF), the Directorate - General for Natural Resources, Safety and Maritime Services (DGRM), the Portuguese Institute for the Sea and Atmosphere (IPMA), Docapesca - Ports and Fish Auctions, RiaViva and the Litoral da Região de Aveiro (Aveiro Region Coastline), among others.
- **Ensure the execution of the National Investment Program (PNI2030):** the execution of PNI2030 is progressively materialising, combining works in progress, contracts signed and projects in the pipeline. In the field of transport infrastructure, the following stand out:
 - a. on the railway, the first phase of the Porto-Lisbon High Speed Line (TGV) (Porto-Oiã) has been contracted (provided for in the measure "Starting construction of transport infrastructure (railway and TGV)" described below), along with modernisation work, electrification, increased capacity and interoperability on the Northern, Minho, Douro and Alentejo Lines, including the implementation of signalling systems and the removal of level crossings, as well as strengthening rail access to the ports of Sines, Leixões and Setúbal;
 - b. on the motorway, priority projects for qualification, safety and strategic connectivity are progressing, within the framework of Resolution of the Council of Ministers no. 69/2025 of 20 March, ensuring network closures and improved accessibility;
 - c. in the port sector, structuring investments, in line with the Portuguese Ports 5+ Strategy, are in the preparation and tendering phase, with a focus on increasing containerised capacity, rail-port intermodality and consolidating the Atlantic logistics role;

- d. in the airport component, technical and environmental work regarding the new infrastructure for the Lisbon region are being developed in line with the structuring investments planned for the horizon.

This measure has the support of the PA.

- **Start the construction of transport infrastructure (rail and TGV):** the implementation of investments in the rail network included in the Trans-European Transport Network, namely the TGV Line (Porto-Lisbon, Porto-Valença and Lisbon-Caia), began with the signing of the contract for the first PPP (PPP1) for the construction of the Porto-Oiã section (phase 1.1 of the Porto-Lisbon link) in July 2025 and work is scheduled to begin in 2026. The expenditure for PPP2 was approved in December 2025 for the construction of the Oiã-Soure stretch (phase 2 of the Porto-Lisbon link), and the international public tender was launched in January 2026. Studies have begun for the future expansion of the railway network, as provided for in the National Railway Plan, with the connection to the district capitals that do not yet have a link: the new Trás-os-Montes Line (Porto-Vila Real-Bragança); the Vale do Sousa Line and the Vouga Line. This measure has the support of the PA.
- **Enhance the use of funds from the Common Agricultural Policy, the Environmental Fund (FA), PT2030, MAR2030, and European programmes such as Horizon Europe and InvestEU:** the following initiatives should be highlighted:
 - The third and fourth reprogrammings of PEPAC were approved. The third reprogramming, approved in February, makes it possible to increase the average value of support for the basic income of Portuguese farmers and the amounts earmarked for young farmers. The fourth reprogramming, approved in December, makes it possible to increase flexibility in terms of the financial management of direct payment interventions that affect farmers' income;
 - The Protocol on demarcation and complementarity between the Cohesion Policy Funds of Portugal 2030 (PT 20230) and the funds of the Strategic Plan for the Common Agricultural Policy (PEPAC) and between the Cohesion Policy Funds and the European Maritime, Fisheries and Aquaculture Fund – Programme for Portugal – MAR2030 was approved in April.

This measure is supported by the PA, PEPAC and the RRP.

- **Promoting the improvement in the interoperability of territorial-based information systems:** the technological development of the support platform for the National Territorial Information System (SNIT) is underway, as planned under the Activity Plan of the Directorate-General for Territory (DGT), and is expected to be implemented in the context of the Territorial Information Portal (PoInt). This measure is supported by the RRP (RE-C08-r20 and RE-C08-i02).
- **Develop and implement the Forest Intervention Plan (PIF):** the drafting of the Forest Intervention Plan - "Floresta 2050, Futuro + Verde") has been completed with the approval and publication of the respective legal diploma (Assembly of the Republic Resolution 174/2025 of 5 December). The Forest programme, an initiative provided for in the PIF in the context of forest enhancement, more specifically the implementation of support and

incentives for forest management and stimulating increased forest productivity and profitability, has mobilised calls for support and incentives for sustainable forest management and increased forest productivity and production efficiency. Two notices were launched: one to support forest management on smallholdings and another for grouped applications managed and implemented by Forest Producer Organisations. The launch of PEPAC Florestas notices has strengthened the funding capacity of forestry policies. The revision of the Legal Framework for Rustic Property is underway and is being carried out with a view to reducing and/or eliminating the fragmentation and atomisation of rustic property, thereby improving the Land Structure of Rustic Property. The implementation of the PIF is supported by the Environmental Fund (FA).

There are also three measures in this challenge that are **ongoing** but **Delayed**:








- **Launch tender procedures for offshore wind energy production auctions:** the launch of the tender procedures for offshore floating wind energy production auctions is underway. The delay is due to the need to ensure that the projects are economically viable, a situation that required a re-analysis of the procedure model. Of note in this context is the update of the National Maritime Spatial Planning Situation Plan (PSOEM) considering the inclusion of the "Offshore Renewable Energies" component in February 2025 by Resolution of the Council of Ministers no. 19/2025 of 7 February, which focuses on the Allocation Plan for Offshore Renewable Energies (PAER). This measure is supported by the RRP (C21 - REPowerEU: RP-C21-i07 and RP-C21-r48) and by the PA.
- **Develop new financial instruments to foster investment in the agroforestry, fisheries, and aquaculture sectors:** as a result of the third reprogramming of PEPAC, approved by the European Commission on 4 February 2025, and the reinforcement of the State Budget funds allocated to PEPAC by more than 300 M€ until 2029 (Resolution of the Council of Ministers no. 108/2024), 50 M€ will be made available for the creation of financial instruments that will make it possible to mobilise around 500 M€ of investment in agriculture, through the launch of credit lines with guarantees and interest subsidies. This measure is supported by PEPAC interventions: C.2.1.4 and C.2.2.3 of area C.2 Investment and rejuvenation; and C.3.1.3 of area C.3 Sustainability of rural areas.
- **Enhance low-density territories by requalifying coverage with fixed and high-speed mobile internet:** the international public tender was launched for the installation, management, operation and maintenance of very high capacity networks in the "white areas", the launch and opening of which were provided for by Council of Ministers Resolution no. 156-A/2023 of 30 November and Order no. 12621-B/2023 of 7 December, respectively. Due to legal constraints, it was not possible to sign the contracts for the implementation of this measure within the planned timeframe.

4.6 A more global and humanist country

The strategic challenge "A more global and humanist country" is based on defending the European project, the enhancement of the Lusophone space and the worldwide promotion of the Portuguese language, the intensification of transatlantic cooperation, defending multilateralism, the promotion of a regulated and humanist immigration policy and the strengthening of Portugal's effective contribution to international peace and security.

The following table presents the evolution of a set of context indicators that illustrate the evolution of the situation in the context of this strategic challenge. In general, the indicators reflect a favourable evolutionary trend, although there are still significant challenges in the sphere of Defence.

Table 4.11. Context indicators - A more global and humanist country

Context indicators	Unit of Measure	Portugal				Indicator Evolution PT
		2010	2015	2020	2024	
High-tech exports	%	3,07 (2011)	3,81	5,48	4,98	
Exports + Imports with CPLP countries (*)	€ (10 ⁶)	7 179	9 290	5 966	11 803	
FDI from CPLP countries (*)	€ (10 ⁶)	2 914	5 181	5 421	7 170	
Defence expenditure in GDP	%	1,9	1,0	0,8	0,8 ^p (2023)	
Number of personnel in the Armed Forces	No.	34 514 (2011)	29 178	26 220	23 439	
Demographic evolution - migration balance (**)	No.	3 184	-3 528	57 768	143 641	
Number of foreign citizens in Portugal	No.	-	421 802 (2017)	666 830	1 543 697	

Source: INE - Statistics Portugal; Banco de Portugal; MAI; EUROSTAT; DGAEP; AIMA.

Notes: (*) Calculation based on Banco de Portugal; (**) 2015 - includes definitive estimate of resident population with Census; ^p Data not available.

Last update: 04/02/2026.

The following table outlines the reforms and investments that form part of this Challenge, indicating their state of implementation¹⁹.

¹⁹ The implementation status of the measures reflects an adaptation of the information reporting categories used in the FENIX platform, in line with the recommendation set out in the Guidelines to Member States (C/2024/3975 of 21 June), and is summarised as follows: i) "**On track**" - the measure is being implemented as planned and is expected to be completed on time. This status may refer to a measure that is **Ongoing** (i.e. where implementation is already under way) or **Not Yet Started** (i.e. where the implementation start date falls after the current reporting period); ii) "**Delayed**" - the measure is in progress but will be completed after the planned execution date, which had not yet passed at the time of this report; iii) "**Completed**" - the measure has been concluded; iv) "**Not Completed**" - the planned execution date had already passed at the time of this report and/or the measure cannot or will not be completed.

Table 4.12. Progress of reforms and investments (policy measures) - A more global and humanist country

Policy Measure (Reform / Investment)	RRF / PA	CSR ²⁰	EU Common Priorities	Implementation Status ²¹
<i>MTFS measures 2025-2028</i>				
Strengthen the human and technical resources of the Portuguese consular network to better respond to the needs of citizens and companies and contribute to strengthening legal and safe immigration pathways	-	-	Social and economic resilience	Completed <i>(RAP 2025)</i>
Reorient Portuguese State's immigration in a realistic and humanist way, with adequate rules and supervision, the implementation of a more functional regime for CPLP citizens, and an approach aimed at attracting talent	-	-	Social and economic resilience	Completed <i>(RAP 2025)</i>
Promote production and service activities, training, and knowledge related to Space, in partnership with allied countries with experience in the field, such as the United States, the United Kingdom, or other European countries	-	CSR 2025 1.1; CSR 2025 3.7	Strengthening Defence capabilities	Completed
Maintain and strengthen participation in international deployments and missions with Deployed National Forces (DNF) and Deployed National Elements (DNE), within international organisations such as NATO, the UN, Frontex, and the EU, and reinforce Defence Cooperation (CDD)	-	CSR 2025 1.1	Strengthening Defence capabilities	Completed
Restructuring of the Agency for Integration, Migration and Asylum (AIMA) to address legislative inconsistencies, operational bottlenecks, and create a Mission Structure to resolve around 400 thousand pending processes of regularising foreign citizens in the national territory	-	-	Social and economic resilience	On track <i>(ongoing)</i>
Enhance the Portuguese-speaking space and promote the Portuguese language worldwide, through the Portuguese language's candidacy as an official UN language	-	-	Social and economic resilience	On track <i>(ongoing)</i>

²⁰ The measures considered completed in the APR 2025 are associated with the CSRs in force in the European Semester 2024.

²¹ The measures considered completed in previous APRs are identified with the respective APR and are not analysed in this report.

Policy Measure (Reform / Investment)	RRF / PA	CSR ²⁰	EU Common Priorities	Implementation Status ²¹
Promoting a competitive defence industry at European and international levels, aligning with the Armed Forces' planning cycles, through increased public investment, the creation of administrative incentives, while driving the implementation of the Military Programming Law (LPM) and other resources, including investment in cyber defence capacities, structural re-equipment, materials, and services for the modernisation of military facilities ²²	-	CSR 2025 1.1; CSR 2025 3.7	Strengthening Defence capabilities	On track (ongoing)
<i>New measures APR 2025</i>				
Promote the diplomatic career in all its dimensions, including the enhancement of the economic diplomacy component	-	-	Social and economic resilience	Completed (APR 2025)
<i>New measures APR 2026</i>				
Through the revision of the Military Infrastructures Law, promote the recovery and potential of the assets under the tutelage of National Defence.	-	CSR 2025 1.1	Strengthening Defence capabilities	On track (ongoing)

Note: shaded rows refer to new policy initiatives included under this strategic challenge.

Legend: RRF - Recovery and Resilience Facility; PA - Partnership Agreement; CSR - Country-Specific Recommendation.

To achieve the objectives associated with this challenge, nine policy measures (reforms and investments) are currently planned, with one new policy initiative being presented within the scope of this report, as illustrated in the table above. Five measures are at the **Completed** implementation stage, while the remaining measures are at the **On track** stage and currently **ongoing**.

The two measures considered to be **Completed** are presented first.

- Promote production and service activities, training, and knowledge related to Space, in partnership with allied countries with experience in the field, such as the United States, the United Kingdom, or other European countries:** the measure is completed with investment in the European innovation and cooperation system, through the acquisition of Earth Observation (OT) satellites that are part of the Atlantic Constellation (CA), which is a project that strengthens national and European strategic autonomy in the field of Space and Defence and directly contributes to the affirmation of the national business and academic fabric as a centre of excellence for observation and monitoring from space.

The CA is operationalised through the acquisition and availability of data from very high resolution (VHR) optical OT satellites and high resolution (HR) optical OT satellites. Its expansion will be supported by the *New Space Portugal Agenda* with the creation of new products and/or services, with emphasis on the synergy led by the Portuguese Air Force,

²² Policy measure with wording slightly adjusted from what was included in the MTF5 Plan 2025-2028.

the Aerospace Technology and Innovation Centre (CTI) and the Product Engineering and Development Centre (CEiiA).

- **Maintain and strengthen participation in international deployments and missions with Deployed National Forces (DNF) and Deployed National Elements (DNE), within international organisations such as NATO, the UN, Frontex, and the EU, and reinforce Defence Cooperation (CDD):** the measure has been completed with the increase in funding for the Deployed National Forces (FND) through the State Budget Law (LOE) for 2026. This reinforcement allows the national participation of the Armed Forces, in 2026, in missions within the framework of NATO, the European Union, Frontex and the United Nations, as well as bilateral/multilateral participation.

The following highlights reflect the progress made on the measures that are **ongoing** and fall under the **On track** implementation status, including the **new policy initiative** presented in this strategic challenge.

- **Restructuring of the Agency for Integration, Migration and Asylum (AIMA) to address legislative inconsistencies, operational bottlenecks, and create a Mission Structure to resolve around 400 thousand pending processes of regularising foreign citizens in the national territory:** the Mission Structure for the Recovery of Pending Processes at AIMA concluded its activity on 31 December 2025, having regularised, in addition to all pending expression of interest processes, a wide range of other processes (authorisation and renewal of residence and transitional regime for expression of interest), and ensuring an organised transition of resources. Decree-Law No. 126/2025, of 4 December, implements the transfer of competence for the face-to-face handling of applications for renewal of residence permits from the Instituto dos Registos e do Notariado, I. P. (IRN, I.P.) to AIMA.

AIMA's institutional reorganisation process has been accompanied by a robust reinforcement of human and technological resources in 2025, in particular the integration of the resources that were allocated to the Mission Structure into AIMA. In addition, with the creation of AIMA, E.P.E.²³, four multidisciplinary teams were created under the Information Systems Department with a capacity of 40 workers and the competences related to the removal, readmission and return of people in an irregular situation were excluded from its remit.

In 2025, the public procurement process for the acquisition of specialised consultancy services for the survey and transformation of the organisational model and management flows was also launched, as well as the process of integrating additional resources from IRN, I.P., which is due to be completed in February 2026.

- **Enhance the Portuguese-speaking space and promote the Portuguese language worldwide, through the Portuguese language's candidacy as an official UN language:** the measure is underway and a proposal has been drawn up for presentation to the

²³ Public Business Entity.

Community of Portuguese Speaking Countries (CPLP) in 2025, promoting Portuguese as an effective vehicle for global communication, with a view to the Portuguese language becoming an official language of the United Nations (UN) by 2030. At the same time, the consular network promoted various actions to promote the Portuguese language, including important cultural initiatives, language dissemination programmes, academic cooperation actions and conference cycles. Also noteworthy was the support for translating and publishing works, as well as the promotion of Portuguese on digital platforms and in multilateral contexts. These initiatives have made it possible to strengthen the presence of the language in international forums and deepen cultural and institutional cooperation networks, consolidating the role of Portuguese as a vehicle for dialogue, knowledge and diplomacy in the global context.

- **Promoting a competitive defence industry at European and international levels, aligning with the Armed Forces' planning cycles, through increased public investment, the creation of administrative incentives, while driving the implementation of the Military Programming Law (LPM) and other resources, including investment in cyber defence capacities, structural re-equipment, materials, and services for the modernisation of military facilities:** Portugal has stepped up investment in Defence in order to meet its national commitments to the North Atlantic Treaty Organisation (NATO), in particular the application to the *Security Action for Europe* (SAFE) programme, with a historic €5.8 billion earmarked for the country, and the preparation of the revision of the Military Programming Law (LPM) scheduled for 2026. This reinforcement is in line with the new targets set at the NATO Summit, which envisage allocating 5% of GDP to Defence by 2035, surpassing the initial target of 2%. At the same time, the operationalisation of the Atlantic Constellation (CA) allows Portuguese companies to boost orders for equipment and material placed by the Armed Forces. This cycle of growth is also reflected in the external competitiveness and export capacity of the military Defence industry, with partnerships totalling an overall investment of 200 M€, of which 75 M€ is carried out directly by Portuguese companies.

With the creation of the Directorate-General for Armaments and National Defence Assets (DGAPDN), the Ministry of National Defence (MDN) now has a structure responsible for conducting and executing options for armaments and assets, segregating human resources in a new Directorate-General, which in both cases allows for greater specialisation and focus. This institutional strengthening will be complemented by the inter-ministerial review of public procurement procedures aimed at simplifying and speeding up acquisition processes in the Defence sector.

Through the revision of the Military Infrastructures Law, promote the recovery and potential of the assets under the tutelage of National Defence: Preparatory work is underway for the ordinary revision of the Military Infrastructures Law, with the aim of correcting the inabilities to make use of built heritage.

5 ANNEXES

5.1 Implementation of the SDGs and the EU Common Priorities

The following table shows the alignment of the strategic challenges with the EU Common Priorities, considering all the reforms and investments included in the MTF5 Plan (63) and the new measures presented in the annual reports (a total of 21 between 2025 and 2026).

Table 5.1. Alignment of the strategic challenges of the MTF5 Plan with the EU's Common Priorities

Strategic Challenges OF MTF5 Plan	Common EU Priorities			
	Social na economic resilience	Fair green and digital transition	Energy security	Build-up of defence capabilities
A fairer and more supportive country	●●●	●		
A more prosperous, more innovative and competitive country	●●●	●●	●	
A country with a more efficient state	●●●	●●		
A more democratic, open and transparent country	●●●	●●	●●	
A greener and more sustainable country	●●	●●●	●●	
A more global and humanist country	●●			●●
● Weak alignment	●●	Moderate alignment	●●●	Strong alignment

The following tables consider the 72 measures: 63 presented in the 2025-2028 MTFS PLAN and 9 introduced as new measures in the 2025 APR²⁴

Table 5.2. Main measures and their estimated impact on the implementation of the SDGs²⁵

SDG	List of main contributing measures	Other aligned SDGs	Estimated impact of the measures (qualitative and/or quantitative)
1 - No Poverty	Study the introduction of partial retirement mechanisms to facilitate the transition between working life and retirement	8	The measure consists of studying partial retirement mechanisms to facilitate the gradual transition between working life and retirement, assessing their impact on the financial sustainability of the system and the adequacy of social benefits. This measure will have a social impact by increasing the well-being and inclusion of the older population; a labour impact by encouraging people to remain active and transfer knowledge; and a financial impact by contributing to the sustainability of Social Security in a context of rapid demographic ageing.
2 - Zero Hunger	Develop new financial instruments to foster investment in the agroforestry, fisheries, and aquaculture sectors	-	This measure aims to boost investment in the agroforestry, fisheries and aquaculture sectors by developing new financial instruments that facilitate access to productive resources and foster modernisation and innovation. By creating financing mechanisms that are more accessible and suited to the needs of small producers, fishermen and farmers, productivity increases and income improves, ensuring greater stability and competitiveness in the sector. Support for small forest owners/producers aims to make an effective contribution to reducing the risk of fire. Furthermore, by stimulating sustainable investments, the resilience of forestry, agriculture and aquaculture activities in the face of climatic and economic challenges is strengthened. Thus, this measure could strengthen the productive and economic capacity of small producers, promoting inclusion and the sustainable development of rural and coastal communities.
2 - Zero Hunger	Enhance the use of funds from the Common Agricultural Policy, the Environmental Fund (FA), PT2030, MAR2030, and European programmes such as Horizon Europe and InvestEU	15; 16	This measure aims to maximise the use of funds from the Common Agricultural Policy and other national and European programmes in order to promote agricultural productivity, environmental sustainability and institutional strengthening. It highlights initiatives aimed at increasing farmers' incomes, maintaining agricultural activity in less-favoured areas and acquiring equipment and vehicles to prevent and fight fires. By directing resources towards the modernisation of agriculture and support for small producers, it facilitates access to technology, knowledge and markets, helping to increase productivity and income in the agricultural sector. It also encourages sustainable forest management practices, reforestation and the recovery of degraded soils, helping to combat desertification and promote environmental resilience. Strengthening transparency and efficiency in the application of funds ensures that investments are effective and aligned with the sector's needs,

²⁴ The new policy initiatives announced are not included in the APR 2026 because they will be highlighted in these same terms in the next APR.

²⁵ It should be noted that of the 72 measures announced, 68 make a potential contribution to at least one SDG target. Some measures are aligned with multiple targets of different SDGs, and in these cases the SDG with the greatest impact is identified. An analysis of some estimated impacts is presented in this annex. Of the 68 measures aligned with the SDGs, those with the most significant potential contribution were selected (a total of 42).

SDG	List of main contributing measures	Other aligned SDGs	Estimated impact of the measures (qualitative and/or quantitative)
			guaranteeing a lasting impact. This measure contributes to the goals related to boosting sustainability in agriculture, halting environmental degradation and strengthening responsible and effective institutions in the management of public resources.
3 - Good Health and Well-Being	Define a Multiannual Investment Plan for the National Health Service (NHS), aiming to modernise its units and equip its infrastructure technologically. The Plan seeks to strengthen the NHS's response capacity in its fundamental valence and contribute to the motivation of professionals and the humanisation of health care	-	The Ministry of Health's Multiannual Investment Plan 2030 (PPI MS 2030) is based on seven strategic pillars: Primary Health Care, Hospital Health Care, Continuity of Care, Mental Health, Digital Transition, Environmental Sustainability and Professional Training and Capacity Building. These pillars aim to strengthen and modernise the National Health Service (SNS), improving access and the quality of services provided, ensuring greater efficiency and promoting technological innovation and sustainability. The main projects include the construction of new hospitals, strengthening long-term and palliative care, technological modernisation and investments in the energy efficiency of NHS infrastructures. The aim is to strengthen the response capacity of the National Health Service (SNS), namely, to provide more efficient, safe and accessible care, reducing waiting times and improving the user experience, guaranteeing closer, patient-centred care, through technological modernisation and the qualification of infrastructures.
3 - Good Health and Well-Being	Develop and implement the National Sports Development Plan and a new model for the coordination of sport policies and initiatives in Portugal	-	This measure aims to contribute to reducing premature mortality from non-communicable diseases through prevention and treatment, and to promote mental health and well-being, through targeted investments in: (i) sports infrastructures and high performance centres; (ii) sports development, science and innovation; (iii) inclusion of sport for all; (iv) high performance and dual career; and (v) training and certification. It is hoped, among other things, to contribute to increasing the population's sporting activity, increasing female participation in sport and reducing the level of childhood obesity and overweight.
4 - Quality Education	Ensure universal and free access to crèches and pre-school by mobilising the public, social and private sectors	17	The measure aims to ensure that all children have access to quality early childhood development, as well as pre-school care and education, so that they are prepared for primary education. The aim is to gradually expand the coverage of crèches and pre-school establishments for children aged zero to four, guaranteeing greater access to early childhood education services in the public, private and social network, promoting a quality educational environment from early childhood, which is essential for cognitive, social and emotional development. As well as strengthening the basis of early learning and reducing inequalities in school performance, the aim is also to make it easier to reconcile work and family life and to encourage births.
4 - Quality Education	Implement the learning recovery and improvement plan "Aprender Mais Agora" (A+A Plan)	-	The learning recovery and improvement plan "Aprender Mais Agora" (A+A Plan) includes a set of measures structured along three axes: "Improving learning" (with a focus on learning, supporting students and improving processes), "Inclusion and success of migrant students" (in response to the sharp increase in migrant students) and "Recommendations to schools on the use of smartphones". The measure focuses on strengthening educational quality to raise student performance and promote greater equity in education. In addition, it seeks to improve migrant pupils' success at school

SDG	List of main contributing measures	Other aligned SDGs	Estimated impact of the measures (qualitative and/or quantitative)
			(notably by hiring language and cultural mediators), guaranteeing more inclusive conditions. It also seeks to regulate the use of smartphones in schools, given the risks they pose to students' learning, socialisation and mental well-being. The use of digital technologies for learning must be part of a pedagogical project monitored by teachers and duly validated by schools. Empirical evidence shows that the individual use of devices by pupils is permeable to excessive, inappropriate and harmful use for the well-being of young people.
4 - Quality Education	Develop and implement the uninterrupted teaching plan for a successful future "+ Aulas + Sucesso".	8	The aim of the "+Aulas + Sucesso" plan is to prevent students from being left without lessons, even for long periods of time. This plan consists of 15 measures based on three priorities: Support More; Manage Better; Retain and Attract Teachers. These measures generally aim to improve teachers' working conditions, for example by extending their working life through a pay supplement, paying for additional overtime work and giving schools and headmasters tools to manage teachers more effectively, to reduce the number of pupils without lessons. The main effects of this measure will be: greater pedagogical continuity and improved school success; a reduction in inequalities, especially among students from vulnerable backgrounds; an immediate response to teacher shortages, guaranteeing the basic functioning of schools; mitigation of long-term risks in the training of human capital essential to the country.
4 - Quality Education	Adapt and strengthen scholarship programmes and financial support to reflect the current socio-economic situation of higher education students	10	The measure aims to ensure equal access for all men and women to quality and affordable technical, professional and tertiary education, including university. It aims to promote equal opportunities in accessing and attending higher education, reducing economic barriers and thus contributing to a more inclusive and equitable system, guaranteeing fair conditions for completing studies. Furthermore, by reinforcing transparency and efficiency in the allocation of support, it strengthens confidence in the social action system and helps to reduce structural inequalities.
5 - Gender Equality	Ensure funding for the support structures of the National Support Network for Victims of Domestic Violence	16	The measure aims to combat all forms of violence against women and girls, including trafficking and exploitation, and to significantly reduce violence and associated mortality rates, promoting a fairer and safer society. To this end, it strengthens technical and financial support for civil society organisations working to defend women's rights and combat gender-based and domestic violence and encourages cooperation between public bodies and civil society, ensuring a more integrated and comprehensive approach.
6 - Clean Water and Sanitation	Develop and implement the National Strategy "Água que Une"	15	The measure could have a positive impact on universal and equitable access to drinking water, improving water quality and reducing the proportion of untreated wastewater, substantially increasing recycling and reuse. It also aims to substantially increase water use efficiency in all sectors, ensure sustainable extractions and freshwater supplies in order to address water scarcity and substantially reduce the number of people suffering from water scarcity. It contributes to the integrated management of water resources at all levels, protecting and restoring water-related ecosystems, including mountains, forests, wetlands, rivers, aquifers and lakes. The initiative aims to promote water efficiency to mitigate water scarcity, especially in the face of

SDG	List of main contributing measures	Other aligned SDGs	Estimated impact of the measures (qualitative and/or quantitative)
			<p>frequent droughts and climate change, by creating a network of interconnected infrastructures to manage, store and distribute water more efficiently, ensuring its sustainable use in various sectors. It also aims to contribute to increasing the country's water resilience, promoting the sustainability of water bodies, ensuring continuous supply for human consumption, agriculture, industry and ecosystems, safeguarding the well-being of the population and the viability of economic sectors. The "Água que Une" strategy is expected to create conditions to attract new investments, boost farmers' incomes and guarantee food security, territorial cohesion and environmental sustainability. Under the Algarve Regional Water Efficiency Plan, measures are being implemented that are expected to provide an estimated resilience of 70 Mm³/year, or around 30% of the region's water consumption.</p>
6 - Clean Water and Sanitation	Develop programmes to reduce water losses in supply networks	-	<p>This measure aims to substantially increase water use efficiency in all sectors and ensure sustainable extraction and supply of fresh water to face water scarcity and substantially reduce the number of people suffering from water scarcity.</p> <p>The aim is to promote water efficiency, helping to mitigate water scarcity, especially in regions vulnerable to frequent droughts, by focusing on reducing water losses in supply networks and optimising the management of water resources, ensuring a more sustainable use of water. The initiative strengthens the resilience of supply systems, reducing operating costs and increasing supply reliability, with benefits for both consumers and public management.</p>
6 - Clean Water and Sanitation	Develop programmes to increase the use of treated wastewater	-	<p>The measure aims to improve water quality by reducing the proportion of untreated wastewater and substantially increasing recycling and reuse.</p> <p>This measure aims to increase efficiency and sustainability in the management of water resources, promoting the reuse of treated wastewater and reducing pressure on freshwater reserves, especially in sectors such as agriculture, industry and public irrigation. The initiative contributes to adapting to climate change, strengthening the circular economy in the water sector and therefore mitigating water scarcity, in a context of increasing vulnerability of the territory to increasingly frequent droughts. It also aims to reduce operating costs and ensure greater water security.</p>
7 - Affordable and Clean Energy	Evaluate the creation of incentives for the energy conversion of passenger transport vehicles	11; 13	<p>This measure will enable the conversion of fossil-fuelled vehicles into renewable energy vehicles. The creation of incentives for the energy conversion of passenger transport vehicles will have a significant positive impact on reducing energy dependence, decarbonising the transport sector and accelerating the penetration of renewable energies. Promoting the electrification of transport, among other alternatives such as hydrogen, biomethane and renewable fuels, will also help to increase the sector's energy efficiency.</p>
7 - Affordable and Clean Energy	Develop and implement the National Strategy for the Integrated Development of Energy Networks	-	<p>As part of the planning and development of electricity distribution and transmission networks, the aim is to adopt an integrated strategy that promotes, on the one hand, an increase in renewable production capacity and, on the other, the capacity to meet the foreseeable increase in electricity consumption, especially in the industrial sector. This measure will improve network planning by integrating electricity and gas systems. It will also help to accommodate the increase in capacity and</p>

SDG	List of main contributing measures	Other aligned SDGs	Estimated impact of the measures (qualitative and/or quantitative)
			diversification of renewable energy sources, as well as the other challenges that the new paradigm of energy supply and demand will bring to the national electricity system, promoting the energy and climate transition, reducing dependence on fossil fuels, boosting the use of renewable energies and ensuring universal access to modern and reliable energy services.
7 - Affordable and Clean Energy	Strengthen support programmes for energy efficiency in housing	11	This measure aims to improve the energy performance of the housing stock, while at the same time ensuring the fight against energy poverty, namely by supporting the thermal insulation of buildings and promoting and speeding up the replacement of obsolete equipment with more efficient electrical and energy versions ("E-LAR" programme - aimed at combating energy poverty in the homes of vulnerable families). The aim is to convert urban territories with greater social vulnerabilities and risks of energy poverty into Sustainable Urban Areas. Implementing actions to increase the energy efficiency of buildings will make it possible to reduce energy consumption, promoting more sustainable and comfortable housing. Strengthening energy efficiency in the housing sector also ensures greater resilience to fluctuations in energy prices, improving quality of life and promoting a more sustainable and equitable housing model.
8 - Decent Work and Economic Growth	Increase the national minimum wage to EUR 1 020 in 2028	10	Increasing the Guaranteed Minimum Monthly Wage (RMMG) will have an impact on mitigating income disparities, both through the bite effect, by directly raising the lowest wages, and through the spillover effect, by boosting wage increases in the upper echelons. It also contributes to the implementation of tax, wage and social protection policies that favour greater equity. Recent experience shows that increases in the RMMG have occurred in parallel with net job creation and a reduction in unemployment, countering fears of adverse effects on the labour market. The measure therefore strengthens decent working conditions, promotes wage appreciation and reduces economic and social asymmetries, contributing to a more inclusive and sustainable economy.
8 - Decent Work and Economic Growth	The co-investment line for start-ups and venture capital	9	This measure aims to boost technological modernisation, diversify the economy and strengthen innovation, promoting sectors with high added value and fostering the creation of skilled jobs. By facilitating access to finance, it supports the growth of micro, small and medium-sized enterprises, encouraging formalisation and their integration into value chains and international markets. It also strengthens the capacity of financial institutions, expanding access to credit and banking services that are essential for business development. In this way it promotes a more dynamic, competitive and sustainable economic environment, with a positive impact on generating opportunities and reducing inequalities.
8 - Decent Work and Economic Growth	Reform insolvency and corporate recovery regimes, by introducing procedural changes and implementing a "digital paradigm" in court proceedings	16	This measure aims to reform insolvency regimes, promoting greater efficiency, transparency and accountability in proceedings, in order to speed up the process and the judicial decision, guaranteeing greater flexibility and predictability. By facilitating the recovery of viable companies and mitigating obstacles to credit recovery, it contributes to the creation of a more stable and resilient business environment, encouraging the formalisation and growth of micro, small and medium-sized enterprises. It also ensures the smooth implementation of the reforms set out in the RRP, promoting a more dynamic and sustainable economic system. In this way, this measure will support productive

SDG	List of main contributing measures	Other aligned SDGs	Estimated impact of the measures (qualitative and/or quantitative)
			activities, stimulate entrepreneurship and strengthen effective and transparent institutions, which are essential for balanced and inclusive economic development.
9 - Industry, Innovation and Infrastructure	Create a National Digital Strategy	1; 4; 5; 8; 10; 11; 16; 17	Realising the Strategy aims to help improve the technological capabilities of industrial sectors, namely through the adoption of artificial intelligence tools, and therefore improving the technological capabilities of industrial sectors. It is also intended to encourage research and innovation in digital, so as to create the conditions for retaining and attracting qualified talent, as well as encouraging collaboration between startups, private companies, research centres and public entities, with the aim of fostering a dynamic environment for the development of new business models, products and services with high added value in the digital area. The creation of partnerships between the public and private sectors and academia is also an essential element in promoting research and technological development partnerships aimed at improving quality of life.
9 - Industry, Innovation and Infrastructure	Start the construction of transport infrastructure (rail and TGV)	11	This measure aims to contribute to the development of quality, reliable, sustainable and resilient infrastructure, including regional and cross-border infrastructure, to support economic development and human well-being, focusing on equitable and affordable access for all. The aim is to promote sustainable mobility, encouraging modal shift from individual and air transport to rail and reducing journey times. Betting on the high-speed line will make the railway option more competitive, improving the efficiency and quality of the service. In addition to the environmental benefits, the measure will boost territorial cohesion, increasing connectivity and accessibility between the country's two largest cities.
9 - Industry, Innovation and Infrastructure	Promoting a competitive defence industry at European and international levels, aligning with the Armed Forces' planning cycles, through increased public investment, the creation of administrative incentives, while driving the implementation of the Military Programming Law (LPM) and other resources, including investment in cyber defence capacities, structural re-equipment, materials, and services for the modernisation of military facilities	16	The realisation of this measure can contribute to significantly increasing the share of industry in employment and GDP, strengthening scientific research, improving the technological capabilities of industrial sectors, encouraging innovation and increasing public and private spending and the number of workers in research and development. This will be induced by the strong participation of Portuguese industry in technological areas, namely the participation of Portuguese companies in research, development and production consortia in Defence areas, promoting the strengthening of the export capacity of the military industry and dual-use technologies.
10 - Reduce Inequalities	Restructure the prison network and social reintegration teams, and promote differentiated and individualised intervention across prison facilities	16	This measure aims to improve conditions in prisons and educational centres. By renovating dilapidated infrastructure and strengthening reintegration teams, it ensures decent conditions for serving sentences, in line with the principle of equal access to justice and respect for the rule of law. Furthermore, by promoting educational projects, vocational training and cooperation with local and business partners, it contributes to the social and economic inclusion of prisoners, reducing barriers

SDG	List of main contributing measures	Other aligned SDGs	Estimated impact of the measures (qualitative and/or quantitative)
			to their reintegration and promoting a path of active citizenship after serving their sentence. The implementation of sustainable solutions for establishments also reinforces the efficiency and responsibility of the institutions.
10 - Reduce Inequalities	Strengthen the human and technical resources of the Portuguese consular network to better respond to the needs of citizens and companies and contribute to strengthening legal and safe immigration pathways	16	This measure aims to strengthen the Portuguese consular network, ensuring a more efficient and swifter response to the needs of citizens and companies, while reinforcing legal and safe immigration mechanisms. By reinforcing the human and technical resources available, it promotes a more agile and effective service, facilitating international mobility in an orderly and regulated manner. It also contributes to institutional strengthening, ensuring more transparent, accessible and accountable processes, which are essential for protecting migrants' rights and boosting economic and social relations. In this way, the measure promotes planned and well-managed migration policies, while at the same time strengthening the capacity of institutions to guarantee more efficient and inclusive public services. With a view to strengthening legal and safe immigration routes, as well as ensuring that foreign citizens are effectively integrated, the Portuguese state promoted the signing of a Cooperation Protocol for Regulated Labour Migration between the entity responsible for issuing consular visas and the business confederations and associations of the main sectors of the Portuguese economy. In this way, companies get a more expeditious channel for hiring foreign citizens, in return for which they make commitments to ethical recruitment, particularly regarding access to professional training opportunities, Portuguese language teaching and suitable accommodation.
10 - Reduce Inequalities	Reorient Portuguese State's immigration in a realistic and humanist way, with adequate rules and supervision, the implementation of a more functional regime for CPLP citizens, and an approach aimed at attracting talent	-	The estimated impact of this measure is the promotion of more orderly, secure and sustainable migratory flows, through planned public policies that ensure fair and transparent conditions for the entry, regularisation and integration of immigrants. Strengthening institutional capacity allows for more efficient management of migration, with regulated channels and swift responses to the regularisation of foreign citizens, ensuring effective reception and proper integration. The creation of functional regimes for CPLP citizens and the strengthening of mechanisms to attract qualified talent strengthen the country's ability to respond to demographic and economic challenges. By correcting legislative inconsistencies and eliminating operational blockages, this approach promotes stronger and more accountable institutions, boosting social inclusion, diversity and the valorisation of human capital. Facilitating the entry of working-age migrants helps to mitigate the decline in the working population, strengthening the labour market and the sustainability of social systems, and promoting long-term sustainable development.
11 - Sustainable Cities and Communities	Ensure the execution of the National Investment Programme (PNI2030)	6; 7; 9; 12; 14; 15	The implementation of the PNI2030 covers a wide range of sectors, but its potential contribution to supporting positive economic, social and environmental relations between urban, peri-urban and rural areas, strengthening national and regional development planning, as well as providing access to safe, accessible, sustainable and affordable transport systems for all should be highlighted. Among other areas of investment, the study of new roads should be highlighted, as well as the adaptation, upgrading and widening of existing roads, providing them with the necessary level of service, traffic

SDG	List of main contributing measures	Other aligned SDGs	Estimated impact of the measures (qualitative and/or quantitative)
			conditions and safety, as well as guaranteeing intermodality with other modes of transport. In addition, the promotion of rail transport, as an efficient and less carbon-intensive mode of transport, allows for a significant reduction in the consumption of fossil fuels, contributing to the decarbonisation of the economy.
11 - Sustainable Cities and Communities	Develop New Urban Centres around areas of urban pressure, with sustainable urban planning	-	This measure aims to requalify and regenerate territories in a sustainable way. This project, which has centralised coordination and is developed in cooperation with the Central State and the Municipalities directly involved, will be developed along four axes - Arco Ribeirinho Sul; Ocean Campus; Airport and Airport City. In total, there are 4 500 hectares of urban intervention area and infrastructures, equivalent to 55 times the size of Parque Expo, where more than 25 000 homes are expected to be built. It is estimated that these investments will create more than 200 000 jobs. The project includes 1 100 000 square metres for equipment and 2 500 000 square metres for economic activities, not including the Airport City area. The aim is to increase the modal share of public transport from 24% to 35%. To this end, it is essential to increase investment by a further €3.8 billion, with support totalling 328 million euros/year for public transport and fare policy. Parque Cidades do Tejo thus aims to balance urban density and realise public housing policies. At the same time, it aims to reduce commuting times and create skilled jobs by reinforcing infrastructure, increasing the transport network and promoting modal shift, benefiting the quality of life of those who live or work in this region.
11 - Sustainable Cities and Communities	Review management models and legislation in the field of culture to ensure the functioning of institutions and various heritage bodies	16	This measure aims to strengthen efforts to protect and safeguard cultural and natural heritage, namely through administrative reorganisation and the creation of heritage planning and safeguarding instruments, with a view to increasing institutional and heritage resilience as well as ensuring the long-term sustainability and preservation of cultural heritage.
11 - Sustainable Cities and Communities	Ensure the implementation of the measures that are part of the Strategy "Construir Portugal"	-	This measure contributes to guaranteeing access for all to safe, adequate and affordable housing and basic services, namely by encouraging supply, promoting public housing, restoring flexibility and confidence to the rental market, encouraging young housing and ensuring housing accessibility, and promoting the application of mixed rental schemes, while at the same time creating the conditions for Local Accommodation to consolidate in a balanced manner.
12 - Responsible Consumption and Production	Ensure that all relevant public companies' reporting includes public service obligations and the compensation that the company received from the State to comply with them, as well as information of non-financial nature (e.g., environmental, social and governance)	1; 5; 10; 13	This measure will contribute to the goal of encouraging companies to adopt sustainable practices and to include sustainability information in their activity reports, promoting more responsible, sustainable and transparent business practices. The inclusion of non-financial information in company reports reflects Portugal's commitment to the SDGs, and by requiring companies to disclose information on sustainable practices, the government is encouraging the private sector to adopt practices that contribute to the SDGs, to global goals such as environmental sustainability, social equality and responsible governance.

SDG	List of main contributing measures	Other aligned SDGs	Estimated impact of the measures (qualitative and/or quantitative)
12 - Responsible Consumption and Production	Develop the National Strategy for Mineral Resources	7; 9	The measure will contribute to the goal of achieving sustainable management and efficient use of natural resources. It will also contribute to the energy and climate transition by ensuring the local supply of essential minerals for decarbonisation technologies, guaranteeing a secure and sustainable supply of critical raw materials and reducing external dependence.
12 - Responsible Consumption and Production	Implement a waste management policy for a circular economy	11	Reducing waste production and encouraging its reuse in the economy with added value will contribute to the efficient use of resources and to achieving environmentally sound waste management throughout its life cycle.
13 - Climate Action	Regulate and implement various aspects of the Framework Climate Law	7; 16	This measure (which includes, in particular, appointing a representative to the Climate Action Council; reviewing and approving the PNEC 2030; reviewing the National Low Carbon Roadmap 2050; drawing up carbon budgets; preparing the process for reviewing the National Strategy for Adaptation to Climate Change) will make it possible to deepen climate policy in an intersectoral way, giving new impetus to environment and energy policies. It will contribute to the goals of integrating climate change measures into national policies, strategies and plans and strengthening resilience and adaptive capacity to climate-related risks.
13 - Climate Action	Review and implement the National Energy and Climate Plan (PNEC 2030)	1; 6; 7; 9; 11; 12; 15	The PNEC 2030 review focused on the need for more ambitious climate action and a more resilient and sustainable Energy Union, reinforcing Portugal's commitment to reducing external energy dependence, increasing energy efficiency, decarbonising industry, security of supply and sustainable mobility. The new PNEC has more ambitious targets for reducing greenhouse gas emissions and for renewable energies, which is why this measure is expected to have an impact on these dimensions. The implementation of PNEC 2030 will be essential for the fulfilment of strategic energy and climate objectives at national level, playing a fundamental role in the energy and climate transition.
14 - Life Below Water	Completion of the Maritime Spatial Planning Situation Plan and approval of Allocation Plans	7; 11	This measure contributes to sustainably managing and protecting marine and coastal ecosystems to avoid significant adverse impacts, including by strengthening their resilience capacity, and taking measures for their restoration to ensure healthy and productive oceans, as well as effectively regulating resource extraction and implementing science-based management plans to restore fish populations. The measure aims to create a planning instrument for the national maritime space, promoting multiple use of its areas and reducing conflicts between economic activities, while preserving the quality of the marine environment. Periodic evaluation will guarantee the effectiveness and evolution of the instruments, increasing confidence and transparency in economic investment.
14 - Life Below Water	Create and implement the Coastal Resilience Action Plan 2025-2040	9; 11; 13	The measure aims to sustainably manage and protect marine and coastal ecosystems to avoid significant adverse impacts, including by strengthening their resilience capacity, taking measures for their restoration in order to ensure healthy and productive oceans and the conservation of coastal and marine areas, in accordance with national and international legislation, and based on the best available scientific information.

SDG	List of main contributing measures	Other aligned SDGs	Estimated impact of the measures (qualitative and/or quantitative)
			The aim of this measure is therefore to mitigate the effects of climate change and promote adaptation measures, particularly for coastal territories.
15 - Life on Land	Develop and implement the National Nature Restoration Plan	6; 13; 14	This measure will have an impact on the restoration of ecosystems (terrestrial, coastal, freshwater, marine, agricultural, forestry) and degraded or destroyed habitats. It will strengthen nature's resilience and biodiversity. Healthy ecosystems can ensure, in particular: increased agricultural productivity, greater resistance to climate change, improved biodiversity, reduced soil degradation and reduced risk of floods, droughts and heat waves.
15 - Life on Land	Develop and implement the Forest Intervention Plan (PIF)	4; 8; 9; 11; 12; 13; 14; 16; 17	The aim of this Plan is to promote a more sustainable national forest, one that is less vulnerable to threats and risks and produces more and better goods and services for Portugal, by identifying concrete actions in the short, medium and long term. It follows on from the political commitment to boost the value of the forest, guaranteeing an economic return for producers and communities, promoting a safer, more organised and productive territory, in line with national cohesion, decarbonisation and sustainability goals. The expected impacts of the actions recommended by the Forest Intervention Plan 2025-2050 ("Floresta 2050, Futuro + Verde"), once all the afforestation and reforestation initiatives have reached maturity, are: economic (an additional ~4.5 Mm ³ /year in wood volume; an additional ~800 M€/year in wood and non-wood production and externalities; an additional ~400 M€/year in imports; an additional ~1400 M€/year in gross added value (GVA)); environmental (an additional ~1 M tonnes/year of CO ₂ sequestered; an additional ~20% of forests restored under the Nature Restoration Law sequestered; ~5 million more trees planted per year under the "Forests 2030" Strategy); in rural fires (it is expected that by 2050, around 11 M ha of forest areas will be intervened; there will be a reinforcement of projects to recover burnt areas, pasture and primary network).
16 - Peace, Justice and Strong Institutions	Develop a national strategy for media education and literacy	4	The measure aims to help ensure that decision-making at all levels is responsible, inclusive, participatory and representative, as well as ensuring public access to information and protecting fundamental freedoms. In this way, this measure will enable citizens to navigate the world of information and communication in a critical and responsible manner, with the aim of promoting media literacy among all audiences, combating disinformation and fake news, promoting responsible and informed consumption of content, and promoting a more informed and participatory citizenship.
16 - Peace, Justice and Strong Institutions	Promoting the improvement in the interoperability of territorial-based information systems	11	This measure aims to provide a technological system, supported by information on the rights and restrictions of use and activities on the territory, with a view to creating an instrument that enables and promotes socially, ethically and environmentally sustainable planning, administration and management. It will also help to develop effective, accountable and transparent institutions at all levels, as well as ensuring public access to information. The Portuguese state will be equipped with a broad knowledge base of the territory, which will also make it easier for citizens to interact with the public administration.

SDG	List of main contributing measures	Other aligned SDGs	Estimated impact of the measures (qualitative and/or quantitative)
16 - Peace, Justice and Strong Institutions	Enhance technical coordination across the various government areas to articulate the work leading to the implementation of the RRP and Portugal 2030 (PT2030)	17	The measure aims to help develop effective, accountable and transparent institutions at all levels. To this end, it will promote the strengthening of technical coordination between the various government areas covered by the respective European funds, eliminating redundancies between the various programmes, reducing delays in their implementation and allocating financial resources to high-quality projects with a multiplier effect on the economy. It will also allow for better monitoring and follow-up, particularly of the RRP (realisation of milestones and targets, identification of potential risks associated with implementation and promotion of mitigating measures to speed up implementation).
16 - Peace, Justice and Strong Institutions	Combat fraud in contributions and benefits, and tackle contribution evasion	17	This measure aims to combat contribution fraud and evasion in the social security system by implementing two intelligent surveillance models, based on automatic learning, to support fraud prevention: a predictive model and a risk index model. It will have impacts in terms of reducing contribution and benefit fraud, increasing the effective collection of contributions, reducing undue expenditure, improving the effectiveness of supervision, promoting fairness and trust in the system and technical and institutional modernisation.

Table 5.3. Implementation of the European Pillar of Social Rights: Main measures and their estimated impacts

EPSR	List of main contributing measures	Secondary Allocations	Estimated Impact of the Measures (qualitative and/or quantitative)
1. education, training and lifelong learning	Develop a national strategy for media education and literacy	-	The expected impact of this measure on education and training centres on strengthening media literacy skills, preparing people for critical and responsible interaction with information and communication. The implementation of the Media Literacy Plan will contribute to the development of analytical skills within the framework of lifelong learning, promoting the distinction between credible sources and disinformation. Furthermore, by integrating these skills into educational processes, the measure strengthens digital citizenship, encourages critical thinking and improves informed participation in society. Mitigating the harmful effects of <i>fake news</i> and disinformation will strengthen trust in the information ecosystem and in democracy, ensuring a more resilient and well-informed society.
1 Education, training and lifelong learning	Design upskilling and reskilling programmes according to the identified market needs, including the possibility of a career change.	-	This measure aims to strengthen skills, including digital skills, and respond to market demands, in particular by promoting the integration of young people into the labour market and the retraining of the unemployed. By encouraging continuous qualification, it ensures that the labour force develops skills in line with the emerging needs of the digital economy. The revision of the People 2030 Programme, with a focus on <i>upskilling</i> and <i>reskilling</i> , will allow for greater adaptation of training paths, making learning more flexible and targeted. The measure will thus boost employability,

EPSR	List of main contributing measures	Secondary Allocations	Estimated Impact of the Measures (qualitative and/or quantitative)
			reducing the risk of professional exclusion and strengthening the competitiveness of the economy through the qualification of the labour force.
1 Education, training and lifelong learning	Implement the learning recovery and improvement plan "Aprender Mais Agora" (A+A Plan)	-	This measure, to be in force between 2025 and 2028, aims to improve student learning, taking into account the results of PISA and the tests of the new external assessment model presented by the government. Strengthening educational quality will make it possible not only to raise students' overall performance, but also to promote greater equity in the education system. In addition, the measure seeks to improve the academic success of migrant students, guaranteeing more inclusive and effective conditions for their learning. Thus, by investing in the qualification of education and in reducing inequalities, this initiative contributes to fairer education and to preparing students for the challenges of the future.
1 Education, training and lifelong learning	Develop and implement the uninterrupted teaching plan for a successful future "+ Aulas + Sucesso	3	The expected impact of this measure is centred on strengthening effective access to continuous, quality educational pathways, ensuring that students have stable conditions for learning throughout their school career. Reducing absences from classes and pedagogical discontinuity will contribute to reducing learning gaps, promoting greater equity in educational outcomes, particularly in schools and territories most affected by a lack of teaching resources.
1 Education, training and lifelong learning	Review the Legal Framework for Higher Education Institutions (RJIES), to strengthen institutional autonomy	-	The expected impact of this measure is centred on strengthening the capacity of higher education institutions to offer more innovative, coherent and academic success-oriented training paths, by deepening their autonomy and improving governance models. Increasing institutional flexibility and promoting closer ties between subsystems and sectors will tend to favour the diversification of educational provision and adaptation to scientific, economic and social needs. In addition, greater budgetary stability and predictability will contribute to medium- and long-term strategic planning, allowing for more consistent investment in pedagogical innovation, student welfare and teaching quality. This approach strengthens the conditions for creating more open, inclusive and excellence-orientated academic environments, promoting lifelong learning opportunities and training paths that enhance the acquisition of relevant and sustained skills.
2 - Gender Equality	Create a National Digital Strategy	1; 3; 20	One of the objectives of the National Digital Strategy is to reduce the disparity between women and men in the Information and Communication Technologies (ICT) sector, ensuring that at least 30% of specialists are women by 2030. This initiative promotes greater female representation in an area traditionally dominated by men, encouraging participation in technological careers and eliminating structural barriers that hinder women's access and progression. In addition, increasing the presence of women in ICT can boost innovation and competitiveness, promoting more inclusive and equitable working environments.
2 - Gender Equality	Ensure funding for the support structures of the National Support Network for Victims of Domestic Violence	3; 11; 12; 14; 20	The expected impact of this measure focuses on strengthening gender equality through technical and financial support for civil society organisations (NGOs) working to promote women's rights and combat gender-based and domestic violence. By strengthening the capacity of these organisations, the measure contributes to expanding the response to victims, developing awareness campaigns

EPSR	List of main contributing measures	Secondary Allocations	Estimated Impact of the Measures (qualitative and/or quantitative)
			and implementing prevention programmes. In addition, this support promotes greater coordination between public bodies and civil society, guaranteeing more effective and comprehensive action in the fight against gender inequality and discrimination. The measure represents a fundamental step towards the protection of victims, the promotion of social justice and the advancement of a more equitable and inclusive society.
3 - Equal Opportunities	Adapt and strengthen scholarship programmes and financial support to reflect the current socio-economic situation of higher education students	1	Adapting and strengthening scholarship programmes and financial support to reflect the actual socioeconomic situation of higher education students will have a significant impact on promoting equal opportunities. By ensuring that support better reflects students' real needs, this measure reduces economic barriers that often limit access to and permanence in higher education. In this way, it contributes to a more inclusive system where all students, regardless of their socio-economic background, can have equal conditions to successfully complete their studies. In addition, transparency and efficiency in the allocation of financial support strengthens confidence in the social action system and promotes a fairer distribution of resources, helping to reduce structural inequalities in access to higher education and the development of human capital.
3 - Equal Opportunities	Increase the number of scholarships awarded under the Mário Soares Scholarship Programme for postgraduate courses at the College of Europe, thus promoting equal opportunities in the access of Portuguese students	1	The expected impact of this measure is to strengthen equal opportunities in access to academic training in the area of European affairs and international relations, ensuring that a greater number of Portuguese students, regardless of their socio-economic status, can develop specialised skills in this field. By promoting greater equity in access to qualification opportunities and professional progression, the initiative contributes to reducing the barriers that limit the presence of Portuguese in European Union organisations. Furthermore, by remedying national under-representation in these institutions, the measure strengthens Portugal's participation in European decision-making processes, ensuring a more diverse and qualified representation in EU institutional frameworks.
3 - Equal Opportunities	Strengthen the human and technical resources of the Portuguese consular network to better respond to the needs of citizens and companies and contribute to strengthening legal and safe immigration pathways.	-	The expected impact of this measure is centred on strengthening equal opportunities by welcoming and integrating immigrants into the labour market. By mitigating cultural barriers and promoting the development of social and professional skills, this initiative ensures more equitable conditions of access to employment, reducing inequalities and boosting economic and social inclusion. The professional integration of immigrant workers not only expands their opportunities for socio-economic mobility, but also strengthens diversity and innovation in the business fabric. Furthermore, by making it easier to harness the talent and qualifications of this population, the measure contributes to improving the productivity and competitiveness of the national economy, promoting a more cohesive and inclusive society.
3 - Equal Opportunities	Develop and implement the National Strategy for Longevity	1; 2; 4; 5; 9; 10; 11; 15; 16; 17; 18: 20	The Strategy is expected to contribute to improving well-being and quality of life throughout people's lives. Public policies in this area must be aligned and coherent with the national goal of increasing the birth rate and, on the other hand, placing longevity as a priority, and in this specific dimension, a possible combination and integration of measures/actions from the current Active and Healthy Ageing Action Plan is being analysed.

EPSR	List of main contributing measures	Secondary Allocations	Estimated Impact of the Measures (qualitative and/or quantitative)
4 - Active Support to Employment	Review and implement the National Energy and Climate Plan (PNEC 2030)	1; 20	One of the expected impacts of this initiative is to boost green employment by strengthening technical skills for the energy and climate transition. Vocational retraining, combined with collaboration between the public and private sectors, guarantees a training offer aligned with market needs, increasing employability and promoting sustainable business innovation.
4 - Active Support to Employment	Central Government Professional Internships Programme- Ministry of Foreign Affairs (PEPAC-MNE) 2025/2026	5	This measure aims to facilitate the professional integration of young graduates up to the age of 30 through 12-month internships in the external peripheral services of the Ministry of Foreign Affairs, promoting international experience and the development of skills in diplomacy and consular support. By offering an internship grant, food allowance, insurance and travel support, it reduces financial barriers and expands opportunities for qualified young people, strengthening their competitiveness in the labour market.
5 - Secure and Adaptable Employment	Review of the career and evaluation regime of teachers in primary and secondary education	6; 10	The expected impact of this measure is centred on creating conditions that favour retaining and retaining talent in teaching, guaranteeing more secure and adaptable employment. Offering stable and predictable employment relationships will make the career more attractive, reducing precariousness and encouraging professionals to stay in the sector. In addition, adapting working conditions to current requirements will contribute to greater satisfaction and appreciation among teachers, promoting higher quality teaching. This approach strengthens the continuity and renewal of the profession, ensuring a qualified and motivated teaching staff to meet the challenges of the education system.
6 - Wages	Increase the national minimum wage to EUR 1,020 in 2028	8	The expected impact of increasing the Guaranteed Minimum Monthly Wage (RMMG) is to continue its structuring role in reducing wage inequality and promoting social cohesion, without jeopardising the competitiveness and sustainability of companies. The RMMG has demonstrated an effect of mitigating inequalities, both through the <i>bite effect</i> , by directly raising the incomes of the lowest paid workers, and through the <i>spillover effect</i> , by influencing the rise of incomes in the upper echelons of the wage distribution. In addition, recent experience shows that increases in the RMMG have occurred in parallel with net job creation and a reduction in unemployment, contradicting fears of a negative impact on the labour market. Thus, the measure contributes to strengthening decent working conditions, sustains the growth of the average wage and contributes to reducing wage asymmetries in Portugal.
11. Childcare and support to children	Ensure universal and free access to crèches and pre-school by mobilising the public, social and private sectors	1; 3; 9	The aim of this measure is to gradually increase the coverage of crèches and pre-school establishments for children aged 0 to 4, guaranteeing greater access to education and childcare services in the public, private and social networks. The expected impact is the promotion of equal opportunities from early childhood onwards, ensuring more balanced and inclusive child development. In addition, strengthening the supply of crèches makes it easier to reconcile work and family life, allowing carers to participate more in the labour market, especially women. The measure also contributes to reducing social inequalities by ensuring that all children, regardless of their family's socio-economic status, have access to a structured and stimulating start in life.

EPSR	List of main contributing measures	Secondary Allocations	Estimated Impact of the Measures (qualitative and/or quantitative)
12 - Social Protection	Create the taxpayer-beneficiary current account, as an instrument that will allow citizens to have reliable information on the history of their contributions to public Social Security schemes	4; 5; 13; 14; 15	This measure aims to make it easier for each person to access their history of Social Security contributions, as well as the benefits they have received, namely by finding out their situation quickly and transparently, as a contributor and/or beneficiary, making it possible to obtain information on the contribution effort for future benefits (retirement, old age and death) and immediate benefits, as well as their history of benefits received, allowing an overall perception of the benefit/cost of the Social Security system.
12 - Social Protection	Combat fraud in contributions and benefits, and tackle contribution evasion	13;14; 15	The measure will have the impact of strengthening the fight against fraud and contribution evasion and in the social benefits system and strengthening the measures of demand, transparency and adjustment of the balance of non-contributory social benefits.
15. Old age income and pensions	Study the introduction of partial retirement mechanisms to facilitate the transition between working life and retirement	4; 5, 9; 10:12	It is hoped that these mechanisms will make it possible to extend working life, employment and the accumulation of labour income with pension income, achieving greater flexibility in the age of access to the full old-age pension.
16 - Healthcare	Define a Multiannual Investment Plan for the National Health Service (NHS), aiming to modernise its units and equip its infrastructure technologically. The Plan seeks to strengthen the NHS's response capacity in its fundamental valence and contribute to the motivation of professionals and the humanisation of healthcare.	5	The expected impact of this measure on healthcare is to strengthen the NHS's response capacity through technological modernisation and infrastructure qualification. Adopting advanced technologies and improving the physical conditions of healthcare units will make it possible to provide more efficient, safe and accessible care, reducing waiting times and improving the user experience. In addition, modernisation will contribute to the humanisation of care, guaranteeing closer, patient-centred care. Investing in the qualification of spaces and equipment will also have a positive effect on the motivation and retention of health professionals, ensuring a more suitable working environment and promoting a more sustainable and effective NHS.
19 - Housing and Support for the Homeless	Provide public support and transitional stimuli to address the most pressing housing shortages and lack of accessibility.	20	The expected impact of this measure is to strengthen access to housing by increasing the supply of public housing, helping to reduce housing costs and mitigate pressure on the property market. Making property available will enable a more effective response to housing needs, especially for the most vulnerable groups. In addition, strengthening transparency in the processes for allocating and managing public housing will ensure a fairer and more equitable distribution, promoting greater confidence in the system and ensuring efficient use of public resources.
19 - Housing and Support for the Homeless	Ensure the implementation of the measures that are part of the Strategy "Construir Portugal"	20	The aim of this measure is to restore flexibility and confidence to the rental market, ensure housing affordability and boost the application of mixed rental schemes, while at the same time creating the conditions for Local Accommodation to consolidate in a balanced way, with the housing environment in which it can be inserted and coexist, ensuring greater stability, balance and legal certainty for all.
20 - Access to Essential Services	Develop and implement the National Strategy "Água que Une"	-	The expected impact of this measure is centred on responding to the challenges posed by climate change, especially with regard to the management of water availability and the increase in drought

EPSR	List of main contributing measures	Secondary Allocations	Estimated Impact of the Measures (qualitative and/or quantitative)
			<p>episodes. The development of an interconnected infrastructure network will make it possible to manage, store and distribute water more efficiently, guaranteeing its sustainable use for different purposes.</p> <p>The creation of this network will help increase the country's water resilience, minimising the effects of water scarcity and ensuring continuity of supply for human consumption, agriculture, industry and ecosystems. In addition, the measure plays a strategic role in combating climate change, promoting adaptation to extreme phenomena and strengthening long-term environmental sustainability.</p>
20 - Access to Essential Services	Promoting the improvement in the interoperability of territorial-based information systems	-	<p>This measure aims to enhance low-density territories by upgrading fixed and mobile high-speed internet coverage, promoting greater connectivity and digital inclusion. Improving telecommunications infrastructure will facilitate access to essential services such as health, education and digital public administration, reducing territorial inequalities. In addition, strengthening connectivity will boost the attractiveness of these territories for investments, new economic activities and teleworking, fostering population settlement and local dynamism. Increased high-speed coverage will also contribute to business competitiveness and sustainable development, ensuring more balanced integration between the country's different regions.</p>
20 - Access to Essential Services	Start the construction of transport infrastructure (rail and TGV)	-	<p>This measure aims to promote sustainable mobility by encouraging modal shift from individual and air transport to rail transport, especially on the Lisbon-Porto link. Betting on the high-speed line will make the railway option more competitive, improving efficiency and quality of service. This transition will result in a significant reduction in fossil fuel consumption, contributing to lower greenhouse gas emissions and greater use of sustainable energy sources. In addition to the environmental benefits, the measure will boost territorial cohesion by increasing connectivity and accessibility between the country's two largest cities.</p>

Table 5.4. Alignment of 2025-2028 MTFS Plan measures with the National Energy and Climate Plan (NECP) and respective estimated impact

Energy Union Dimensions (main)	Contributing MTFS Plan measures	Other aligned dimensions	Estimated impact of the measures (qualitative and/or quantitative)
Cross-cutting	Review and implement the National Energy and Climate Plan (PNEC 2030)	Cross-cutting	The implementation of the PNEC 2030 is essential for the fulfilment of the strategic energy and climate objectives at national level, as well as the respective targets to which Portugal is committed, playing a fundamental role in the energy and climate transition. Main targets for 2030: 55% reduction in GHG emissions (without LULUCF, compared to 2005); incorporation of 51% renewables in final energy consumption and 29% renewables in transport; achieving 15% electricity interconnections; and energy efficiency targets in primary energy consumption of 16 711 ktoe and in final energy consumption of 14371 ktoe.
	Regulate and implement various aspects of the Framework Climate Law		This measure will make it possible to deepen the country's climate policy across sectors. To make up for the delay in complying with the provisions of this law, the following steps were taken: the appointment of a representative to the Council for Climate Action; the revision and approval of the PNEC 2030; the revision of the 2050 Carbon Neutrality Roadmap; and the drawing up of carbon budgets.
Decarbonisation	Evaluate the creation of incentives for the energy conversion of passenger transport vehicles	Energy efficiency	The creation of incentives for the energy conversion of passenger transport vehicles has a significant positive impact on reducing energy dependence and decarbonising the transport sector. Promoting the electrification of transport, among other alternatives such as hydrogen, biomethane and renewable fuels, also contributes to increasing the sector's energy efficiency.
	Completion of the Maritime Spatial Planning Situation Plan and approval of Allocation Plans	Energy efficiency; Research, innovation and competitiveness; Energy security	The definition of strategic areas for the production of maritime renewable energies, guaranteeing the decarbonisation of the energy sector, contributes to the reduction of GHG emissions and energy dependence, generating wealth, employment and economic development towards a sustainable, innovative and competitive energy transition. The measure guarantees environmental sustainability and territorial integration, balancing energy development with the protection of biodiversity and compatibility with other blue economy activities.
	Design specific upskilling and reskilling programmes according to the identified market needs, including the possibility of a career change	Energy efficiency; Research, innovation and competitiveness	A greater supply of specialised technicians contributes to a decarbonised, more competitive and innovative economy, responding to the need to acquire/deepen skills in the context of the energy transition.
	Develop programmes to increase the use of treated wastewater	Research, innovation and competitiveness	The promotion of water efficiency measures not only helps to mitigate water scarcity, in a context of increasing vulnerability of the territory to increasingly frequent droughts but also contributes to the diversification of economic activity in different regions and to their economic, social and environmental development.

Energy Union Dimensions (main)	Contributing MTFS Plan measures	Other aligned dimensions	Estimated impact of the measures (qualitative and/or quantitative)
	Develop programmes to reduce water losses in supply networks	Research, innovation and competitiveness	The promotion of water efficiency measures not only helps to mitigate water scarcity, in a context of increasing vulnerability of the territory to increasingly frequent droughts but also contributes to the diversification of economic activity in different regions and to their economic, social and environmental development.
	Develop and implement the National Strategy "Água que Une"	Energy efficiency; Research, innovation and competitiveness	The promotion of water efficiency measures not only helps to mitigate water scarcity, in a context of increasing vulnerability of the territory to increasingly frequent droughts but also contributes to the diversification of economic activity in the different regions and to their economic, social and environmental development.
	Develop and implement the National Nature Restoration Plan	Research, innovation and competitiveness	In addition to the benefits in terms of biodiversity, the restoration of ecosystems such as forests, wetlands and pastures will also make an important contribution to mitigating climate change, not only by promoting carbon sequestration, but also by reducing GHG emissions that may arise from degraded ecosystems.
	Develop and implement the Forest Intervention Plan (PIF)	Research, innovation and competitiveness	This measure contributes to decarbonising the economy by strengthening carbon sequestration by forest ecosystems and reducing greenhouse gas emissions associated with forest degradation and rural fires. Promoting active forest management and the sustainable valorisation of forest resources increases the territory's resilience and strengthens the forest's role as a natural carbon sink, in line with national climate neutrality objectives.
	Ensure the execution of the National Investment Programme (PNI2030)	Energy efficiency	Promoting rail transport as an efficient and less carbon-intensive mode of transport allows for a significant reduction in fossil fuel consumption, contributing to the decarbonisation of the economy.
	Implement a waste management policy for a circular economy	Energy efficiency; Research, innovation and competitiveness	Reducing waste production and encouraging its reintroduction into the economy with added value contributes to reducing GHG emissions and consequently to decarbonising the economy.
	Start the construction of transport infrastructure (rail and TGV)	Energy efficiency	The promotion of rail transport, as an efficient and less carbon-intensive mode of transport, allows for a significant reduction in fossil fuel consumption, contributing to the decarbonisation of the economy.
	Operationalise the Mission Structure for Renewable Energy Project Licensing (EMER 2030)	Energy security	By promoting greater efficiency and speed in the licensing process, this measure boosts the energy transition and compliance with decarbonisation objectives.
	Launch tender procedures for offshore wind energy production auctions	Internal energy market; Energy security; Research,	This measure will attract investment, stimulate technological innovation and ensure the efficient exploitation of <i>offshore</i> wind potential in Portugal.

Energy Union Dimensions (main)	Contributing MTFS Plan measures	Other aligned dimensions	Estimated impact of the measures (qualitative and/or quantitative)
		innovation and competitiveness	in Portugal, while also making a significant contribution to decarbonising the economy and reducing energy dependence. Goal for 2030: create conditions for the allocation and installation of 2 GW.
	Launch centralised procurement auction for biomethane and hydrogen purchase	Internal energy market; Energy security; Research, innovation and competitiveness	<p>This measure contributes to the decarbonisation of the economy by promoting the production and use of renewable gases, replacing fossil fuels in other sectors of activity. The launch of the first renewable gas auction - focussed on green hydrogen and biomethane - represents a strategic step towards accelerating the energy transition and reducing the country's dependence on fossil fuels, with expected impacts at energy level (more clean production, less dependence on fossil gas), environmental level (reduction of emissions), economic level (investment, innovation, employment), and strategic level (positioning Portugal in green hydrogen and biomethane).</p> <p>More specifically, the main expected impacts are: acceleration of national production of green hydrogen and biomethane; injection of renewable gases (green hydrogen and biomethane) into the public grid; reduction of emissions and alignment with climate targets (progressively replacing natural gas with renewable gases contributes directly to the decarbonisation of industry, reduction of greenhouse gas emissions, progress towards carbon neutrality as defined by the EU); stimulating investment and innovation (the model adopted - centralised purchase with a guaranteed price - creates market price stability) and developing Portugal's infrastructure and strategic positioning, paving the way for the expansion of transport and distribution networks adapted to renewable gases.</p>
Energy efficiency	Strengthen support programmes for energy efficiency in housing	Decarbonisation	This measure will have a positive impact on energy efficiency targets and will contribute directly to decarbonisation by reducing the need for energy production and, consequently, greenhouse gas (GHG) emissions.
	Requalify the court buildings and strengthen the development of the respective technological equipment	Decarbonisation	This measure contributes directly to energy efficiency and decarbonisation by reducing the need for energy production and, consequently, greenhouse gas (GHG) emissions.
	Restructure the prison network and social reintegration teams and promote differentiated and individualised interventions across prison facilities	Decarbonisation	This measure contributes directly to energy efficiency and decarbonisation by reducing the need for energy production and, consequently, greenhouse gas (GHG) emissions.
Energy security	Develop and implement the National Strategy for the Integrated Development of Energy Networks	Internal energy market	This will improve network planning by integrating electricity and gas systems. This measure helps to accommodate the increase in capacity and diversification of renewable energy sources, as well as the other challenges that the new paradigm

Energy Union Dimensions (main)	Contributing MTFS Plan measures	Other aligned dimensions	Estimated impact of the measures (qualitative and/or quantitative)
			of energy supply and demand will bring to the national electricity system, promoting the energy and climate transition.
Research, innovation and competitiveness	Develop the National Strategy for Mineral Resources	Decarbonisation; Energy security	This measure contributes to the energy and climate transition by guaranteeing the local supply of essential minerals for decarbonisation technologies, reducing external dependence.

Table 5.5. Commitments undertaken and their respective impacts for achieving the Digital Decade

Dimensions of the Digital Decade	Dimensions of the National Digital Strategy (NDS)	List of main contributing measures	Estimated impact of the measures (qualitative and/or quantitative)
1. Skills	People	Create a National Digital Strategy.	The National Digital Strategy, approved by RCM 207/2024 of 30 December, is structured in 4 dimensions (People, Companies, State and Infrastructures). In the People dimension, with the implementation of the 4 actions planned and distributed over the 4 Initiatives, the aim is for society to participate actively, fully and inclusively in the digital age, for digital education to be a benchmark, ensuring continuous professional qualification and retraining, and to train, retain and attract specialists in key digital areas, with a view to achieving the following targets in this area: TARGET#1 - 80% of people (aged 16 to 74) have at least basic digital skills; TARGET#2 - ICT specialists make up at least 7% of the employed population; TARGET#3 - At least 30% of ICT specialists are women.
1. Skills	People	Develop a national strategy for media education and literacy.	As part of this measure, the National Media Literacy Plan 2025-2029 was drawn up (approved by Council of Ministers Resolution 65/2025 of 18 March) with the aim of: Promote media literacy among all audiences; Combat disinformation and <i>fake news</i> ; Promote responsible and informed consumption of content; and Promote more informed and participatory citizenship. It is hoped that, through the lines of action to be implemented in the axes of this Plan, and more specifically through the training of citizens to navigate the world of information and communication in a critical and responsible manner, it will contribute to the achievement of Goal #1 of the NDS. This measure contributes to the dimensions (with particular emphasis on " <i>Information and data literacy skills</i> ") of the EUROSTAT indicator " <i>Individuals' level of digital skills (from 2021 onwards)</i> "

Dimensions of the Digital Decade	Dimensions of the National Digital Strategy (NDS)	List of main contributing measures	Estimated impact of the measures (qualitative and/or quantitative)
1. Skills	People	Design specific upskilling and reskilling programmes according to the identified market needs, including the possibility of a career change.	<p>The Digital Skills Pact was approved in Council of Ministers Resolution 261/2025, with the aim of strengthening the digital skills of the population and contributing to the fulfilment of the goals of the National Digital Strategy, incorporating a strategic area relating to intermediate to advanced digital literacy for active citizens, recognised as crucial for business progress in this area.</p> <p>This indicator covers skills from the basic level to more advanced capabilities, bridging the gap to emerging technological areas with a view to achieving 80% of the working population (aged between 15 and 74) with basic digital skills by 2030 (+1.9 million people) and 40% with intermediate/advanced skills (+800 000 people).</p> <p>This measure is also provided for in Ministerial Order 219/2024/1 of 23 September, which aims to achieve the objectives of employment policy relating to the integration of young people into the labour market or the retraining of the unemployed.</p> <p>Also related to the RRP TD-r31 measures, this reform is part of the overall Digital Transition Action Plan (PATD) that Portugal adopted in April 2020. Its aim is to improve the business environment, making it more digitally competitive and resilient by revising the training content of the National Qualifications Catalogue and regulating digital signatures and seals.</p>
2. Secure and sustainable digital infrastructures	Infrastructures	Create a National Digital Strategy.	<p>The National Digital Strategy, approved by RCM no. 207/2024 of 30 December, is structured in 4 dimensions (People, Companies, State and Infrastructures).</p> <p>In the Infrastructure dimension, with the implementation of the 5 actions planned and distributed across the 5 Initiatives, the aim is for there to be a widely connected, secure and resilient digital infrastructure, as well as for Portugal to be a benchmark in the anticipation and implementation of technological innovations that raise the quality of life of the entire population, with a view to achieving the following targets in this area:</p> <p>TARGET#9 - 100% of populated areas covered by 5G high-speed networks</p> <p>TARGET#10 - At least 75% of companies adopt <i>cloud</i> computing services.</p>
2. Secure and sustainable digital infrastructures	Infrastructures	Promoting a competitive defence industry at European and international levels, aligning with the Armed Forces' planning cycles, through increased public investment, the creation of administrative incentives, while driving the implementation of the Military Programming Law (LPM) and other resources, including investment in cyber defence capacities, structural re-equipment, materials, and services	<p>Within the scope of this measure, the modernisation and adaptation of military equipment is envisaged, namely in those that are assigned to the structuring projects of National Defence.</p>

Dimensions of the Digital Decade	Dimensions of the National Digital Strategy (NDS)	List of main contributing measures	Estimated impact of the measures (qualitative and/or quantitative)
		for the modernisation of military facilities.	
2. Secure and sustainable digital infrastructures	Infrastructures	Implement a waste management policy for a circular economy.	This measure will promote the efficient use of resources and the circular economy.
2. Secure and sustainable digital infrastructures	Infrastructures	Enhance low-density territories by requalifying coverage with fixed and high-speed mobile internet.	This measure aims to make local authorities more attractive, enabling businesses to set up in their territories and helping to achieve Target #10 of the NDS.
3. Digital transformation of businesses	Businesses	Create a National Digital Strategy	The National Digital Strategy, approved by RCM 207/2024 of 30 December, is structured in 4 dimensions (People, Companies, State and Infrastructures). In the Companies dimension, with the implementation of the 3 actions planned and distributed over the 3 Initiatives, the aim is to create a more competitive, productive, innovative and sustainable economy, driven by digital technologies, as well as maximising support and facilitating access to resources aimed at the digital transformation of companies and creating an ecosystem of innovative, collaborative and entrepreneurial Digital companies and <i>startups</i> , valuing synergies with the scientific and technological system. To this end, it aims to achieve the following targets in this area: TARGET#4 - 90% of Portuguese SMEs achieve at least a basic level of digital intensity TARGET#5 - At least 75% of companies adopt Artificial Intelligence tools TARGET#6 - Portugal has at least 6.000 <i>startups</i>
3. Digital transformation of businesses	Businesses	The co-investment line for start-ups and venture capital	This measure aims to mitigate economic growth and export problems and promote the development of the venture capital industry with scale and depth, bridging market gaps and contributing to the realisation of Target #6 of the NDS.
4. Digitalisation of public services	State	Create a National Digital Strategy	The National Digital Strategy, approved by RCM 207/2024 of 30 December, is structured in 4 dimensions (People, Companies, State and Infrastructures). In the State dimension, with the implementation of the 8 actions planned and distributed over the 4 Initiatives, the aim is that all public services that can be provided digitally are made available in this way, and that there are 6 million active Digital Mobile Keys (CMD), achieving the following targets in this area: TARGET#7 - All public services that can be provided digitally are made available in this way Target#8 - 6 million active Digital Mobile Keys (CMD)
4. Digitalisation of public services	State	Increase the data interconnection between the Tax Authority, Social Security and Institute of Registries and Notary, namely household	The measure will have an impact on the granting of social security benefits, the recovery of unduly paid benefits, as well as in the context of rental contracts under social purpose rental schemes, and for the purposes of combating fraud and tax evasion, the competent social security institutions will request the AT and IRN, I. P., by electronic data

Dimensions of the Digital Decade	Dimensions of the National Digital Strategy (NDS)	List of main contributing measures	Estimated impact of the measures (qualitative and/or quantitative)
		<p>registration, marital status and address, becoming the only channel for data communication.</p>	<p>transmission, by electronic data transmission, information on: a) Income categories; b) Declared amounts; c) Tax situation; d) Household composition; e) Cadastral information; f) Exercise of parental responsibilities; g) Identification of the deceased beneficiary's head of couple; h) Existence of immovable and movable property subject to registration.</p> <p>On the other hand, the measure will contribute to the prevention, risk management and fight against fraud, helping to improve the quality of decision-making: The interconnection of data between the Instituto de Informática, I. P., the Instituto de Segurança Social da Madeira, IP-RAM, and public entities, services and bodies or other public institutions of the regional administration of Madeira is also established, with a view to ensuring greater efficiency, rigour and control of public support, reducing bureaucracy and speeding up procedures and rationalising resources between the IRN, I. P. and other public entities, and other public entities, data interconnection is established in terms of regulating the property market, with the institute being authorised to collect the relevant data for this purpose, namely transaction values.</p> <p>This measure contributes to the realisation of Target #7 of the NDS</p>
4. Digitalisation of public services	State	<p>Define a Multiannual Investment Plan for the National Health Service (NHS), aiming to modernise its units and equip its infrastructure technologically. The Plan seeks to strengthen the NHS's response capacity in its fundamental valence and contribute to the motivation of professionals and the humanisation of health care.</p>	<p>This measure will make it possible to get closer to the citizen through digital means and telemedicine, as well as strengthening the diagnostic support response within the scope of primary health care, contributing to the realisation of Target #7 of the NDS</p>
4. Digitalisation of public services	State	<p>Reform insolvency and corporate recovery regimes, by introducing procedural changes and implementing a "digital paradigm" in court proceedings.</p>	<p>The STEPI+ platform (Sistema de Tramitação Eletrónica do Processo de Insolvência) allows for greater speed and stricter control of insolvency proceedings, as well as electronic summonses and notifications to citizens and companies in the context of court proceedings. It allows processes to be streamlined and existing digital platforms and technological circuits to be utilised and expanded in order to better serve citizens and companies.</p>
4. Digitalisation of public services	State	<p>Create the taxpayer-beneficiary current account, as an instrument that will allow citizens to have reliable information on the history of their</p>	<p>This measure will provide taxpayers and beneficiaries with a global perception of the benefit/cost of the Social Security system. It is related to the Social Security Digital Transition Plan (e-CLIC) under the RRP (TD-C17-i03) and consists of a set of initiatives that "will transform the link between social security, citizens and employers, ensuring an easy, simple, direct and digital relationship, as well as integrated management of this</p>

Dimensions of the Digital Decade	Dimensions of the National Digital Strategy (NDS)	List of main contributing measures	Estimated impact of the measures (qualitative and/or quantitative)
		contributions to public Social Security schemes	relationship, which is expected to have a positive impact on both improving the effectiveness and adequacy of the social protection system". This measure contributes to the realisation of Target #7 of the NDS
4. Digitalisation of public services	State	Promoting the improvement in the interoperability of territorial-based information systems	This measure is part of the RRP measures: i) RE-r20: Reorganisation of the Land Registry System and the Land Occupation Monitoring System and ii) RE-C08-i02 Rural Property Cadastre and Land Use Monitoring System (SMOS), which aim to provide the Portuguese state with a broad knowledge base of the territory, especially with regard to the types and boundaries of rustic property, enabling the identification of land owners; and which aims to make a SMOS available and develop the BUPi (Single Property Desk) platform, a physical and virtual counter with georeferenced information on properties, which will gather the information needed to register them and facilitate interaction between citizens and the public administration in terms of land registration. This measure contributes to the realisation of Target #7 of the NDS
4. Digitalisation of public services	State	Requalify the court buildings and strengthen the development of the respective technological equipment.	This measure makes it possible to renovate the physical structures and strengthen the development of the technological equipment. This measure contributes to the realisation of Target #7 of the NDS
4. Digitalisation of public services	State	Combat fraud in contributions and benefits, and tackle contribution evasion	The measure provides for the implementation of a new model to simplify the Social Security contribution cycle. The model eliminates monthly reporting obligations for 200 000 companies, automates the calculation of contributions based on admission information and strengthens the fight against fraud by reducing the presumption period for starting work from 12 to 3 months, which makes it more difficult to artificially create careers for undue access to benefits, while at the same time making it more flexible to report hiring until the actual start of the contract. This new model contributes to greater efficiency in Social Security contribution processes, facilitating relations with citizens and companies, as well as more assertive monitoring of fraud processes and minimising risks for beneficiaries.

5.2 Monitoring the implementation of CSRs under the European Semester

Table 5.6. Alignment of the strategic challenges of the MTFS Plan with the Country Specific Recommendation (CSR) addressed to Portugal

Strategic Challenges OF MTFS Plan	Country Specific Recommendation (CSR)				
	CSR 1	CSR 2	CSR 3	CSR 4	CSR 5
A fairer and more supportive country	●●		●		●●
A more prosperous, innovative and competitive country		●●	●●	●	●●
A country with a more efficient state	●		●●●		
A more democratic, open and transparent country	●		●●●		
A greener and more sustainable country		●		●●●	●●
A more global and humanist country	●●●		●●●		

● Weak alignment ●● Moderate Alignment ●●● Strong Alignment

5.2.1 Reporting Extracted from CeSaR²⁶

5.2.1.1 European Semester 2025 | CSR 1

Reinforce overall defence and security spending and readiness while ensuring debt sustainability in line with the European Council conclusions of 6 March 2025. Adhere to the maximum growth rates of net expenditure recommended by the Council on 21 January 2025, while making use of the allowance under the national escape clause for higher defence expenditure. Take action to ensure the medium-term fiscal sustainability of the pension system.

²⁶ The status assigned to each of the measures complies with the CeSaR platform standards. According to the CeSaR platform services, the definition of status must follow the following guiding principles: **Announced** - A measure is announced when it is communicated in a public and credible manner by the relevant body, which is also responsible or part of the decision-making body responsible for its adoption. The announcement should contain a sufficient level of detail on the content of the measure and its contribution to addressing the CSR in question. An example could be a reform announced after a meeting of the Council of Ministers where the main elements of that reform would have been outlined and agreed, requiring further preparatory work before adoption, but with a clear timetable and a firm commitment to continue that preparatory work; **Adopted** - A measure will be adopted when it is legally approved by the competent decision-making body (minister for ministerial decrees, parliament for legislation, etc.); **Implemented** - A measure will be implemented after its adoption, when the budget and all other necessary resources are available to ensure the effective application of that measure. For example, a concrete reform to combat undeclared work would be implemented not only when the necessary regulatory provisions have been adopted, but also when they enter into force, when the labour inspectorate has begun to apply these provisions and when all other necessary resources are available to ensure the effective implementation of the reform/measure.

**2025 CSR 1 |
SUBPART 1**
Reinforce overall defence and security spending and readiness while ensuring debt sustainability in line with the European Council conclusions of 6 March 2025.

Designation of measure	Status of the measure	CeSaR Status
Reinforcing defence spending	<p>The reinforcement of defence spending is being carried out within a stable budgetary framework. In the 3rd quarter of 2025, the overall general government balance remained positive (+2.1% of GDP), confirming the ability to finance the selective increase in military spending without jeopardising the budget balance. The primary balance of +4.1% of GDP provides a buffer that is expected to be sufficient to absorb the increase in expenditure authorised under the national derogation clause, without generating additional pressure on debt sustainability.</p> <p>Thus, the reinforcement of defence capabilities is expected to be neutral overall in the consolidation effort, given that the margin generated by the joint evolution of current revenue (6.3%) and the lower growth in expenditure up to the 3rd quarter of 2025 (7.0%) will make it possible to absorb increases in expenditure without structurally affecting the balance.</p> <p>The projected reduction in debt to 87.8% in 2026 confirms that additional expenditure remains compatible with the medium-term path, in line with the European Council's mandate of March 2025 to strengthen operational readiness, without jeopardising debt sustainability.</p>	Adopted (31/12/2025)
Implement the multiannual framework for investments in the security forces.	<p>This measure made progress in 2025, with the preparation of the legislative process for the acquisition of 8,000 body cameras for the security forces, for approval at a meeting of the Council of Ministers in early 2026. The aim of this equipment is to reinforce the technological means available and contribute to increasing the transparency, accountability and effectiveness of police action. Also noteworthy is the Unified Security Platform for Video Surveillance Systems and <i>bodycams</i>, as a centralised registration system that ensures the storage, management and control of the data collected, reinforcing compliance with the applicable legal framework and supporting the use of these devices by the security forces in the performance of their duties. Under the Decree-Law on Infrastructure and Equipment Programming for the Security Forces and Services, vehicles and operational equipment were also delivered, helping to modernise and strengthen the intervention capacity of these forces. In addition, 11 infrastructure projects were completed, improving the physical, operational and functional conditions of the facilities and strengthening the response capacity and overall effectiveness of the security forces and services.</p>	Implemented (31/12/2025)
Maintain and strengthen participation in international deployments and missions with Deployed National Forces (DNF) and Deployed National Elements (DNE), within international organisations such as NATO, the UN, Frontex, and the EU, and reinforce	<p>Budgetary increase for the Deployed National Forces (FDN) through the State Budget Law (LOE) for 2026. This reinforcement allows the national participation of the Armed Forces in 2026 in NATO, the European Union, FRONTEX and the United Nations, as well as bilateral/multilateral participations.</p> <p>In December 2025, the Higher Council for National Defence unanimously approved the Proposals for the Planning of the National Forces Deployed for 2026.</p>	Implemented (30/12/2025)

Designation of measure	Status of the measure	CeSaR Status
<p>Defence Cooperation (CDD).</p> <p>Promote production and service activities, training, and knowledge related to Space, in partnership with allied countries with experience in the field, such as the United States, the United Kingdom, or other European countries.</p>	<p>The acquisition of Earth Observation (OT) and data management satellites that make up the Atlantic Constellation (CA) - a strategic project for Portugal and Europe in the field of Space and Defence - was completed. This pioneering dual-use European satellite system combines very high-resolution optical sensors (VHR) and high-resolution optical OT satellites (HR) with SAR (synthetic aperture radar) technology, enabling daily revisits and a design aligned with emerging standards in European defence, security and civil protection, sustainability and environmental monitoring. Reinforcing this aspect of readiness is the synergy led by the Portuguese Air Force, with the Aerospace Technology and Innovation Centre (CTI) and the Product Engineering and Development Centre (CEiiA).</p>	<p>Implemented (31/12/2025)</p>
<p>Promoting a competitive defence industry at European and international levels, aligning with the Armed Forces' planning cycles, through increased public investment, the creation of administrative incentives, while driving the implementation of the Military Programming Law (LPM) and other resources, including investment in cyber defence capacities, structural re-equipment, materials, and services for the modernisation of military facilities</p>	<p>The amounts for the allocation of expenditure to National Defence, which will be substantially increased through the implementation of various instruments, including the Military Programming Law (LPM), are in the final stages, with reference to the commitments in the North Atlantic Treaty Organisation (NATO), which revised the established targets and approved the objective of allocating 5% of Gross Domestic Product to defence by 2035. The announcement and submission of an application to the <i>Security Action for Europe</i> (SAFE) programme, with a historic amount of €5.8 billion earmarked for the country, to guarantee the Portuguese state's commitments within NATO and the timely and necessary acquisitions to build up the capabilities provided for in the LPM, which will be reviewed in 2026. With the creation of the Directorate-General for Armaments and National Defence Assets (DGAPDN) by Decree-Law No. 68/2025 of 11 April, which provides greater specialisation and focus, this institutional reinforcement will be complemented by the inter-ministerial review of public procurement procedures aimed at simplifying and speeding up procurement processes in the Defence sector, which is in its final stages. The acquisition of the means essential to the fulfilment of missions within the framework of the military strategic planning process (Military Strategic Concept (CEM), Specific Missions of the Armed Forces (MIFA), National Forces System (SFN) and Armed Forces Device) is in line with the priorities of the LPM. The consolidation of the Super Tucano aircraft acquisition programme (of a total of 12, five have already been delivered to the Air Force), representing an overall investment of 200 M€. Strengthening security and defence readiness includes the revitalisation of Arsenal do Alfeite, S.A. and the installation of the Ammunition Factory.</p>	<p>Adopted (31/12/2025)</p>
<p>Through the revision of the Law on Military Infrastructures, promote the recovery and potential of the assets under the tutelage of National Defence.</p>	<p>Preparatory work for the ordinary revision of the Military Infrastructure Law is underway.</p>	<p>Adopted (31/12/2025)</p>

**2025 CSR 1 |
SUBPART 2**

Adhere to the maximum growth rates of net expenditure recommended by the Council on 21 January 2025, while making use of the allowance under the national escape clause for higher defence expenditure.

Designation of measure	Status of the measure	CeSaR Status
Net expenditure trajectory	Portugal is committed to respecting the maximum net expenditure growth rates recommended by the Council, treating the margin for defence as a derogation of restricted scope and limited duration, limiting additional defence spending (mainly capital investment/equipment brought forward), phasing in increases, offsetting recurrent pressures through reprioritisation/revenue measures and EU funding, and submitting the entire package to Commission/Council monitoring and the Military Programming Law.	Adopted (31/12/2025)

**2025 CSR 1 |
SUBPART 3**

Take action to ensure the medium-term fiscal sustainability of the pension system.

Designation of measure	Status of the measure	CeSaR Status
Combat fraud at the contributory and benefit level and combat contributory evasion	During 2025, there were significant developments in this measure, namely the implementation of advanced technological solutions aimed at strengthening the mechanisms for monitoring, controlling and preventing fraud in the Social Security system. In this context, the Instituto de Informática, I. P. finalised the development of two intelligent models based on machine learning algorithms. The first consists of a predictive model aimed at signalling entities with a higher probability of non-compliance, built on the analysis of historical data from the Social Security surveillance information subsystem and complemented with other sources of information, making it possible to direct inspection actions in a more focused way, with less operational effort and greater precision, contributing to increasing the effectiveness and efficiency of the control system. The second is a risk index model applied to beneficiaries of social benefits, making it possible to identify situations with a higher probability of irregularity and reinforcing the mechanisms for monitoring and detecting undue payments. At the same time, an integrated plan to combat fraud and undue payments is being implemented, with implementation planned throughout 2026, based on four fundamental pillars: identifying situations of non-compliance and risky behaviour through data analysis, deterring fraudulent behaviour through faster and more effective responses, simplifying processes and promoting an institutional environment that discourages fraud and encourages compliance. This plan includes a number of measures, including the implementation of process automation solutions for the automated provision of data within the scope of the inspection of employers, the integration of the risk management platform with the tax enforcement system to provide relevant indicators, the implementation of systems dedicated to monitoring and detecting undue payments in all instalments, the development of specific risk analytical models, namely in the context of the Social Integration Income, and the strengthening of control mechanisms associated with IBANs and critical operations. It also includes the development of automated processes for cross-checking data with the Tax Authority and the establishment of links with systems in other countries to validate relevant information, particularly regarding pensioners living abroad. As a whole, these initiatives contribute to strengthening the capacity to detect and prevent irregularities, to increasing the effectiveness and efficiency of surveillance and inspection actions and to strengthening the robustness and integrity of the Social Security system, and the plan is currently underway.	Adopted (31/12/2025)
Study the introduction of partial retirement	Studies are underway, based on empirical evidence and international best practice, on the introduction of partial retirement mechanisms, as part of the working group set up by Order no. 1452/2025 of 31 January 2025 to propose,	Announced (31/01/2025)

Designation of measure	Status of the measure	CeSaR Status
mechanisms to facilitate the transition between working life and retirement	<p>within 12 months, Social Security reform measures. In particular, this Working Group has the following objectives:</p> <p>The remit of this working group includes identifying structural imbalances, defining correction strategies, and developing savings and capitalisation instruments that strengthen the system's resilience in the face of demographic and contributory challenges.</p> <p>The measures and terms of implementation will be defined once the proposals have been submitted. Work is currently underway.</p>	
Medium-term budgetary sustainability of the pension system	<p>The evolution of overall social spending suggests that the pension system is not generating systemic increases in budgetary pressure. In the third quarter of 2025, social benefits stood at 17.7% of GDP, practically stable compared to 2024 (17.4%).</p> <p>Order no. 476/2025/1 sets the sustainability factor for 2026 at 0.8237, which corresponds to a 17.63% penalty on early retirements, and sets the normal age of access to a pension in 2027 at 66 years and 11 months.</p> <p>In 2024, Social Security's actual revenue, adjusted for the ESF and FEAC, increased by 3891M€, or 10.4% compared to the previous year (CFP data). The evolution of actual revenue was essentially determined by the social contributions item (+10.3%), which reflected the combined effects of the evolution of the labour market - with the growth in the number of workers with salaries declared to Social Security.</p>	Implemented (31/12/2025)
Maintain the strategy of financially strengthening the Social Security Financial Stabilisation Fund (FEFSS)	<p>On 3 February 2025, the FEFSS was reinforced through the transfer of 4 000 M€, exceeding the target originally set by law of reaching the amount corresponding to two years of pensions (according to Article 91(1) of Law no. 4/2007 of 16 January).</p>	Implemented (03/02/2025)

5.2.1.2 European Semester 2025 | CSR 2

In view of the applicable deadlines for the timely completion of reforms and investments under Regulation (EU) 2021/241, accelerate the implementation of the recovery and resilience plan, including the REPowerEU chapter. Accelerate the implementation of cohesion policy programmes (ERDF, JTF, ESF+, CF), building, where appropriate, on the opportunities offered by the mid-term review. Make optimal use of EU instruments, including the opportunities provided by the InvestEU programme and the Strategic Technologies for Europe Platform, to improve competitiveness.

2025 CSR 2 | SUBPART 1

In view of the applicable deadlines for the timely completion of reforms and investments under Regulation (EU) 2021/241, accelerate the implementation of the recovery and resilience plan, including the REPowerEU chapter. Accelerate the implementation of cohesion policy programmes (ERDF, JTF, ESF+, CF), building, where appropriate, on the opportunities offered by the mid-term review. Make optimal use of EU instruments, including the opportunities provided by the InvestEU programme and the Strategic Technologies for Europe Platform, to improve competitiveness.

Designation of measure	Status of the measure	CeSaR Status
Enhance the use of funds from the	The following initiatives should be highlighted: i) The third and fourth reprogramming of PEPAC were approved. The third reprogramming,	Adopted (31/12/2025)

Designation of measure	Status of the measure	CeSaR Status
Common Agricultural Policy, the Environmental Fund (FA), PT2030, MAR2030, and European programmes such as Horizon Europe and InvestEU	approved in February, allows the average value of support for Portuguese farmers' basic income to be increased by more than 50%, from the initially planned €82 per hectare to €126 per hectare, starting with the 2025 Single Application. It also doubles the amounts for young farmers. The fourth reprogramming, approved in December, makes it possible to increase flexibility in terms of the financial management of direct payment interventions that affect farmers' income, particularly in the decoupled support schemes, increasing the levels of support associated with the maize sector as well as greater flexibility in the eligibility conditions in the case of the rice sector through the possibility of the productive regeneration of rice paddies; ii) The Protocol on demarcation and complementarity between the Cohesion Policy Funds of Portugal 2030 (PT 20230) and the funds of the Common Agricultural Policy Strategic Plan (PEPAC Portugal) and between the Cohesion Policy Funds and European Maritime, Fisheries and Aquaculture Fund – Programme for Portugal – MAR2030 was approved in April.. This measure is supported by the PA, PEPAC and the RRP.	
Strengthen human resources in the Recover Portugal Structure Mission (EMRP)	Following the amendments to RCM 46-B/2021, of 4 May, introduced by RCM 127/2024, of 23 September, and 54-A/2025, of 17 March, it was possible to strengthen EMRP's human resources, from 78 to 140 workers. In this way, the reinforcement was completed before the deadline initially set, helping to speed up the implementation of European funds and maximise their use.	Implemented (17/03/2025)
Enhance technical coordination across the various government areas to articulate the work leading to the implementation of the RRP and Portugal 2030 (PT2030)	The Investment Affairs Meetings (RAI) were reactivated at the end of the third quarter of 2025, resuming this coordination mechanism between ministries and public entities for monitoring and unblocking strategic investment projects. At the same time, to optimise the funds implementation with a focus on added value and alignment with the structural transformation of the economy, a reprogramming of the PT2030 programmes was submitted to the European Commission (EC) in December 2025, aimed to avoid the loss of funds and ensuring compliance with the n+3 rule (referring to the budget implementation mechanism for European funds, requiring that the funds committed in a given year (n) be certified to the European Commission in the following three years (n+3)). including the reallocation of around €2.5billion to strategic areas such as competitiveness, energy transition, housing and water resilience. The publication of notices has also been accelerated, broadening the opportunities to apply and promoting faster absorption of funds by beneficiaries.	Adopted (31/12/2025)
Strengthen administrative capacity for the implementation of the Cohesion Policy Funds	The government presented the Financial Instrument for Innovation and Competitiveness (IFIC), an incentive system for business innovation within the framework of Capitalisation and Business Innovation (component 05 of the RRP), managed by Banco Português de Fomento (BPF) and created in the context of the RRP reprogramming. Also being analysed is the extension of the scope of the PT2030 Guarantee Line, currently aimed at Portugal 2030 Incentive Schemes, which allows companies to obtain a guarantee to advance up to 40% of the approved incentive. In strengthening control and inspection mechanisms, an enhanced version of the Mais Transparência Portal was launched, providing detailed data on PT2030 investments by region and type of intervention, making it possible to improve public monitoring of European funds in Portugal. In addition, a more predictable and publicly available Annual Calls Plan was promoted and reinforced participation in events and strategies to prevent and combat fraud and corruption. The measure is supported by the PA.	Adopted (31/12/2025)
Develop new financial instruments to foster investment in the agroforestry, fisheries,	The third reprogramming of PEPAC, approved by the European Commission on 4 February 2025, has been approved, allowing the average value of support for the basic income of Portuguese farmers to be increased by more than 50%, as well as doubling the amounts for	Adopted (31/12/2025)

Designation of measure	Status of the measure	CeSaR Status
and aquaculture sectors	<p>young farmers. With this reprogramming, and in addition to increasing the State Budget funds allocated to PEPAC by more than 300 M€ until 2029 (Council of Ministers Resolution 108/2024), 50 M€ will be made available for the creation of financial instruments that will make it possible to mobilise around 500 M€ of investment in agriculture, through the launch of credit lines with guarantees and interest subsidies. The fourth reprogramming, approved in December, makes it possible to increase flexibility in terms of the financial management of direct payment interventions that affect farmers' income.</p> <p>The Protocol on demarcation and complementarity between the Cohesion Policy Funds of Portugal 2030 (PT 20230) and the funds of the Common Agricultural Policy Strategic Plan (PEPAC Portugal) and between the Cohesion Policy Funds and the Sea Programme (MAR 2030) was approved in April. This measure has the support of PEPAC in interventions: C.2.1.4 and C.2.2.3 of domain C.2 Investment and rejuvenation; and C.3.1.3 of domain C.3 Sustainability of rural areas.</p>	
Ensure the execution of the National Investment Programme (PNI2030)	<p>The implementation of PNI2030 is at a stage of progressive materialisation, combining works in progress, contracts signed and projects in the pipeline. In the field of transport infrastructure: 1) on the railway, the first phase of the Porto-Lisbon High Speed Line (TGV) (Porto-Oiã) was contracted, corresponding to the first Public-Private Partnership (PPP1) for the construction of the High Speed Line (provided for in the measure "Starting the construction of transport infrastructures (railway and TGV)"), along with modernisation, electrification, capacity enhancement and interoperability interventions on the Northern, Minho, Douro and Alentejo Lines, including the implementation of signalling systems and the removal of level crossings, as well as strengthening rail access to the ports of Sines, Leixões and Setúbal; 2) on the motorway, priority projects for qualification, safety and strategic connectivity are progressing, within the framework of RCM no.69/2025, of 20 March, ensuring network closures and improved accessibility; 3) in the port sector, structuring investments, in line with the Portuguese Ports 5+ Strategy, are in the preparation and tendering phase, with a focus on increasing containerised capacity, rail-port intermodality and consolidating the Atlantic logistics role; 4) in the airport component, technical and environmental work regarding the new infrastructure for the Lisbon region are being developed in line with the structuring investments planned for the horizon This measure has the support of the PA.</p>	Adopted (31/12/2025)
The co-investment line for start-ups and venture capital	<p>The technical dossier is currently being drawn up for submission to the Ministry of Economy and Territorial Cohesion, with a view to assessing and approving the creation of a structuring and recurring fund of funds, under the management of Banco Português de Fomento (BPF), to ensure the continuity of the mission of the Capitalisation and Resilience Fund in capitalising the corporate sector, , in partnership with the European Investment Bank (EIB) and the European Investment Fund (EIF), while promoting the capacity building of the national venture capital ecosystem, followed by the legislative process in conjunction with the Ministry of Finance. This measure is part of the reforms and investments that make up Component C05 - Investment and Innovation of the RRP (RE-C05-r10, RE-C05-r13 and RE-C05-i06).</p>	Announced (31/12/2025)

5.2.1.3 European Semester 2025 | CSR 3

Simplify regulation, improve regulatory tools and reduce administrative burden on businesses, mainly by reducing barriers to industrial licensing and removing other obstacles to their capacity to scale up and boost innovation and productivity. Foster private investment into venture capital and private equity for local

businesses, including public-private risk sharing, and improve financial literacy. Further increase the efficiency of administrative and tax courts, to decrease the length of proceedings. Improve the effectiveness of the tax system, particularly by strengthening the efficiency of its administration and reducing the associated administrative burden. Foster evidence-based policy making including by conducting ex post public policy evaluations. Sustain the focus of investment-related economic policy on research and innovation. Strengthen stakeholders' involvement and increase transparency in the preparation of public policies.

**2025 CSR 3 |
SUBPART 1**

Simplify regulation, improve regulatory tools and reduce administrative burden on businesses, mainly by reducing barriers to industrial licensing and removing other obstacles to their capacity to scale up and boost innovation and productivity.

Designation of measure	Status of the measure	CeSaR Status
Implementation of the Simplification of the Contributions Cycle (SCC) model, reducing bureaucracy and reinforcing transparency and predictability in the reporting of remuneration.	This measure made structural progress in 2025, namely with the approval of the legal framework for the new Simplification of the Contributions Cycle (SCC) model, through Decree-Law no. 127/2025 and Regulatory Decree no. 7/2025, both of 9 December, which came into force on 1 January 2026. The processes needed to create the technological support infrastructures were also completed, ensuring the operational conditions for the implementation of the new system for the automatic calculation of remuneration and contributions, which aims to simplify reporting procedures and increase efficiency, transparency and predictability in the fulfilment of contributory obligations. Employers will join the new model gradually and voluntarily between 1 January and 31 December 2026, via the Social Security Portal, through which the transition to the new system can be carried out. After the end of this transitional period, the model will compulsorily cover all eligible employers, and the transition is expected to be fully completed by the end of 2026. In this context, the phase of monitoring adherence and progressive implementation of the system is currently underway, and this stage is the last step needed to fully realise the measure.	Adopted (09/12/2025)
Strengthen administrative simplification by reviewing and consolidating licensing regimes, adopting tacit deferral mechanisms and <i>sunset clauses</i> , and implementing a simplified administrative code for economic activities.	This measure made preparatory progress in 2025, with the hiring of legal experts responsible for reviewing the various applicable regimes and codes, with a view to simplifying, consolidating and harmonising them. The ongoing work aims to support the definition of a clearer, more efficient legal framework geared towards reducing the administrative burdens associated with carrying out economic activities, and the delivery of the respective technical opinions is scheduled for early 2026, which will form the basis for the development and implementation of the planned reforms.	Announced (31/12/2025)
Reform the insolvency and company recovery regimes, promoting changes to their procedures and implementing the "digital paradigm" in the processes.	This measure made progress in 2025, with preparatory work continuing on the implementation of electronic auctions in insolvency proceedings and the revision of the Insolvency and Corporate Recovery Code, in conjunction with the broader process of digital transformation of the justice system. These initiatives aim to promote the dematerialisation and automation of procedures, reinforcing the efficiency, transparency and speed of the processes associated with the liquidation and recovery of assets, as well as predictability and legal certainty for all those involved. The revision of the legal framework will also simplify procedures, reduce administrative burdens and ensure that the legal regime is more coherent and in line with current requirements, contributing to the modernisation of the insolvency and	Adopted (31/12/2025)

Designation of measure	Status of the measure	CeSaR Status
	company recovery system and to strengthening the effectiveness of the market's operation.	
Simplify and enhance the attractiveness of the tax regime applicable to corporate restructuring and merger operations, including financing, capitalisation and treasury management	The measure concerning the stamp duty exemption applicable to centralised treasury management operations is being prepared and is expected to enter the legislative process in the first quarter of 2026.	Announced (31/12/2025)
Implement the National Digital Strategy and its 2026-2027 Action Plan	As part of the State Reform and administrative simplification, the Virtual Citizen's Shop became publicly available on 13 November 2025, integrating 150 services from 22 public entities (23 aimed at citizens and 127 at companies and businesses), including video calls for 32 services. The services available include changing the address on the Citizen's Card, renewing the Driving Licence, setting up companies online, updating company data (name, registered office and corporate purpose) and requesting the registration of a beneficial owner, with new services expected to be integrated progressively. The measure is part of the RRP, Components C19 - More Efficient Public Administration and PA.	Implemented (13/11/2025)

**2025 CSR 3 |
SUBPART 2**
Foster private investment into venture capital and private equity for local businesses, including public-private risk sharing,

Designation of measure	Status of the measure	CeSaR Status
The co-investment line for start-ups and venture capital	The technical dossier is currently being drawn up for submission to the Ministry of the Economy and Territorial Cohesion, with a view to assessing and approving the creation of a structuring and recurring fund of funds, under the management of Banco Português de Fomento (BPF), to ensure the continuity of the mission of the Capitalisation and Resilience Fund in capitalising the corporate sector, in partnership with the European Investment Bank (EIB) and the European Investment Fund (EIF), while promoting the capacity building of the national venture capital ecosystem, followed by the legislative process in conjunction with the Ministry of Finance. This measure falls within the scope of the reforms and investments that make up Component C05 - Investment and Innovation of the RRP (RE-C05-r10, RE-C05-r13 and RE-C05-i06).	Announced (31/12/2025)
Simplify and enhance the attractiveness of the tax regime applicable to corporate restructuring and merger operations, including financing, capitalisation and treasury management	The measure concerning the stamp duty exemption applicable to centralised treasury management operations is currently being prepared and is expected to enter the legislative process in the first quarter of 2026.	Announced (31/12/2025)
Implement the Audiovisual and Film Industry Financing Programme (SCRI.PT).	On 17 December 2025, the Decree-Law creating the SCRI.PT Programme for 2026-2029 was approved, with an overall investment of 350 M€, resulting from the annual increase in incentives from 34 to 50 M€ (200 M€ in total) and the creation of a 150 M€ Mutual Guarantee Line, to be set up by the BPF. The programme simplifies and consolidates the cash rebate and cash refund mechanisms, ensuring continuity of	Adopted (17/12/2025)

Designation of measure	Status of the measure	CeSaR Status
	incentives, with a view to support development and internationalisation of productions in Portugal and the sustainability of the media sector. The law will be published in the first quarter of 2026, followed by its regulation.	

**2025 CSR 3 |
SUBPART 3**
and improve financial literacy.

Designation of measure	Status of the measure	CeSaR Status
Implementation of the National Plan for Financial Education	As part of the evaluation of Essential Learning and the curriculum revisions for primary and secondary education, financial literacy was included as mandatory content from 2025/2026. In addition, the "Educating for Citizenship: Saving, a Commitment to the Future" initiative was launched, in collaboration with the Financial Supervisory Authorities, which marked World Savings Day on 31 October 2025, in collaboration with 46 Higher Education Institutions (HEIs) and involving 865 people in 569 classes held in 307 schools, and which aims to train primary and secondary school students to manage their money consciously and sustainably. Financial competences are now considered an integral part of the national curriculum and apply to all levels of education, from primary to secondary school. For the non-school-age population, the National Plan for Financial Education (known as the "Todos Contam" portal) provides an e-learning platform on budgeting, savings and investment, credit and insurance, complemented by financial training actions in the workplace (MTSSS e-learning course), the integration of financial education in vocational training promoted by the IEFP (to promote financial education in vocational training, preparing job centre instructors to train vulnerable groups, especially the unemployed) and the "Finanças à Lupa" initiative, launched in October 2025 by the Ministry of Finance, with weekly content on public finance literacy, budgeting and taxation on digital channels (Instagram and LinkedIn).	Implemented (31/10/2025)

**2025 CSR 3 |
SUBPART 4**
Further increase the efficiency of administrative and tax courts, to decrease the length of proceedings.

Designation of measure	Status of the measure	CeSaR Status
Propose urgent measures for the administrative and tax courts, based on existing contributions.	This measure made progress in 2025, with the adoption of initiatives to strengthen the efficiency and responsiveness of administrative and tax courts. Particular note is made of the strengthening of alternative dispute resolution mechanisms and the broadening of the entities and matters that can be arbitrated, promoting faster and more efficient ways of resolving conflicts. At the same time, the Internal Management System for Administrative and Tax Courts (SIGTAF) was implemented, structured in	Adopted (31/12/2025)

Designation of measure	Status of the measure	CeSaR Status
	<p>specialised modules that ensure the integrated management of processes, human resources, judicial activity, documentation and administrative procedures, contributing to the modernisation and improvement of the management of these courts. In addition, Law no. 57/2025 of 24 July was approved, amending the Statutes of Judicial Magistrates, the Public Prosecutor's Office and the Administrative and Tax Courts, as well as the Law on the Organisation of the Judicial System, strengthening the institutional and functional framework of the administrative and tax jurisdiction. As part of strengthening the capacity of the judicial system, measures were also adopted to speed up the processing of cases and reduce decision times, including a review of the requirements for access to the Centre for Judicial Studies and a significant increase in the number of training places for magistrates, which will reach 215 in 2026, representing an increase of around 60% compared to 2024. An exceptional reorganisation of initial training programmes was also approved, with a reduction in the duration of traineeships, with the aim of strengthening the response capacity of the courts in a shorter period. In procedural terms, legislation was passed aimed at simplifying and modernising court procedures, namely by eliminating unnecessary formalities and streamlining processes in court offices, contributing to greater speed and efficiency. In the field of digital transition, the dematerialisation of court proceedings was further developed, with the generalisation of electronic processing, the elimination of the use of means such as fax or telegram and the expansion of the use of electronic notifications and summonses, which exceeded 95,000 acts carried out in the first year. The integration of the information systems of the administrative and tax courts into the jurisdiction's common IT system was also ensured, promoting greater interoperability, efficiency and consistency in procedural management. By the end of October 2025, 140,042 procedural documents had been processed, 36,161 cases had been distributed, and 11,790 cases had been closed in these jurisdictions. At the same time, additional measures are being prepared, including the creation of a simplified regime for lower value administrative and tax cases of less than 15,000 euros, and the implementation of legislative proposals aimed at simplifying tax procedures, eliminating unnecessary formalities and promoting greater speed in procedural processing, structurally reinforcing the efficiency and responsiveness of the administrative and tax jurisdiction.</p>	
<p>Strengthen administrative simplification by reviewing and consolidating licensing regimes, adopting tacit approval mechanisms and <i>sunset clauses</i>, and implementing a simplified administrative code for economic activities.</p>	<p>This measure made preparatory progress in 2025, with the hiring of legal experts responsible for reviewing the various applicable regimes and codes, with a view to simplifying, consolidating and harmonising them. The ongoing work aims to support the definition of a clearer, more efficient legal framework geared towards reducing the administrative burdens associated with carrying out economic activities, and the delivery of the respective technical opinions is scheduled for early 2026, which will form the basis for the development and implementation of the planned reforms.</p>	<p>Announced (31/12/2025)</p>
<p>Upgrading court buildings and strengthening the development of their technological equipment.</p>	<p>This measure saw initial developments in 2025, and the Strategic Plan for the Justice Estate is currently being drawn up. This plan will define the strategic guidelines and priority actions in the field of conservation, requalification and valorisation of the built heritage assigned to the judicial system, with the aim of ensuring more efficient, rational and sustainable management of existing infrastructures. Its implementation will make it possible to structure an integrated approach to the modernisation of judicial facilities, including improving the physical operating conditions of the courts, strengthening technological infrastructures and adapting spaces to the operational and functional needs of the justice system, helping to increase efficiency, the quality of the service provided and the response capacity of judicial institutions.</p>	<p>Adopted (31/12/2025)</p>

Designation of measure	Status of the measure	CeSaR Status
Implement the National Digital Strategy and its 2026-2027 Action Plan	<p>Approval of the Digital Skills Pact by RCM no. 216/2025 of 30 December, with the aim of strengthening and accelerating digital skills, including training programmes for the Public Administration. It should also be noted that the National Artificial Intelligence Agenda was designed with the aim of defining strategic guidelines for the adoption and development of Artificial Intelligence (AI), promoting innovation and competitiveness while boosting public services modernisation of, and was approved by RCM no. 2/2026 of 8 January.</p> <p>The measure is part of the RRP, under Components C05 - Capitalisation and Business Innovation, C19 - More Efficient Public Administration and PA.</p>	Adopted (08/01/2026)

**2025 CSR 3 |
SUBPART 5**

Improve the effectiveness of the tax system, particularly by strengthening the efficiency of its administration and reducing the associated administrative burden.

Designation of measure	Status of the measure	CeSaR Status
Increase the interconnection of data between the Tax Authority, Social Security and the Institute of Registries and Notaries, particularly in the registration of households, marital status and address, making it the only data communication channel.	<p>Contacts have been made between the entities with a view to formalising a technical and operational interconnection protocol, which is considered essential for implementing this measure. However, to date, there have been no subsequent developments, so the measure is behind schedule compared to the initial timetable, although the necessary procedures for its implementation are still underway.</p>	Announced (31/03/2025)
Combat fraud in terms of contributions and benefits and combat tax evasion	<p>During 2025, there were significant developments in this measure, namely through the implementation of advanced technological solutions aimed at strengthening the mechanisms for monitoring, controlling and preventing fraud in the Social Security system. In this context, the Instituto de Informática, I. P. finalised the development of two intelligent models based on machine learning algorithms. The first consists of a predictive model aimed at signalling entities with a higher probability of non-compliance, built on the analysis of historical data from the Social Security surveillance information subsystem and complemented with other sources of information, making it possible to direct inspection actions in a more focused way, with less operational effort and greater precision, contributing to increasing the effectiveness and efficiency of the control system. The second is a risk index model applied to beneficiaries of social benefits, making it possible to identify situations with a higher probability of irregularity and reinforcing the mechanisms for monitoring and detecting undue payments. At the same time, an integrated plan to combat fraud and undue payments is being implemented, with implementation planned throughout 2026, based on four fundamental pillars: identifying situations of non-compliance and risky behaviour through data analysis, deterring fraudulent behaviour through faster and more effective responses, simplifying processes and promoting an institutional environment that discourages fraud and encourages compliance. This plan includes a number of measures, including the implementation of process automation solutions for the automated provision of data within the scope of the inspection of employers, the integration of the risk</p>	Adopted (31/12/2025)

Designation of measure	Status of the measure	CeSaR Status
	<p>management platform with the tax enforcement system to provide relevant indicators, the implementation of systems dedicated to monitoring and detecting undue payments in all instalments, the development of specific risk analytical models, namely in the context of the Social Integration Income, and the strengthening of control mechanisms associated with IBANs and critical operations. It also includes the development of automated processes for cross-checking data with the Tax Authority and the establishment of links with systems in other countries to validate relevant information, particularly regarding pensioners living abroad. These initiatives contribute to strengthening the capacity to detect and prevent irregularities, to increasing the effectiveness and efficiency of surveillance and inspection actions and to strengthening the robustness and integrity of the Social Security system, and the plan is currently underway.</p>	
<p>Create the taxpayer-beneficiary current account, as an instrument that will allow citizens to have reliable information on the history of their contributions to public Social Security schemes</p>	<p>This measure aims to continue the digitalisation of Social Security, reinforcing accessibility, efficiency and the fight against fraud and evasion. The tool is being developed by the Instituto de Informática, a public institute under the supervision of the Ministry of Labour, Solidarity and Social Security (MTSSS), and the deadline has been extended compared to what was initially planned because of a change in its design.</p>	<p>Adopted (31/12/2025)</p>
<p>Implement the Accounting Standardisation System for Public Administrations (SNC-AP) and programme-based budgeting.</p>	<p>The implementation of the programme-based budgeting model was strengthened, based on promoting the assessment of public policy performance through the definition of strategic and operational objectives, indicators and targets associated with the public resources mobilised and the results achieved. Within this framework, budget-based measures are structured into Budget Programmes and their respective Actions, which reflect the public policies being implemented, ensuring a results-oriented management model and greater coordination between budget planning and the implementation of measures. This model has been progressively complemented with the integration of other public policy instruments, namely in the areas of sustainability, green budgeting, the gender perspective and expenditure review, helping to strengthen transparency and efficiency in the allocation and use of public resources. The information system to support programme-based budgeting, developed by the Ministry of Finance and made available since 2024 to the sectoral areas involved in pilot projects, allows for the definition, monitoring and analysis of budgetary and performance information, including objectives, indicators, targets and target audiences for public policies. In 2025, this system was consolidated through the development of the analysis model and the definition of the supporting regulatory framework, strengthening the capabilities for planning, monitoring and evaluation of budgetary and operational performance, and its progressive dissemination to a wider range of entities is planned from 2026 onwards. In the field of public accounting and the consolidation of accounts, the Accounting Standardisation System for Public Administrations (SNC-AP) has been widely implemented, covering 4,633 public entities that have already presented their accounts in accordance with this standard, including Central, Regional and Local Administration entities, contributing to strengthening the transparency, comparability and quality of public financial information. At the same time, Technical Standard 1/2017 of the Budgetary Framework Law Implementation Unit is being revised, concerning the requirements for integrating budgetary and economic-financial information, with the aim of simplifying reporting processes and integrating information into the Ministry of Finance's systems, reducing administrative burdens and ensuring the quality,</p>	<p>Implemented (31/12/2025)</p>

Designation of measure	Status of the measure	CeSaR Status
Reform the insolvency and company recovery regimes, promoting changes to their procedures and implementing the "digital paradigm" in the processes.	<p>consistency and reliability of the information needed to manage and monitor public finances throughout the budget cycle.</p> <p>This measure made progress in 2025, with preparatory work continuing on the implementation of electronic auctions in insolvency proceedings and the revision of the Insolvency and Corporate Recovery Code, in conjunction with the broader process of digital transformation of the justice system. These initiatives aim to promote the dematerialisation and automation of procedures, reinforcing the efficiency, transparency and speed of the processes associated with the liquidation and recovery of assets, as well as predictability and legal certainty for all those involved. The revision of the legal framework will also simplify procedures, reduce administrative burdens and ensure that the legal regime is more coherent and in line with current requirements, contributing to the modernisation of the insolvency and company recovery system and strengthening the effectiveness of the market's operation.</p>	Adopted (31/12/2025)

**2025 CSR 3 |
SUBPART 6**
Foster evidence-based policy making including by conducting ex post public policy evaluations.

Designation of measure	Status of the measure	CeSaR Status
Build the capacity of the Centre of Government by developing centres of excellence, namely in the area of planning, prospecting and evaluation of public policies and in the area of legal services.	<p>Institutional capacities for strategic coordination and specialised technical support were strengthened, with emphasis on the completion of the process of integrating the sectoral planning areas into the Centre for Planning and Evaluation of Public Policies, formalised by Order no. 1887/2025 of 11 February, consolidating this entity as the central reference structure for planning, foresight and evaluation of public policies. At the same time, the process of reorganising and rationalising the structures of the State's Direct Administration continued, including the abolition of sectoral General Secretariats and the adoption of more specialised and efficient organisational models. In this context, measures were implemented to reorganise and institutionally strengthen entities with transversal functions, namely the Entidade de Serviços Partilhados da Administração Pública, I. P., Estamo - Participações Imobiliárias, S. A., and the Direção-Geral do Livro, dos Arquivos e das Bibliotecas, accompanied by the approval of rules aimed at clarifying the processes of transferring competences and promoting efficiency gains and the adoption of best practices. In addition, structural reforms were approved in the field of public budgetary and financial management, including the restructuring of the Directorate-General for the Budget and the Directorate-General for the Treasury and Finance and the creation of the respective budgetary and financial entities, through Decree-Laws 53/2025 of 28 March and 56/2025 of 31 March, strengthening the technical, legal and analytical capacity of these areas to support decision-making and the implementation of public policies. In this context, the National Evaluation Agenda was also created, as a multi-annual instrument for planning and coordinating public policy evaluations in the Public Administration, developed within the scope of the Public Administration Planning and Foresight Services Network and coordinated by the Centre for Public Policy Planning and Evaluation, making it possible to systematically structure and programme evaluations, as well as ensuring their selection, implementation, dissemination and</p>	Implemented (31/12/2025)

Designation of measure	Status of the measure	CeSaR Status
<p>Implementation of the reform of the Ministry of Education, Science and Innovation</p>	<p>monitoring. This Agenda contributes to the creation of predictable evaluation cycles, promoting alignment between the production of evidence and the main moments of political and budgetary decision-making, strengthening the availability of data and the analytical capacity of services, improving the quality and comparability of evaluations through the adoption of common methodologies and standards, promoting transparency and public scrutiny of public policies and favouring institutional learning and coherence in the formulation and implementation of public policies.</p> <p>The structural reform of the Ministry of Education, Science and Innovation made decisive progress in 2025, with the completion of the legislative framework and the start of the operationalisation phase, as provided for in the governance and monitoring model defined for the transformation of the system. This is a transversal reform, covering education, higher education, science, innovation, administrative organisation, human resources and information systems.</p> <p>At organisational level, the reform replaces a fragmented model with a more integrated institutional architecture, with clarified mandates, reduced redundancies and strengthened coordination between central, regional and local levels. In the area of education, three entities have been created: the Directorate-General for Studies, Planning and Evaluation (DGEPA), responsible for strategic planning and analysis; the Agency for the Management of the Education System (AGSE), as the system's operational and digital structure; and the Institute for Education, Quality and Evaluation (EduQA), which integrates curriculum, external evaluation and quality assurance. This reorganisation is being accompanied by procedural simplification, data interoperability and rationalisation of management structures and resources.</p> <p>In higher education, the creation of the Institute for Higher Education (IES, I.P.) concentrates previously dispersed functions, integrating access, social action, internationalisation and coordination of the system, in conjunction with the revision of the Legal Framework for Higher Education Institutions (RJIES) and the Legal Framework for Degrees and Diplomas in Higher Education (RJGDES), as well as the reform of the student support model.</p> <p>In science and innovation, the creation of the Agency for Research and Innovation (AI²) unifies the functions of FCT and ANI, ensuring strategic planning, multi-annual funding and new evaluation and accreditation models, in conjunction with the future Science and Innovation Law. The operational implementation of the reform will be monitored internally by the Reform Monitoring and Validation Commission, with representation from various government departments, and externally by the Organisation for Economic Co-operation and Development (OECD), guaranteeing independent monitoring, compliance with targets by 2027 and alignment with international best practice. The work being done as part of the reform to re-engineer processes and information systems to make them more interoperable is geared towards the need for reliable data to inform public policy decisions.</p>	<p>Adopted (31/12/2025)</p>

**2025 CSR 3 |
SUBPART 7**

Sustain the focus of investment-related economic policy on research and innovation.

Designation of measure	Status of the measure	CeSaR Status
<p>Implementation of the reform of the Ministry of Education, Science and Innovation</p>	<p>The structural reform of the Ministry of Education, Science and Innovation made decisive progress in 2025, with the completion of the legislative framework and the start of the operationalisation phase, as provided for in the governance and monitoring model defined for the transformation of the system. This is a transversal reform, covering education, higher education, science, innovation, administrative organisation, human resources and information systems.</p> <p>At organisational level, the reform replaces a fragmented model with a more integrated institutional architecture, with clarified mandates, reduced redundancies and strengthened coordination between central, regional and local levels. In the area of education, three entities have been created: the Directorate-General for Studies, Planning and Evaluation (DGEPA), responsible for strategic planning and analysis; the Agency for the Management of the Education System (AGSE), as the system's operational and digital structure; and the Institute for Education, Quality and Evaluation (EduQA), which integrates curriculum, external evaluation and quality assurance. This reorganisation is being accompanied by procedural simplification, data interoperability and rationalisation of management structures and resources.</p> <p>In higher education, the creation of the Institute for Higher Education (IES, I.P.) concentrates previously dispersed functions, integrating access, social action, internationalisation and coordination of the system, in conjunction with the revision of the Legal Framework for Higher Education Institutions (RJIES) and the Legal Framework for Degrees and Diplomas in Higher Education (RJGDES), as well as the reform of the student support model.</p> <p>In science and innovation, the creation of the Agency for Research and Innovation (AI²) unifies the functions of the FCT and ANI, ensuring strategic planning, multi-annual funding and new evaluation and accreditation models, in conjunction with the future Science and Innovation Law. Implementation is monitored by the Organisation for Economic Co-operation and Development (OECD), guaranteeing independent monitoring, the achievement of targets by 2027 and alignment with international best practice.</p>	<p>Adopted (31/12/2025)</p>
<p>Promote production and service activities, training, and knowledge related to Space, in partnership with allied countries with experience in the field, such as the United States, the United Kingdom, or other European countries.</p>	<p>The investment in the European innovation and cooperation system is materialised through the acquisition of Earth Observation (OT) satellites that are part of the Atlantic Constellation (CA) and the creation of new products/services supported by the strengthening of the <i>New Space Portugal</i> Agenda, which will boost the expansion phase of the CA. This focus on innovation, which is the result of a synergy led by the Portuguese Air Force, with the Aerospace Technology and Innovation Centre (CTI) and the Product Engineering and Development Centre (CEiiA), includes the establishment of technological infrastructures such as the "<i>Satellite Manufacturing Facilities</i>", the "<i>Atlantic Data Hub</i>" (space data platform with data fusion tools) and "<i>Portuguese Access to Space</i>" (access to space, with the establishment of a launch base in Santa Maria), directly contributing to the affirmation of the national business and academic fabric as a centre of excellence for observation and monitoring from space. Currently, the project is already operational through the acquisition and availability of data from two satellites, with the launch of the first SAR satellite scheduled for 01FEB2026.</p>	<p>Implemented (31/12/2025)</p>
<p>Promoting a competitive defence industry at European and international levels, aligning with the Armed Forces' planning cycles, through increased</p>	<p>The operationalisation of the Atlantic Constellation (CA) directly contributes to the affirmation of the national business and academic fabric as a centre of excellence for observation and monitoring from space, allowing Portuguese companies to boost orders for equipment and material placed by the Armed Forces (FA). In order to reinforce this positioning, a strong impact related to the planning and execution of</p>	<p>Adopted (31/12/2025)</p>

Designation of measure	Status of the measure	CeSaR Status
public investment, the creation of administrative incentives, while driving the implementation of the Military Programming Law (LPM) and other resources, including investment in cyber defence capacities, structural re-equipment, materials, and services for the modernisation of military facilities	the SAFE programme should be considered, and the entire process will be monitored by a dedicated Monitoring Structure. The Atlantic Constellation (CA) is a strategic project for Portugal and Europe in the field of Space and Defence, leveraging strategic autonomy, both in access to Space and in the possession and operation of Earth Observation (OT) systems and data management, allowing daily revisits and a design aligned with emerging standards in European defence, security and civil protection, sustainability and environmental monitoring. Increasing Portugal's advantageous partnerships with players in the Defence industrial sector, such as the partnership with aircraft manufacturer Embraer - with which Portugal has signed a contract which, in addition to co-production, guarantees specific rights and economic returns from the sale of this equipment. Of this overall investment, 75M€ will be carried out by Portuguese companies, responsible for <i>upgrading</i> and reconfiguring the aircraft.	
Revision of the Science Law to become the Science and Innovation Law	The revision is underway and a working group has been set up for this purpose (Order no. 11412-A/2025 of 26 September). The reform aims to strengthen coordination between the players in the National Science, Technology and Innovation System (SNCTI) and ensure greater alignment with national and European programmes, by reassessing the legal framework and public policy instruments. The preliminary draft being prepared will form the basis for the future legislative proposal.	Announced (26/09/2025)

**2025 CSR 3 |
SUBPART 8**
Strengthen stakeholders' involvement and increase transparency in the preparation of public policies.

Designation of measure	Status of the measure	CeSaR Status
Build the capacity of the Centre of Government by developing centres of excellence, namely in the area of planning, prospecting and evaluation of public policies and in the area of legal services.	Institutional capacities for strategic coordination and specialised technical support were strengthened, with emphasis on the completion of the process of integrating the sectoral planning areas into the Centre for Planning and Evaluation of Public Policies, formalised by Order no. 1887/2025 of 11 February, consolidating this entity as the central reference structure for planning, foresight and evaluation of public policies. At the same time, the process of reorganising and rationalising the structures of the State's Direct Administration continued, including the abolition of sectoral General Secretariats and the adoption of more specialised and efficient organisational models. In this context, measures were implemented to reorganise and institutionally strengthen entities with transversal functions, namely the Entidade de Serviços Partilhados da Administração Pública, I. P., Estamo - Participações Imobiliárias, S. A., and the Direção-Geral do Livro, dos Arquivos e das Bibliotecas, accompanied by the approval of rules aimed at clarifying the processes of transferring competences and promoting efficiency gains and the adoption of best practices. In addition, structural reforms were approved in the field of public budgetary and financial management, including the restructuring of the Directorate-General for the Budget and the Directorate-General for the Treasury and Finance and the creation of the respective budgetary and financial entities, through Decree-Laws 53/2025 of 28 March and 56/2025 of 31 March, strengthening the technical, legal and analytical capacity of these areas to support decision-making and the implementation of public policies. In this context, the National	Implemented (31/12/2025)

Designation of measure	Status of the measure	CeSaR Status
	<p>Evaluation Agenda was also created, as a multi-annual instrument for planning and coordinating public policy evaluations in the Public Administration, developed within the scope of the Public Administration Planning and Foresight Services Network and coordinated by the Centre for Public Policy Planning and Evaluation, making it possible to systematically structure and programme evaluations, as well as ensure their selection, implementation, dissemination and monitoring. This Agenda contributes to the creation of predictable evaluation cycles, promoting alignment between the production of evidence and the main moments of political and budgetary decision-making, strengthening the availability of data and the analytical capacity of services, improving the quality and comparability of evaluations through the adoption of common methodologies and standards, promoting transparency and public scrutiny of public policies and favouring institutional learning and coherence in the formulation and implementation of public policies.</p>	
<p>Preparation and approval of the National Youth Agenda (ANJ)</p>	<p>In 2025, a national consultation was held to identify the main needs, challenges and priorities of young people, ensuring a participatory and informed approach. At the same time, a benchmarking study was carried out with a view to analysing good international practices and adapting them to the national context, in line with the strategic priorities defined. A survey of existing measures in the various government areas with an impact on youth was also carried out, and this set of contributions was consolidated into a structuring document for the National Youth Agenda (ANJ). The internal consolidation of the final version of the ANJ is currently underway, with a view to its submission for approval and entry into the legislative circuit, and it is expected that the National Youth Agenda (ANJ) and its platform will be presented in the first half of 2026.</p>	<p>Announced (31/12/2025)</p>
<p>Implementation of the reform of the Ministry of Education, Science and Innovation</p>	<p>The structural reform of the Ministry of Education, Science and Innovation made decisive progress in 2025, with the completion of the legislative framework and the start of the operationalisation phase, as provided for in the governance and monitoring model defined for the transformation of the system. This is a transversal reform, covering education, higher education, science, innovation, administrative organisation, human resources and information systems.</p> <p>At the organisational level, the reform replaces a fragmented model with a more integrated institutional architecture, with clarified mandates, reduced redundancies and strengthened coordination between central, regional and local levels. In the area of education, three entities have been created: the Directorate-General for Studies, Planning and Evaluation (DGEPA), responsible for strategic planning and analysis; the Agency for the Management of the Education System (AGSE), as the system's operational and digital structure; and the Institute for Education, Quality and Evaluation (EduQA), which integrates curriculum, external evaluation and quality assurance. This reorganisation is being accompanied by procedural simplification, data interoperability and rationalisation of management structures and resources.</p> <p>In higher education, the creation of the Institute for Higher Education (IES, I.P.) concentrates previously dispersed functions, integrating access, social action, internationalisation and coordination of the system, in conjunction with the revision of the Legal Framework for Higher Education Institutions (RJIES) and the Legal Framework for Degrees and Diplomas in Higher Education (RJGDES,) as well as the reform of the student support model.</p> <p>In science and innovation, the creation of the Agency for Research and Innovation (AI²) unifies the functions of the FCT and ANI, ensuring strategic planning, multi-annual funding and new evaluation and</p>	<p>Adopted (31/12/2025)</p>

Designation of measure	Status of the measure	CeSaR Status
	<p>accreditation models, in conjunction with the future Science and Innovation Law. Implementation is monitored by the Organisation for Economic Co-operation and Development (OECD), guaranteeing independent monitoring, the achievement of targets by 2027 and alignment with international best practice.</p>	

5.2.1.4 European Semester 2025 | CSR 4

Reduce overall reliance on fossil fuels in the transport sector in particular by phasing out fossil-fuel subsidies, and by investing in sustainable transport, particularly in rail, taking into account regional disparities. Further accelerate the roll-out of renewables by providing a predictable, regulatory framework with clear and digital procedures for permitting including for collective self-consumption and renewable energy communities. Enhance stability in the electricity market through long-term contracts, investment in energy storage capacities and demand-side response tools. Strengthen the capacity of the electricity transmission and distribution grid, including in cross-border electricity interconnections, improve connection procedures and increase their transparency to incentivise investments in the national network. Step up policy efforts aimed at the provision and acquisition of skills, and competences needed for the green transition, particularly for the public administration. Accelerate investment in energy efficiency by promoting financial schemes to attract private investment and supporting households experiencing energy poverty. Improve the conditions for the transition towards a circular economy, particularly by increasing waste prevention, recycling and reuse to reduce landfill and incinerator waste. Improve water management to strengthen climate change adaptation and ensure long-term economic and environmental resilience. Implement an integrated water management strategy and streamline water governance. Promote investments in wastewater collection and treatment, the reduction of leaks and water monitoring, develop nature-based solutions, water body rehabilitation and improve water efficiency and reuse.

**2025 CSR 4 |
SUBPART 1**

Reduce overall reliance on fossil fuels in the transport sector

Designation of measure	Status of the measure	CeSaR Status
<p>Evaluate the creation of incentives for the energy conversion of passenger transport vehicles</p>	<p>The new Legal Framework for Electric Mobility was approved (Decree-Law no. 93/2025, of 14 August), which revises the legal framework for electric mobility with a view of bringing the Portuguese model into line with the European Union's regulatory framework (Regulation (EU) no. 2023/1804, of 13 August). Regulation (EU) no. 2023/1804 of 13 September establishing the legal framework for electric mobility, applicable to the organisation of, access to and exercise of activities relating to electric mobility, and Regulation (EU) no. 2023/1804 of the European Parliament and of the Council of 13 September 2023 on the creation of an alternative fuels infrastructure (AFIR). Order no. 31/2026/1 of 23 January was also published, regulating the provision of data on electric mobility by charging point operators (OPC) to the Electric Mobility Data Aggregator. In view of the need to reinforce and modernise the public transport fleet, preferably with zero or reduced emissions, CP - Comboios de Portugal was authorised, by the Council of Ministers Resolution 141-A/2025 of 22 September, to exercise the option to purchase a further 36 trains in the contract for the acquisition of 117</p>	<p>Adopted (14/08/2025)</p>

Designation of measure	Status of the measure	CeSaR Status
	<p>railcars, for a total of 153 trains, with the first delivery in 2029, also providing for early delivery of the units (last delivery moved from 2033 to 2031). Also, within the scope of decarbonising public transport, funding was approved for the purchase of zero-emission buses for mainland Portugal.</p> <p>This measure is provided for in the RRP (C15 - Sustainable Mobility and C21 - REPowerEU: TC-C15-i05; TC-C15-i06; TC-C15-r30; RP-C21-i12) and it is also supported by the PA.</p>	
<p>Ensure the execution of the National Investment Programme (PNI2030)</p>	<p>Implementation of the PNI2030 is at a stage of progressive materialisation, combining works in progress, contracts signed and projects in tender preparation. In the field of transport infrastructure: 1) on the railway, the first phase of the Porto-Lisbon High Speed Line (TGV) (Porto-Oiã) has been contracted, corresponding to the first Public-Private Partnership (PPP1) for the construction of the High Speed Line (provided for in the measure "Starting the construction of transport infrastructure (railway and TGV)"), along with modernisation, electrification, capacity enhancement and interoperability interventions on the Northern, Minho, Douro and Alentejo Lines, including the implementation of signalling systems and the removal of level crossings, as well as strengthening rail access to the ports of Sines, Leixões and Setúbal; 2) on the motorway, priority projects for qualification, safety and strategic connectivity are progressing, within the framework of RCM no.69/2025, of 20 March, ensuring network closures and improved accessibility; 3) in the port sector, structuring investments, in line with the Portuguese Ports 5+ Strategy, are in the preparation and tendering phase, with a focus on increasing containerised capacity, rail-port intermodality and consolidating the Atlantic logistics role; 4) in the airport component, technical and environmental work regarding the new infrastructure for the Lisbon region are being developed in line with the structuring investments planned for the horizon.. This measure has the support of the PA.</p>	<p>Adopted (31/12/2025)</p>
<p>Start the construction of transport infrastructure (rail and TGV)</p>	<p>The implementation of investments in the railway network included in the Trans-European Transport Network, namely the TGV (Porto-Lisbon, Porto-Valença and Lisbon-Caia), began with the signing of the contract for the first PPP (PPP1) for the construction of the Porto-Oiã section (phase 1.1 of the Porto - Lisbon link) in July 2025 and with work scheduled to begin in 2026. Expenditure for PPP2 was approved in December 2025 for the construction of the Oiã-Soure stretch (phase 2 of the Porto-Lisbon link), and the international public tender was launched in January 2026.</p>	<p>Adopted (31/12/2025)</p>
<p>Regulate and implement various aspects of the Framework Climate Law</p>	<p>The component of the measure relating to the revision of the National Strategy for Adaptation to Climate Change (ENAAAC) has already been completed, and the draft legal diploma has been finalised and is in the final stages of approval. The proposal for the draft of the legal diploma constituting the Interministerial Commission for Climate Action, with a view to strengthening compliance with the Basic Climate Law, is also in the approval phase.</p>	<p>Adopted (31/12/2025)</p>
<p>Review and implement the National Energy and Climate Plan (PNEC 2030)</p>	<p>The component of the measure relating to the review of the PNEC has already been finalised and implementation is underway. The PNEC 2030 was updated through a participatory process that included a public consultation that took place between July and September 2024, and Council of Ministers Resolution (RCM) no. 149/2024, of 30 October, approved the PNEC for the purposes of sending it to Parliament, in compliance with article 20 of the Basic Climate Law. Subsequently, the PNEC update was approved in December 2024, published by Assembly of the Republic Resolution 127/2025 of 10 April and sent to the European Commission, in accordance with Article 14 of Regulation (EU) 2018/1999 on the Governance of the Energy Union and Climate Action. The new NECP has more ambitious targets for reducing greenhouse gas emissions and for renewable energies.</p>	<p>Adopted (10/04/2025)</p>

**2025 CSR 4 |
SUBPART 2**
in particular by phasing out fossil-fuel subsidies,

Designation of measure	Status of the measure	CeSaR Status
Phasing out fossil-fuel subsidies	<p>Portugal's response to CSR 2025 on phasing out fossil fuel subsidies is being implemented mainly through measures already adopted in the 2026 State Budget, with effect from 1 January 2026, combined with ongoing policy work on the most significant remaining tax benefits:</p> <ul style="list-style-type: none"> - Gradual elimination of environmentally harmful exemptions in energy taxation (ISP and CO₂ surcharge): SB 2026 (Law no. 73-A/2025) increases taxation to 100% ISP and 100% CO₂ surcharge for various oil products used in the production of electricity/cogeneration/town gas (including in the autonomous regions). For natural gas (CN 2711) used for these purposes in mainland Portugal, a reduced tax of 50%ISP and 50%CO₂ surcharge applies in 2026. - Natural gas in certain industrial processes: the same legal framework applies 100% of the CO₂ surcharge to specific energy products (including certain natural gas codes) used in installations covered by energy consumption rationalisation agreements, excluding the CO₂ surcharge for installations covered by the EU ETS. - Reversal of the biofuel exemption, with an estimated impact on revenue of 100 million euros in 2026. - Road fuels (petrol/road diesel): the gradual withdrawal of the extraordinary ISP rebate introduced in response to the exceptional fuel price shock. On 28 November 2025, the government partially reversed this discount, updating the unit ISP rates for unleaded petrol and road diesel, with the new rates coming into force on 1 December 2025. Further measures in 2026, namely the continued reduction of the remaining rebate and the annual update of the carbon tax, will be implemented in a calibrated manner, taking into account the evolution of fuel prices and broader inflation considerations. <p>Expected timetable:</p> <ul style="list-style-type: none"> - 1 December 2025: as part of the gradual withdrawal of the extraordinary tax benefit on fuels, Order No. 427-A/2025/1 (28 November 2025) revised the ISP unit rates applicable in mainland Portugal to unleaded petrol and road diesel, with effect from 1 December 2025 (i.e. a partial reversal of the extraordinary ISP discount). 1 January 2026: entry into force of the reversal of the biofuel exemption and the provisions of SB 2026 relating to ISP exemptions/CO₂ surcharge (including the new treatment of certain fuels used in electricity/cogeneration/town gas and the CO₂ surcharge rules for installations under energy efficiency agreements). At the same time, the government is resuming the annual updating of the carbon tax in 2026. <p>In the future, Portugal intends to continue phasing out the remaining temporary ISP reduction measures, adjusting the pace of the reversal depending on the evolution of fuel prices, market conditions and inflation considerations.</p>	Adopted (31/12/2025)

**2025 CSR 4 |
SUBPART 3**
and by investing in sustainable transport, particularly in rail, taking into account regional disparities.

Designation of measure	Status of the measure	CeSaR Status
Evaluate the creation of incentives for the energy conversion of passenger transport vehicles	<p>The new Legal Framework for Electric Mobility was approved (Decree-Law no. 93/2025, of 14 August), which revises the legal framework for electric mobility with a view of bringing up the Portuguese model into line with the European Union's regulatory framework (Regulation (EU) no. 2023/1804, of 14 August). Regulation (EU) no. 2023/1804 of 13 September establishing the legal framework for electric mobility, applicable to the organisation of, access to and exercise of activities relating to electric mobility, and Regulation (EU) no. 2023/1804 of the European Parliament and of the Council of 13 September 2023 on the creation of an alternative fuels infrastructure (AFIR). Order no. 31/2026/1 of 23 January was also published, regulating the provision of data on electric mobility by charging point operators (OPC) to the Electric Mobility Data Aggregator. In view of the need to reinforce and modernise the public transport fleet, preferably with zero or low emissions, CP - Comboios de Portugal was authorised, by the Council of Ministers Resolution 141-A/2025 of 22 September, to exercise the option to purchase further 36 trains in the contract for the acquisition of 117 railcars, for a total of 153 trains, with the first delivery in 2029, also providing for early delivery of the units (last delivery moved from 2033 to 2031). Also, within the scope of decarbonising public transport, funding was approved for the purchase of zero-emission buses for mainland Portugal. This measure is provided for in the RRP (C15 - Sustainable Mobility and C21 - REPowerEU: TC-C15-i05; TC-C15-i06; TC-C15-r30; RP-C21-i12) and the PA.</p>	Adopted (14/08/2025)
Ensure the execution of the National Investment Programme (PNI2030)	<p>The implementation of PNI2030 is at a stage of progressive materialisation, combining works in progress, contracts signed and projects in the pipeline. In the field of transport infrastructure: 1) in the railway sector, the first phase of the Porto-Lisbon High-Speed Line (TGV) (Porto-Oiã) was contracted, corresponding to the first Public-Private Partnership (PPP1) for the construction of the High-Speed Line (provided for in the measure "Starting the construction of transport infrastructures (railway and TGV)"), along with modernisation, electrification, capacity enhancement and interoperability interventions on the Northern, Minho, Douro and Alentejo Lines, including the implementation of signalling systems and the removal of level crossings, as well as strengthening rail access to the ports of Sines, Leixões and Setúbal; 2) on the motorway, priority projects for qualification, safety and strategic connectivity are progressing, as part of RCM no.69/2025, of 20 March, ensuring network closures and improved accessibility; 3) in the port sector, structuring investments, in line with the Portuguese Ports 5+ Strategy, are in the preparation and tendering phase, with a focus on increasing containerised capacity, rail-port intermodality and consolidating the Atlantic logistics role; 4) in the airport component, technical and environmental work regarding the new infrastructure for the Lisbon region are being developed in line with the structuring investments planned for the horizon. This measure has the support of the PA.</p>	Adopted (31/12/2025)
Start the construction of transport infrastructure (rail and TGV)	<p>The implementation of investments in the railway network included in the Trans-European Transport Network, namely the TGV (Porto-Lisbon, Porto-Valença and Lisbon-Caia), began with the signing of the contract for the first PPP (PPP1) for the construction of the Porto-Oiã section (phase 1.1 of the Porto - Lisbon link) in July 2025 and with work scheduled to begin in 2026. The expenditure for PPP2 was approved in December 2025, relating to construction of the Oiã-Soure section (phase 2 of the Porto-Lisbon link), and the international public tender was launched in January 2026.</p>	Adopted (31/12/2025)
Review and implement the National Energy and Climate Plan (PNEC 2030)	<p>The component of the measure relating to the review of the PNEC has already been finalised and implementation is underway. The PNEC 2030 was updated through a participatory process that included a public consultation that took place between July and September 2024, and Council of Ministers Resolution (RCM) no. 149/2024, of 30 October, approved the PNEC for submission to Parliament, in compliance with article 20 of the Basic Climate Law. Subsequently, the PNEC update was approved in December 2024, published by Assembly of the Republic Resolution 127/2025 of 10 April and sent to the European Commission, in accordance with Article 14 of Regulation (EU) 2018/1999 on the Governance of the Energy Union and Climate Action. The</p>	Adopted (10/04/2025)

Designation of measure	Status of the measure	CeSaR Status
	new NECP has more ambitious targets for reducing greenhouse gas emissions and for renewable energies.	

**2025 CSR 4 |
SUBPART 4**

Further accelerate the roll-out of renewables by providing a predictable, regulatory framework with clear and digital procedures for permitting including for collective self-consumption and renewable energy communities.

Designation of measure	Status of the measure	CeSaR Status
Launch centralised procurement auction for biomethane and hydrogen purchase	The first competitive procedure for the centralised purchase of biomethane and hydrogen in the form of an electronic auction was held at the beginning of 2025, and the results were published in February. At the end of December 2025, supply contracts were signed with the Supplier of Last Resort (SoL) - Transgás, with the renewable hydrogen and biomethane producers, with the exception of CME, S.A.. The auction involved stable financial support for 10 years, which was provided by the Environmental Fund (FA), with the aim of safeguarding possible fluctuations in energy prices (reducing risks for investors and encouraging the entry of new industrial projects). The main expected impacts are: acceleration of national production of green hydrogen and biomethane; injection of renewable gases (green hydrogen and biomethane) into the public grid; reduction of emissions and alignment with climate targets (progressively replacing natural gas with renewable gases contributes directly to the decarbonisation of industry, reduction of greenhouse gas emissions, progress towards carbon neutrality as defined by the EU); stimulating investment and innovation (the model adopted - centralised purchase with a guaranteed price - creates market price stability) and developing Portugal's infrastructure and strategic positioning, paving the way for the expansion of transport and distribution networks adapted to renewable gases. In addition, new auctions for the production of renewable gases are being considered. With regard to biomethane, the configuration of support measures is being analysed, considering support for CAPEX (Capital Expenditure), auctions or <i>feed-in</i> , although the final configuration of these support mechanisms has not yet been finalised. With regard to hydrogen, following this auction and the CAPEX support granted under the RRP, and given the pace of development of this market at international level, the intention is to monitor the realisation of projects in order to consider launching new auctions, also taking into account the review of the National Hydrogen Strategy that is currently underway.	Implemented (31/12/2025)
Launch tender procedures for offshore wind energy production auctions	The launch of the competitive procedures for the <i>offshore</i> floating wind energy production auctions is currently underway. The delay is due to the need to ensure that the projects are economically viable, a situation that required a re-analysis of the procedure model. Of note in this context is the update of the National Maritime Spatial Planning Situation Plan (PSOEM) considering the inclusion of the " <i>Offshore Renewable Energies</i> " component in February 2025 by Resolution of the Council of Ministers no. 19/2025 of 7 February, which focuses on the Allocation Plan for <i>Offshore Renewable Energies</i> (PAER). This measure is supported by the RRP (C21 - REPowerEU: RP-C21-i07 and RP-C21-r48) and by the PA.	Announced (31/12/2025)
Operationalise the Mission Structure for Renewable Energy Project Licensing (EMER 2030)	In the context of EMER 2030's remit, with a focus on simplifying legislation and digitising procedures, the implementation of the One Stop Shop (BU) for project licensing is under development. The BU will centralise all stages of the process and simplify the procedures for licensing renewable energy projects, ensuring greater transparency and efficiency in the processes. In terms of capacity building, two editions of the " <i>Posto de Transformação</i> "	Adopted (31/12/2025)

Designation of measure	Status of the measure	CeSaR Status
	initiative were launched, one in April and the other in November 2025. In accordance with its remit of licensing renewable energy projects, EMER 2030 has been monitoring the Renewable Energy Acceleration Zones (ZAER), a project that aims to identify priority areas for the development of renewable energy in Portugal. EMER 2030 is part of a set of reforms aligned with the REPowerEU Plan and integrated into the RRP (RP-C21-i09 and RP-C21-r48), the aim of which is to stimulate the incorporation of renewable energies into the national energy system. This measure also has the support of the PA. By promoting greater efficiency and speed in the licensing process, this measure boosts the energy transition and compliance with decarbonisation objectives.	
Regulate and implement various aspects of the Framework Climate Law	The component of the measure relating to the revision of the National Strategy for Adaptation to Climate Change (EN AAC) has already been completed, and the draft legal diploma has been finalised and is in the final stages of approval. The proposal for the draft of the legal diploma constituting the Interministerial Commission for Climate Action, with a view to strengthening compliance with the Basic Climate Law, is also in the approval phase.	Adopted (31/12/2025)
Review and implement the National Energy and Climate Plan (PNEC 2030)	The component of the measure relating to the review of the PNEC has already been finalised and implementation is underway. The PNEC 2030 was updated through a participatory process that included a public consultation that took place between July and September 2024, and Council of Ministers Resolution (RCM) no. 149/2024, of 30 October, approved the PNEC for the purposes of sending it to Parliament, in compliance with article 20 of the Basic Climate Law. Subsequently, the PNEC update was approved in December 2024, published by Assembly of the Republic Resolution 127/2025 of 10 April and sent to the European Commission, in accordance with Article 14 of Regulation (EU) 2018/1999 on the Governance of the Energy Union and Climate Action. The new NECP has more ambitious targets for reducing greenhouse gas emissions and for renewable energies.	Adopted (10/04/2025)

**2025 CSR 4 |
SUBPART 5**
Enhance stability in the electricity market through long-term contracts,

Designation of measure	Status of the measure	CeSaR Status
Develop and implement the National Strategy for the Integrated Development of Energy Networks	The National Strategy for Energy Storage, with special emphasis on strengthening hydro pumping and batteries, is currently being drawn up by the Directorate-General for Energy and Geology (DGEG) and is expected to be finalised in the first half of 2026. Legislation is also being drafted to revise the model for approving Energy Network Investment Plans in order to speed them up. With regard to the implementation of electricity storage solutions, the call for tenders for investment to improve the resilience of critical infrastructures through the installation of renewable production systems with batteries is currently being prepared. This measure is supported by RRP - RP-C21-i08 (REPowerEU component).	Adopted (31/12/2025)
Launch centralised procurement auction for biomethane and hydrogen purchase	The first competitive procedure for the centralised purchase of biomethane and hydrogen, in the form of an electronic auction, was held at the beginning of 2025, and the results were published in February. At the end of December 2025, supply contracts were signed with the Supplier of Last Resort (SoL) - Transgás, with the renewable hydrogen and biomethane producers, with the exception of CME, S.A.. The auction involved stable financial support for 10	Implemented (31/12/2025)

Designation of measure	Status of the measure	CeSaR Status
	<p>years, which was provided by the Environmental Fund (FA), with the aim of safeguarding possible fluctuations in energy prices (reducing risks for investors and encouraging the entry of new industrial projects). The main expected impacts are: acceleration of national production of green hydrogen and biomethane; injection of renewable gases (green hydrogen and biomethane) into the public grid; reduction of emissions and alignment with climate targets (progressively replacing natural gas with renewable gases contributes directly to the decarbonisation of industry, reduction of greenhouse gas emissions, progress towards carbon neutrality as defined by the EU); stimulating investment and innovation (the model adopted - centralised purchase with a guaranteed price - creates market price stability) and developing Portugal's infrastructure and strategic positioning, paving the way for the expansion of transport and distribution networks adapted to renewable gases. In addition, new auctions for the production of renewable gases are being considered. With regard to biomethane, the configuration of support measures is being analysed, considering support for CAPEX (Capital Expenditure), auctions or <i>feed-in</i>, although the final configuration of these support mechanisms has not yet been finalised. With regard to hydrogen, following this auction and the CAPEX support granted under the RRP, and given the pace of development of this market at international level, the intention is to monitor the realisation of projects in order to consider launching new auctions, also taking into account the review of the National Hydrogen Strategy that is currently underway.</p>	
<p>Launch tender procedures for offshore wind energy production auctions</p>	<p>The launch of the tender procedures for offshore floating wind energy production auctions is currently underway. The delay is due to the need to ensure that the projects are economically viable, a situation that required a re-analysis of the procedure model. Of note in this context is the update of the National Maritime Spatial Planning Situation Plan (PSOEM) considering the inclusion of the "Offshore Renewable Energies" component in February 2025 by Resolution of the Council of Ministers no. 19/2025 of 7 February, which focuses on the Allocation Plan for Offshore Renewable Energies (PAER). This measure is supported by the RRP (C21 - REPowerEU: RP-C21-i07 and RP-C21-r48) and by the PA.</p>	<p>Announced (31/12/2025)</p>
<p>Review and implement the National Energy and Climate Plan (PNEC 2030)</p>	<p>The component of the measure relating to the review of the PNEC has already been finalised and implementation is underway. The PNEC 2030 was updated through a participatory process that included a public consultation that took place between July and September 2024, and Council of Ministers Resolution (RCM) no. 149/2024, of 30 October, approved the PNEC for the purposes of sending it to Parliament, in compliance with article 20 of the Basic Climate Law. Subsequently, the PNEC update was approved in December 2024, published by Assembly of the Republic Resolution No. 127/2025 of 10 April and sent to the European Commission, in accordance with Article 14 of Regulation (EU) 2018/1999 on the Governance of the Energy Union and Climate Action. The new NECP has more ambitious targets for reducing greenhouse gas emissions and for renewable energies.</p>	<p>Adopted (10/04/2025)</p>

**2025 CSR 4 |
SUBPART 6**

investment in energy storage capacities and demand-side response tools.

Designation of measure	Status of the measure	CeSaR Status
<p>Develop and implement the National</p>	<p>The National Strategy for Energy Storage, with special emphasis on strengthening hydro pumping and batteries, is currently being drawn up by the</p>	<p>Adopted (31/12/2025)</p>

Designation of measure	Status of the measure	CeSaR Status
Strategy for the Integrated Development of Energy Networks	Directorate-General for Energy and Geology (DGEG) and is expected to be finalised in the first half of 2026. Legislation is also being drafted to revise the model for approving Energy Network Investment Plans in order to speed them up. With regard to the implementation of electricity storage solutions, the call for tenders for investment to improve the resilience of critical infrastructures through the installation of renewable production systems with batteries is currently being prepared. This measure is supported by RRP - RP-C21-i08 (REPowerEU component).	
Launch tender procedures for offshore wind energy production auctions	The launch of the competitive procedures for auctions to produce floating offshore wind energy is underway, and the delay is due to the need to ensure that the projects are economically viable, a situation that required a re-analysis of the procedure model. Of note in this context is the update of the National Maritime Spatial Planning Situation Plan (PSOEM) considering the inclusion of the "Offshore Renewable Energies" component in February 2025 by Resolution of the Council of Ministers no. 19/2025 of 7 February, which focuses on the Allocation Plan for Offshore Renewable Energies (PAER). This measure is supported by the RRP (C21 - REPowerEU: RP-C21-i07 and RP-C21-r48) and by the PA.	Announced (31/12/2025)
Operationalise the Mission Structure for Renewable Energy Project Licensing (EMER 2030)	In the context of EMER 2030's remit, with a focus on simplifying legislation and digitising procedures, the implementation of the One Stop Shop (BU) for project licensing is under development. The BU will centralise all stages of the process and simplify the procedures for licensing renewable energy projects, ensuring greater transparency and efficiency in the processes. In terms of capacity building, two editions of the " <i>Posto de Transformação</i> " initiative were launched, one in April and the other in November 2025. In accordance with its remit of licensing renewable energy projects, EMER 2030 has been monitoring the Renewable Energy Acceleration Zones (ZAER), a project that aims to identify priority areas for the development of renewable energy in Portugal. EMER 2030 is part of a set of reforms aligned with the REPowerEU Plan and integrated into the RRP (RP-C21-i09 and RP-C21-r48), the aim of which is to stimulate the incorporation of renewable energies into the national energy system. This measure also has the support of the PA. By promoting greater efficiency and speed in the licensing process, this measure boosts the energy transition and compliance with decarbonisation objectives.	Adopted (31/12/2025)
Review and implement the National Energy and Climate Plan (PNEC 2030)	The component of the measure relating to the review of the PNEC has already been finalised and implementation is underway. The PNEC 2030 was updated through a participatory process that included a public consultation that took place between July and September 2024, and Council of Ministers Resolution (RCM) no. 149/2024, of 30 October, approved the PNEC for the purposes of sending it to Parliament, in compliance with article 20 of the Basic Climate Law. Subsequently, the PNEC update was approved in December 2024, published by Assembly of the Republic Resolution No. 127/2025 of 10 April and sent to the European Commission, in accordance with Article 14 of Regulation (EU) 2018/1999 on the Governance of the Energy Union and Climate Action. The new NECP has more ambitious targets for reducing greenhouse gas emissions and for renewable energies.	Adopted (10/04/2025)

Designation of measure	Status of the measure	CeSaR Status
<p>Develop and implement the National Strategy for the Integrated Development of Energy Networks</p>	<p>The National Strategy for Energy Storage, with special emphasis on strengthening hydro pumping and batteries, is currently being drawn up by the Directorate-General for Energy and Geology (DGEG) and is expected to be finalised in the first half of 2026. Legislation is also being drafted to revise the model for approving Energy Network Investment Plans to speed them up.</p> <p>Regarding the implementation of electricity storage solutions, the call for tenders for investment to improve the resilience of critical infrastructures through the installation of renewable production systems with batteries is currently being prepared. The strengthening of energy interconnections within the Iberian framework and the European Union is also underway, with the projects relating to the electricity interconnection between Portugal and Spain (Ponte de Lima/ Vila Nova de Famalicão/ Beariz and Fontefría) and the hydrogen interconnection between Portugal, Spain, France and Germany (with a hydrogen infrastructure in Portugal) being included in the European Commission's List of Projects of Common Interest and Projects of Mutual Interest. This measure is supported by RRP - RP-C21-i08 (REPowerEU component).</p>	<p>Adopted (31/12/2025)</p>
<p>Launch tender procedures for offshore wind energy production auctions</p>	<p>The launch of the tender procedures for offshore floating wind energy production auctions is currently underway. The delay is due to the need to ensure that the projects are economically viable, a situation required a re-analysis of the procedure model. Of note in this context is the update of the National Maritime Spatial Planning Situation Plan (PSOEM) considering the inclusion of the "Offshore Renewable Energies" component in February 2025 by Resolution of the Council of Ministers no. 19/2025 of 7 February, which focuses on the Allocation Plan for Offshore Renewable Energies (PAER). This measure is supported by the RRP (C21 - REPowerEU: RP-C21-i07 and RP-C21-r48) and by the AP.</p>	<p>Announced (31/12/2025)</p>
<p>Operationalise the Mission Structure for Renewable Energy Project Licensing (EMER 2030)</p>	<p>In the context of EMER 2030's remit, with a focus on simplifying legislation and digitising procedures, the implementation of the One Stop Shop (BU) for project licensing is under development. The BU will centralise all stages of the process and simplify the licensing procedures for renewable energy projects, ensuring greater transparency and efficiency in the processes. In terms of capacity building, two editions of the "Posto de Transformação" initiative were launched, one in April and the other in November 2025. In line with its remit of licensing renewable energy projects, EMER 2030 has been monitoring the Renewable Energy Acceleration Zones (ZAER), a project that aims to identify priority areas for the development of renewable energy in Portugal. EMER 2030 is part of a set of reforms aligned with the REPowerEU Plan and integrated into the RRP (RP-C21-i09 and RP-C21-r48), the aim of which is to stimulate the incorporation of renewable energies into the national energy system. This measure also has the support of the PA.</p> <p>By promoting greater efficiency and speed in the licensing process, this measure boosts the energy transition and compliance with decarbonisation objectives.</p>	<p>Adopted (31/12/2025)</p>
<p>Review and implement the National Energy and Climate Plan (PNEC 2030)</p>	<p>The component of the measure relating to the review of the PNEC has already been finalised and implementation is underway. The PNEC 2030 was updated through a participatory process that included a public consultation that took place between July and September 2024, and Council of Ministers Resolution (RCM) no. 149/2024, of 30 October, approved the PNEC for submission to Parliament, in compliance with article 20 of the Basic Climate Law. Subsequently, the PNEC update was approved in December 2024, published by Assembly of the Republic Resolution No. 127/2025 of 10 April and sent to the European Commission, in accordance with Article 14 of Regulation (EU) 2018/1999 on the Governance of the Energy Union and Climate Action. The new NECP has more ambitious targets for reducing greenhouse gas emissions and for renewable energies.</p>	<p>Adopted (10/04/2025)</p>

**2025 CSR 4 |
SUBPART 8**
including in cross-border electricity interconnections,

Designation of measure	Status of the measure	CeSaR Status
Develop and implement the National Strategy for the Integrated Development of Energy Networks	The strengthening of energy interconnections within the Iberian framework and the European Union is also underway, with the projects relating to the electricity interconnection between Portugal and Spain (Ponte de Lima/ Vila Nova de Famalicão/ Beariz and Fontefría) and the hydrogen interconnection between Portugal, Spain, France and Germany (with a hydrogen infrastructure in Portugal) being included in the European Commission's List of Projects of Common Interest and Projects of Mutual Interest. This measure is supported by RRP - RP-C21-i08 (REPowerEU component).	Adopted (31/12/2025)
Review and implement the National Energy and Climate Plan (PNEC 2030)	The component of the measure relating to the review of the PNEC has already been finalised and implementation is underway. The PNEC 2030 was updated through a participatory process that included a public consultation that took place between July and September 2024, and Council of Ministers Resolution (RCM) no. 149/2024, of 30 October, approved the PNEC for submission to Parliament, in compliance with article 20 of the Basic Climate Law. Subsequently, the PNEC update was approved in December 2024, published by Assembly of the Republic Resolution No. 127/2025 of 10 April and sent to the European Commission, in accordance with Article 14 of Regulation (EU) 2018/1999 on the Governance of the Energy Union and Climate Action. The new NECP has more ambitious targets for reducing greenhouse gas emissions and for renewable energies.	Adopted (10/04/2025)

**2025 CSR 4 |
SUBPART 9**
improve connection procedures and increase their transparency to incentivise investments in the national network.

Designation of measure	Status of the measure	CeSaR Status
Develop and implement the National Strategy for the Integrated Development of Energy Networks	The National Strategy for Energy Storage, with special emphasis on strengthening hydro pumping and batteries, is currently being drawn up by the Directorate-General for Energy and Geology (DGEG) and is expected to be finalised in the first half of 2026. Legislation is also being drafted to revise the model for approving Energy Network Investment Plans to speed them up. Regarding the implementation of electricity storage solutions, the call for tenders for investment to improve the resilience of critical infrastructures through the installation of renewable production systems with batteries is currently being prepared. This measure is supported by RRP - RP-C21-i08 (REPowerEU component).	Adopted (31/12/2025)
Launch tender procedures for offshore wind energy production auctions	The launch of the tender procedures for <i>offshore</i> floating wind energy production auctions is currently underway. The delay is due to the need to ensure that the projects are economically viable, a situation required a re-analysis of the procedure model. In this context, it should be noted that the National Maritime Spatial Planning Situation Plan (PSOEM) was updated to include the "Offshore Renewable Energies" component in February 2025 by Resolution of the Council of Ministers no. 19/2025 of 7 February, which focuses on the Allocation Plan for <i>Offshore</i> Renewable Energies (PAER).	Announced (31/12/2025)

Designation of measure	Status of the measure	CeSaR Status
	(PAER). This measure is supported by the RRP (C21 - REPowerEU: RP-C21-i07 and RP-C21-r48) and by the PA.	
Operationalise the Mission Structure for Renewable Energy Project Licensing (EMER 2030)	<p>In the context of EMER 2030's remit, with a focus on simplifying legislation and digitising procedures, the implementation of the One Stop Shop (BU) for project licensing is under development. The BU will centralise all stages of the process and simplify the procedures for licensing renewable energy projects, ensuring greater transparency and efficiency in the processes. In terms of capacity building, two editions of the "Posto de Transformação" initiative were launched, one in April and the other in November 2025. In line with its remit of licensing renewable energy projects, EMER 2030 has been monitoring the Renewable Energy Acceleration Zones (ZAER), a project that aims to identify priority areas for the development of renewable energy in Portugal. EMER 2030 is part of a set of reforms aligned with the REPowerEU Plan and integrated into the RRP (RP-C21-i09 and RP-C21-r48), the aim of which is to stimulate the incorporation of renewable energies into the national energy system. This measure also has the support of the PA.</p> <p>By promoting greater efficiency and speed in the licensing process, this measure boosts the energy transition and compliance with decarbonisation objectives.</p>	Adopted (31/12/2025)
Review and implement the National Energy and Climate Plan (PNEC 2030)	<p>The component of the measure relating to the review of the PNEC has already been finalised and implementation is underway. The PNEC 2030 was updated through a participatory process that included a public consultation that took place between July and September 2024, and Council of Ministers Resolution (RCM) no. 149/2024, of 30 October, approved the PNEC for submission to Parliament, in compliance with article 20 of the Basic Climate Law. Subsequently, the PNEC update was approved in December 2024, published by Assembly of the Republic Resolution No. 127/2025 of 10 April and sent to the European Commission, in accordance with Article 14 of Regulation (EU) 2018/1999 on the Governance of the Energy Union and Climate Action. The new NECP has more ambitious targets for reducing greenhouse gas emissions and for renewable energies.</p>	Adopted (10/04/2025)

2025 CSR 4 | SUBPART 10

Step up policy efforts aimed at the provision and acquisition of skills, and competences needed for the green transition, particularly for the public administration.

Designation of measure	Status of the measure	CeSaR Status
Operationalise the Mission Structure for Renewable Energy Project Licensing (EMER 2030)	<p>In the context of EMER2030's remit, with a focus on simplifying legislation and digitising procedures, the implementation of the One Stop Shop (BU) for project licensing is under development. The BU will centralise all stages of the process and simplify the procedures for licensing renewable energy projects, ensuring greater transparency and efficiency in the processes. In terms of capacity building, two editions of the "Posto de Transformação" initiative were launched, one in April and the other in November 2025. In accordance with its remit of licensing renewable energy projects, EMER has been monitoring the Renewable Energy Acceleration Zones (ZAER), a project that aims to identify priority areas for the development of renewable energy in Portugal. EMER 2030 is part of a set of reforms aligned with the REPowerEU Plan and integrated into the RRP (RP-C21-i09 and RP-C21-r48), the aim of which is to stimulate the incorporation of renewable energies into the national energy system. This measure also has the support of the PA.</p> <p>By promoting greater efficiency and speed in the licensing process, this</p>	Adopted (31/12/2025)

Designation of measure	Status of the measure	CeSaR Status
	measure boosts the energy transition and compliance with decarbonisation objectives.	
Promoting the improvement in the interoperability of territorial-based information systems	The technological development of the support platform for the National Territorial Information System (SNIT) is underway, as planned under the Activity Plan of the Directorate-General for Territory (DGT), and is expected to be implemented in the context of the Territorial Information Portal (PoInT). This measure is supported by the RRP (RE-C08-r20 and RE-C08-i02).	Adopted (31/12/2025)
Regulate and implement various aspects of the Framework Climate Law	The component of the measure relating to the revision of the National Strategy for Adaptation to Climate Change (ENAC) has already been completed, and the draft legal diploma has been finalised and is in the final stages of approval. The proposal for the draft of the legal diploma constituting the Interministerial Commission for Climate Action, with a view to strengthening compliance with the Basic Climate Law, is also in the approval phase.	Adopted (31/12/2025)
Review and implement the National Energy and Climate Plan (PNEC 2030)	The component of the measure relating to the review of the PNEC has already been finalised and implementation is underway. The PNEC 2030 was updated through a participatory process that included a public consultation that took place between July and September 2024, and Council of Ministers Resolution (RCM) no. 149/2024, of 30 October, approved the PNEC for submission to Parliament, in compliance with article 20 of the Basic Climate Law. Subsequently, the PNEC update was approved in December 2024, published by Assembly of the Republic Resolution No. 127/2025 of 10 April and sent to the European Commission, in accordance with Article 14 of Regulation (EU) 2018/1999 on the Governance of the Energy Union and Climate Action. The new NECP has more ambitious targets for reducing greenhouse gas emissions and for renewable energies.	Adopted (10/04/2025)
Implement the National Digital Strategy and its 2026-2027 Action Plan	Approval of the Digital Skills Pact by RCM no. 216/2025 of 30 December, with the aim of strengthening and accelerating digital skills, including the training of workers in small and medium-sized enterprises (SMEs) and training programmes for the Public Administration. It should also be noted that the National Artificial Intelligence Agenda was designed with the aim of defining strategic guidelines for the adoption and development of Artificial Intelligence (AI), promoting innovation and competitiveness while boosting public services modernisation of, and was approved by RCM no. 2/2026 of 8 January. The measure is part of the RRP, under Components C05 - Capitalisation and Business Innovation, C06 - Qualifications and Skills, C16 - Companies 4.0, C19 - More Efficient Public Administration and PA.	Adopted (08/01/2026)

**2025 CSR 4 |
SUBPART 11**
Accelerate investment in energy efficiency by promoting financial schemes to attract private investment and

Designation of measure	Status of the measure	CeSaR Status
Strengthen support programmes for energy efficiency in housing	The national transposition of the Energy Efficiency Directive (Directive (EU) 2023/1791 of 13 September) and Directive (EU) 2024/1275 of 24 April is underway. Regarding the progress of energy efficiency support programmes, the E-Lar Programme was launched, aimed at energy efficiency and the electrification of consumption through support for the purchase of household appliances, which was ensured by the publication of the respective notice. The high take-up rate justified the launch of two phases (Notices published at https://www.fundoambiental.pt/apoios-prr/c13-eficiencia-energetica-em-edificios/10c13-i012025-programa-e-lar.aspx and <a 843="" 880="" 918="" 935"="" data-label="Page-Footer" href="https://www.fundoambiental.pt/apoios-prr/c13-eficiencia-energetica-em-</td> <td>Announced (31/12/2025)</td> </tr> </tbody> </table> </div> <div data-bbox="> 117 	

Designation of measure	Status of the measure	CeSaR Status
	edificios/11c13-i012025-programa-e-lar-2-fase.aspx). In view of the total lack of applications for the “ <i>Bairros mais Sustentáveis</i> “ (More Sustainable Neighbourhoods) notice, which to date has not received any submissions, and given the low demand and the limited timeframe for implementing the target set out in the RRP - until 30 June 2026, the notice is formally closed, and the respective funds have been allocated to another RRP measure, with proven high demand, in order to ensure more efficient implementation of the available resources (Order and notice published: https://www.fundoambiental.pt/apoios-prr/c13-eficiencia-energetica-em-edificios/09c13-i012025.aspx). The measures listed are in line with the Long-Term Strategy to Combat Energy Poverty 2023-2050, whose Action Plan to Combat Energy Poverty 2025-2030 was approved in December. The energy efficiency of residential buildings, with special attention to lower-income households, is supported by the RRP (TC-C13-i01 and RP-C21-i02) and by the PA.	
Regulate and implement various aspects of the Framework Climate Law	The component of the measure relating to the revision of the National Strategy for Adaptation to Climate Change (ENAAAC) has already been completed, and the draft legal diploma has been finalised and is in the final stages of approval. The proposal for the draft of the legal diploma constituting the Interministerial Commission for Climate Action, with a view to strengthening compliance with the Basic Climate Law, is also in the approval phase.	Adopted (31/12/2025)
Review and implement the National Energy and Climate Plan (PNEC 2030)	The component of the measure relating to the review of the PNEC has already been finalised and implementation is underway. The PNEC 2030 was updated through a participatory process that included a public consultation that took place between July and September 2024, and Council of Ministers Resolution (RCM) no. 149/2024, of 30 October, approved the PNEC for the purposes of sending it to Parliament, in compliance with article 20 of the Basic Climate Law. Subsequently, the PNEC update was approved in December 2024, published by Assembly of the Republic Resolution no. 127/2025 of 10 April and sent to the European Commission, in accordance with Article 14 of Regulation (EU) 2018/1999 on the Governance of the Energy Union and Climate Action. The new NECP has more ambitious targets for reducing greenhouse gas emissions and for renewable energies.	Adopted (10/04/2025)

**2025 CSR 4 |
SUBPART 12**

supporting households experiencing energy poverty.

Designation of measure	Status of the measure	CeSaR Status
Strengthen support programmes for energy efficiency in housing	National transposition of the Energy Efficiency Directive (Directive (EU) 2023/1791 of 13 September) and Directive (EU) 2024/1275 of 24 April is underway. With regard to the progress of energy efficiency support programmes, the E-Lar Programme was launched, aimed at energy efficiency and the electrification of consumption through support for the purchase of household appliances, which was ensured by the publication of the respective notice. The high take-up rate justified the launch of two phases (Notices published at https://www.fundoambiental.pt/apoios-prr/c13-eficiencia-energetica-em-edificios/10c13-i012025-programa-e-lar.aspx and https://www.fundoambiental.pt/apoios-prr/c13-eficiencia-energetica-em-edificios/11c13-i012025-programa-e-lar-2-fase.aspx). In view of the total lack of applications for the “ <i>Bairros mais Sustentáveis</i> “ (More Sustainable Neighbourhoods) notice, which to date has not received any submissions, and given the low demand and the limited timeframe for implementing the target	Announced (31/12/2025)

Designation of measure	Status of the measure	CeSaR Status
	<p>set out in the RRP - until 30 June 2026, the notice is formally closed, and the respective funds have been allocated to another RRP measure, with proven high demand, in order to ensure more efficient implementation of the available resources (Order and notice published: https://www.fundoambiental.pt/apoios-prr/c13-eficiencia-energetica-em-edificios/09c13-i012025.aspx). The measures listed are in line with the Long-Term Strategy to Combat Energy Poverty 2023-2050, whose Action Plan to Combat Energy Poverty 2025-2030 was approved in December. The energy efficiency of residential buildings, with special attention to lower-income households, is supported by the RRP (TC-C13-i01 and RP-C21-i02) and by the PA.</p>	
Review and implement the National Energy and Climate Plan (PNEC 2030)	<p>The component of the measure relating to the review of the PNEC has already been finalised and implementation is underway. The PNEC 2030 was updated through a participatory process that included a public consultation that took place between July and September 2024, and Council of Ministers Resolution (RCM) no. 149/2024, of 30 October, approved the PNEC for submission to Parliament, in compliance with article 20 of the Basic Climate Law. Subsequently, the PNEC update was approved in December 2024, published by Assembly of the Republic Resolution no. 127/2025 of 10 April and sent to the European Commission, in accordance with Article 14 of Regulation (EU) 2018/1999 on the Governance of the Energy Union and Climate Action. The new NECP has more ambitious targets for reducing greenhouse gas emissions and for renewable energies.</p>	Adopted (10/04/2025)

2025 CSR 4 | SUBPART 13

Improve the conditions for the transition towards a circular economy, particularly by increasing waste prevention, recycling and reuse to reduce landfill and incinerator waste.

Designation of measure	Status of the measure	CeSaR Status
Develop the National Strategy for Mineral Resources	Drafting of the law aimed at enhancing the value of mineral resources as Portugal's natural and economic heritage is underway, with completion expected by the end of the first half of 2026.	Announced (31/12/2025)
Regulate and implement various aspects of the Framework Climate Law	The component of the measure relating to the revision of the National Strategy for Adaptation to Climate Change (ENAA) has already been completed, and the draft legal diploma has been finalised and is in the final stages of approval. The proposal for the draft of the legal diploma constituting the Interministerial Commission for Climate Action, with a view to strengthening compliance with the Basic Climate Law, is also in the approval phase.	Adopted (31/12/2025)
Review and implement the National Energy and Climate Plan (PNEC 2030)	<p>The component of the measure relating to the review of the PNEC has already been finalised and implementation is underway. The PNEC 2030 was updated through a participatory process that included a public consultation that took place between July and September 2024, and Council of Ministers Resolution (RCM) no. 149/2024, of 30 October, approved the PNEC for the purposes of sending it to Parliament, in compliance with article 20 of the Basic Climate Law. Subsequently, the PNEC update was approved in December 2024, published by Assembly of the Republic Resolution 127/2025 of 10 April and sent to the European Commission, in accordance with Article 14 of Regulation (EU) 2018/1999 on the Governance of the Energy Union and Climate Action. The new NECP has more ambitious targets for reducing greenhouse gas emissions and for renewable energies.</p>	Adopted (10/04/2025)

Designation of measure	Status of the measure	CeSaR Status
Implement a waste management policy for a circular economy	The second Circular Economy Action Plan (PAEC 2030) has been finalised and is in the legislative process. Its implementation will involve the development of a set of actions, at macro/meso/sectoral level, aimed at accelerating the transition to circularity. A series of calls for proposals were opened to increase recycling and waste recovery capacity (multimaterial sorting capacity and organic recovery of municipal waste and modernisation and upgrading of mechanical and biological treatment units). Decree-Law no. 139-A/2025 of 30 December was published, amending Decree-Law no. 152-D/2017 of 11 December on the Unified Regime for Specific Waste Streams - UNILEX, which allowed for the existence of an incentive or deposit system for the waste stream of electrical and electronic equipment and the need to set the terms and criteria of the incentive system. The review and creation of the remaining associated legislative package is underway, namely the General Waste Regime and the regulation of financial compensation to be awarded to municipalities for the installation of waste treatment infrastructures in their territories: This measure has the support of the MRR (TC-C12-r39) and the AP.	Announced (31/12/2025)

2025 CSR 4 | SUBPART 14

Improve water management to strengthen climate change adaptation and ensure long-term economic and environmental resilience. Implement an integrated water management strategy and streamline water governance.

Designation of measure	Status of the measure	CeSaR Status
Create and implement the Coastal Resilience Action Plan 2025-2040	The Plan proposal is currently being finalized by the Portuguese Environment Agency (APA), involving other entities with actions that contribute to coastal resilience the Institute for Nature Conservation and Forests (ICNF), the Directorate - General for Natural Resources, Safety and Maritime Services (DGRM), the Portuguese Institute for the Sea and Atmosphere (IPMA), Docapesca - Ports and Fish Auctions, RiaViva and Litoral da Região de Aveiro (Aveiro Region Coastline), among others.	Announced (31/12/2025)
Develop programmes to increase the use of treated wastewater	The revision of the legal regime for Water for Reuse (ApR), embodied in Decree-Law no. 119/2019 of 21 August, is underway. This revision aims to include the provisions of Regulation EU 2020/741 of the European Parliament and of the Council of 25 May, which have not yet been covered, with a view to increasing them at national level. The Strategic Plan for the Common Agricultural Policy (PEPAC) interventions B.1.2 - Water Management and C.1.1.1.2 - Efficient Use of Water are underway, with the aim of increasing the use of treated wastewater in primary production. The approach of the "Água + Circular", programme of the "Água que Une" Strategy, is based on the Action Plan for Reuse of the AdP Group (Águas de Portugal), which foresees an ApR for use in primary production of 47.6 Mm ³ /year over the next five years. This measure has the support of the RRP (RE-C09-i01.4) and by the PA.	Adopted (31/12/2025)
Develop programmes to reduce water losses in supply networks	Reducing water losses in public supply systems is one of the priorities of the "Água que Une" Strategy, which presents an action programme for reducing water losses with a view to controlling and reducing losses in low-level systems, in addition to a number of other regional measures related to this challenge. Investment RE-C09-i01 also includes measures aimed at reducing water losses in the Algarve's urban and agricultural sectors (measures SM1 - Reducing water losses in the urban sector: completion of network interventions expected by 31 March 2026 and SM2 - Reducing water losses and increasing efficiency in the agricultural sector). This measure has the support of the RRP, of the PA and of the Environmental Fund (FA).	Adopted (31/12/2025)
Develop and implement the National	The government launched the National Water Management Strategy - "Água que Une" - in March 2025. The Strategy includes a plan of actions aimed at	Adopted (31/12/2025)

Designation of measure	Status of the measure	CeSaR Status
Strategy "Água que Une"	<p>ensuring the sustainable management of this resource over the next 15 years in Portugal. By 2030, investments of around €5,000 million are planned, of which €2,000 million are European funds, based on water reuse, loss reduction and the construction and rehabilitation of infrastructure to support around 300 measures. The management and implementation of the Strategy's projects will be the responsibility of Aqua, a company created within the Águas de Portugal Group (AdP), created for this purpose (the company's legal framework is currently being prepared). There are also a number of initiatives underway:</p> <ul style="list-style-type: none"> i) The preparation of the National Water Plan for the period 2025-2035; ii) The revision of the Water Law, with a view to updating the legal framework, with some delay but in progress; iii) The signing of the contract for the design, construction and operation of the Algarve desalination plant in October 2025 with a consortium of Portuguese-Spanish companies. This project is part of the Algarve Regional Water Efficiency Plan, included in the RRP (RE-C09-i01), and involves an investment of 108 M€; iv) The project to "Reinforce Water Supply to the Algarve - Pomarão Water Intake Solution", with the draft regulatory document finalised. This project is also part of the Algarve Regional Water Efficiency Plan and is included in the RRP; v) The Tagus Water Resilience Programme to strengthen national autonomy and the economic and environmental enhancement of the region through a series of investments including the construction of the Alvito / Ocreza dam, optimising the operation of existing dams and strengthening agricultural production potential; vi) In the context of protecting reservoirs and public service waters, the following were approved: the Foz Tua Reservoir Special Programme (in the legislative process), the Torrão Reservoir Special Programme (in planning) and the Vilarinho das Furnas Reservoir Special Programme (in structuring); vii) 18 projects aimed at increasing water storage capacity in river basins and building new hydro-agricultural schemes. <p>The following initiatives have been finalised:</p> <ul style="list-style-type: none"> i) The revision of support for projects dedicated to flood prevention, in order to ensure the necessary investments for risk reduction, safeguarding the safety of people and property; ii) the planning of the ZILS/H2O Programme for the integrated and sustainable management of supply to the Sines industrial estate, whose timetable, budget and risk analysis have been approved internally. <p>The "Água que Une" Strategy is one of the priorities of the Transformative Agenda for Portugal, which is included in the Programme of the XXV Constitutional Government. This measure has the support of the RRP (RE-C09-i01, RE-C09-i02 and RE-C09-i04) and of the AP.</p>	
Regulate and implement various aspects of the Framework Climate Law	<p>The component of the measure relating to the revision of the National Strategy for Adaptation to Climate Change (ENAC) has already been completed, and the draft legal diploma has been finalised and is in the final stages of approval. The proposal for the draft of the legal diploma constituting the Interministerial Commission for Climate Action, with a view to strengthening compliance with the Basic Climate Law, is also in the approval phase.</p>	Adopted (31/12/2025)
Review and implement the National Energy and Climate Plan (PNEC 2030)	<p>The component of the measure relating to the review of the PNEC has already been finalised and implementation is underway. The PNEC 2030 was updated through a participatory process that included a public consultation that took place between July and September 2024, and Council of Ministers Resolution (RCM) no. 149/2024, of 30 October, approved the PNEC for the purposes of sending it to Parliament, in compliance with article 20 of the Basic Climate Law. Subsequently, the PNEC update was approved in December 2024, published by Assembly of the Republic Resolution 127/2025 of 10 April and sent to the European Commission, in accordance with Article 14 of Regulation (EU) 2018/1999 on the Governance of the Energy Union and Climate Action.</p>	Adopted (10/04/2025)

Designation of measure	Status of the measure	CeSaR Status
	The new NECP has more ambitious targets for reducing greenhouse gas emissions and for renewable energies.	

**2025 CSR 4 |
SUBPART 15**
Promote investments in wastewater collection and treatment, the reduction of leaks and water monitoring,

Designation of measure	Status of the measure	CeSaR Status
Develop programmes to increase the use of treated wastewater	The revision of the legal regime for Water for Reuse (ApR), embodied in Decree-Law no. 119/2019 of 21 August, is underway. This revision aims to include the provisions of Regulation EU 2020/741 of the European Parliament and of the Council of 25 May, which have not yet been covered, with a view to increasing them at national level. The Strategic Plan for the Common Agricultural Policy (PEPAC) interventions B.1.2 - Water Management and C.1.1.1.2 - Efficient Use of Water are underway, with the aim of increasing the use of treated wastewater in primary production. The approach of the "Água + Circular" , programme of the "Água que Une" Strategy, is based on the Action Plan for Reuse of the AdP Group (Águas de Portugal), which foresees an ApR for use in primary production of 47.6 Mm ³ /year over the next five years. This measure has the support of the RRP (RE-C09-i01.4) and by the PA.	Adopted (31/12/2025)
Develop programmes to reduce water losses in supply networks	Reducing water losses in public supply systems is one of the priorities of the "Água que Une" Strategy, which presents an action programme for reducing water losses with a view to controlling and reducing losses in low-level systems, in addition to a number of other regional measures related to this challenge. Investment RE-C09-i01 also includes measures aimed at reducing water losses in the Algarve's urban and agricultural sectors (measures SM1 - Reducing water losses in the urban sector: completion of network interventions expected by 31 March 2026 and SM2 - Reducing water losses and increasing efficiency in the agricultural sector). This measure has the support of the RRP, of the PA and of the Environmental Fund (FA).	Adopted (31/12/2025)
Develop and implement the National Strategy "Água que Une"	<p>The Council of Ministers Resolution 132/2025 of 8 September approved the modernisation of the hydrometeorological and piezometric monitoring networks for the 2031 time horizon, with the aim of making them more operational.</p> <p>In terms of protecting public service water reservoirs:</p> <ul style="list-style-type: none"> i) the Foz Tua Reservoir Special Programme: the programme proposal is currently in the legislative process; ii) the Torrão Reservoir Special Programme is at the planning stage; iii) the approval of the Vilarinho das Furnas Reservoir Special Programme is at the structuring stage; iv) Order no. 10417/2025 of 3 September was published, which determines the preparation of the Special Programme for the Alto Rabagão Reservoir; v) Order no. 10418/2025 of 3 September was published, ordering the preparation of the Special Programme for the Caia Reservoir; vi) Order no. 10419/2025 of 3 September was published, ordering the preparation of the Special Programme for the Alqueva and Pedrogão Reservoirs; Order no. 10567/2025 of 8 September was published, determining the revision of the Montargil Reservoir Management Plan and its conversion to the Montargil Reservoir Special Programme; vii) Order no. 10568/2025 of 8 September was published, determining the revision of the Alvito Reservoir Management Plan and its conversion to the Alvito Reservoir Special Programme. 	Adopted (31/12/2025)

Designation of measure	Status of the measure	CeSaR Status
Regulate and implement various aspects of the Framework Climate Law	The component of the measure relating to the revision of the National Strategy for Adaptation to Climate Change (ENAC) has already been completed, and the draft legal diploma has been finalised and is in the final stages of approval. The proposal for the draft of the legal diploma constituting the Interministerial Commission for Climate Action, with a view to strengthening compliance with the Basic Climate Law, is also in the approval phase.	Adopted (31/12/2025)

**2025 CSR 4 |
SUBPART 16**
develop nature-based solutions, water body rehabilitation and improve water efficiency and reuse.

Designation of measure	Status of the measure	CeSaR Status
Develop programmes to increase the use of treated wastewater	The revision of the legal regime for Water for Reuse (ApR), embodied in Decree-Law no. 119/2019 of 21 August, is underway. This revision aims to include the provisions of Regulation EU 2020/741 of the European Parliament and of the Council of 25 May, which have not yet been covered, with a view to increasing them at national level. The Strategic Plan for the Common Agricultural Policy (PEPAC) interventions B.1.2 - Water Management and C.1.1.1.2 - Efficient Use of Water are underway, with the aim of increasing the use of treated wastewater in primary production. The approach of the "Água + Circular", programme of the "Água que Une" Strategy, is based on the Action Plan for Reuse of the AdP Group (Águas de Portugal), which foresees an ApR for use in primary production of 47.6 Mm ³ /year over the next five years. This measure has the support of the RRP (RE-C09-i01.4) and by the PA.	Adopted (31/12/2025)
Develop and implement the National Strategy "Água que Une"	The Tagus Water Resilience Programme, an ongoing measure under the "Água que Une" Strategy, aims to strengthen national autonomy and the economic and environmental enhancement of the region through a series of investments that include the construction of the Alvito / Ocreza dam, optimising the operation of existing dams and strengthening agricultural production potential. In terms of protecting public service water reservoirs: i) the Foz Tua Reservoir Special Programme: the programme proposal is currently in the legislative process; ii) the Torrão Reservoir Special Programme is at the planning stage; iii) the approval of the Vilarinho das Furnas Reservoir SP is at the structuring stage; iv) Order no. 10417/2025 of 3 September was published, which determines the preparation of the Special Programme for the Alto Rabagão Reservoir; v) Order no. 10418/2025 of 3 September was published, ordering the preparation of the Special Programme for the Caia Reservoir; vi) Order no. 10419/2025 of 3 September was published, ordering the preparation of the Special Programme for the Alqueva and Pedrogão Reservoirs; Order no. 10567/2025 of 8 September was published, determining the revision of the Montargil Reservoir Management Plan and its conversion to the Montargil Reservoir Special Programme; vii) Order no. 10568/2025 of 8 September was published, determining the revision of the Alvito Reservoir Management Plan and its conversion to the Alvito Reservoir Special Programme.	Adopted (31/12/2025)
Develop and implement the Forest Intervention Plan (PIF)	The development of the Forest Intervention Plan - "Floresta 2050, Futuro + Verde" has been completed with its approval and publication of the respective legal diploma (Assembly of the Republic Resolution 174/2025 of 5 December). The Forest programme, an initiative provided for in the PIF in the context of	Adopted (05/12/2025)

Designation of measure	Status of the measure	CeSaR Status
	<p>enhancing the value of the forest, more specifically the implementation of support and incentives for forest management and stimulating an increase in forest productivity and profitability, has been launching calls for support and incentives for sustainable forest management and an increase in forest productivity and production efficiency. Two notices were launched: one to support forest management on smallholdings and another open to grouped applications managed and implemented by Forest Producer Organisations. The launch of PEPAC Forestry calls for proposals has strengthened the funding capacity of forestry policies. Also, in terms of forest profitability, and in relation to non-timber products, incentives were introduced for the sale of game meat by reducing the VAT rate to 6%, to come into force from January 2026. The revision of the Legal Framework for Rustic Property, with a view to reducing and/or eliminating the fragmentation and atomisation of rustic property, is underway. Changes were also made to the Forestry Sappers Programme to reduce bureaucracy and simplify procedures, with greater predictability (4 years). This change included an increase in the programme's budget. The implementation of the PIF is supported by the Environmental Fund (FA).</p>	
<p>Develop and implement the National Nature Restoration Plan</p>	<p>The process of drawing up the National Nature Restoration Plan is at the stage of presenting proposals for measures (including prioritisation, consultations with citizens and entities and financial planning), after the diagnostic phase has been completed. The planning and proposal of measures phase includes the definition of priorities, consultations with citizens and organisations and financial planning. The implementation of PRO~RIOS 2030 (a programme under the "Água que Une" Strategy and aligned with the Nature Restoration Plan), which includes measures for the conservation, rehabilitation and restoration of rivers and streams, as well as the removal of obsolete barriers to river continuity, is underway. The Blue Forest Programme - Ecological Restoration of Marine Meadows was approved, which responds to the need to ensure the restoration of marine seagrass beds and the capture of blue carbon, and the proposal for regulations to support conservation and restoration projects is being structured. These two programmes are aligned with the Nature Restoration Plan. The drafting of the National Ecological Restoration Plan is also underway.</p>	<p>Adopted (31/12/2025)</p>
<p>Regulate and implement various aspects of the Framework Climate Law</p>	<p>The component of the measure relating to the revision of the National Strategy for Adaptation to Climate Change (ENAAC) has already been completed, and the draft legal diploma has been finalised and is in the final stages of approval. The proposal for the draft of the legal diploma constituting the Interministerial Commission for Climate Action, with a view to strengthening compliance with the Basic Climate Law, is also in the approval phase.</p>	<p>Adopted (31/12/2025)</p>

5.2.1.5 European Semester 2025 | CSR 5

Ensure equal access to quality health and long-term care, while preserving the sustainability of the National Health Service. Address skills mismatches by improving the skills level of the population and by making education and adult learning more relevant to the needs of the labour market. Address housing affordability and availability in high demand areas, by eliminating barriers to renting vacant houses and renovating derelict buildings and promote efficient public transport connections to reduce the pressure on house prices in urban centres and improve the attractiveness of other territories.

**2025 CSR 5 |
SUBPART 1**

Ensure equal access to quality health and long-term care, while preserving the sustainability of the National Health Service.

Designation of measure	Status of the measure	CeSaR Status
Strengthening Home Care Support Teams	<p>This measure saw initial developments in 2025, with the implementation of a pilot project within the scope of the Integrated Continued Care Teams of the National Integrated Continued Care Network (RNCCI), in five Local Health Units (ULS), under Ordinance 156/2025/1, of 7 April, with the aim of improving accessibility to healthcare for people who are dependent on self-care. This pilot project aims to strengthen the response capacity of home care, promoting care that is closer, more integrated and more attuned to users' needs, while at the same time helping to improve continuity of care and articulation between health care and social support at home. The final evaluation report for the pilot project is scheduled for March 2026, and will serve as the basis for its consolidation and progressive expansion. In this context, it is planned to gradually extend the model to a greater number of Local Health Units by the end of 2026, as well as strengthening the response capacity of the National Integrated Continuing Care Network, including increasing the number of beneficiaries covered and developing an integrated home care model that more effectively combines the health and social support components. At the same time, complementary measures are planned to strengthen the provision of care at home, including the progressive introduction of digital technologies to support the provision of care, the development of specific responses in the field of paediatric and palliative care at home and the creation of a more integrated referral system for long-term care, contributing to improved accessibility, quality and continuity of care.</p>	Adopted (31/12/2025)
Valuing and supporting informal carers by strengthening conditions for support, rest and monitoring arrangements, notably through training and the creation of a Carers' Pool.	<p>In the field of support for informal carers, the allowance is now part of the family protection system and is no longer considered income for the purposes of access to social benefits (Decree-Law 138/2025 of 29 December). The monthly amount of the informal carer's support allowance was updated to €560.19, with effect from 1 January 2025 (Decree-Law no. 86/2024, of 6 November) and eligibility was extended to non-family members living with the care recipient. The carer's rest regulations were also revised, the Carers' Pool was created and the number of vacancies and types of social responses were extended, with the operationalisation scheduled for 2026 (Ordinance no. 21/2026/1, of 21 January). In April 2025, a training course was held for technical interlocutors of informal carers from the Social Security Institute, I. P. on the subject of "Reflection on Dementias".</p> <p>Within the scope of strengthening home care, two complementary pilot projects were approved to strengthen the provision of community-based care: i) SAD+Saúde (Ordinance no. 324/2025/1, of October 3) establishes a new model of home support based on the coordinated and personalised provision of social support services to people in situations of dependency, disability or incapacity, ensuring a 24-hour response, seven days a week, and can be complemented, when necessary, with health care. A call for five pilot projects was launched on 7 October, with a planned coverage of 150 people over 12 months. 56 applications have been submitted and are currently under revision; ii) A pilot project within the scope of the National Network for Integrated Continuing Care (RNCCI), relating to Integrated Continuing Care Teams (ECCI), setting conditions for their creation and implementation and strengthening coordination with the Home Support Service (SAD) (Ordinance no. 156/2025/1, of 7 April). The projects have been implemented in five Local Health Units (ULS), with an increase in the daily average number of accompanied users from 377 to 551 patients/day.</p> <p>To expand the number of places available in the RNCCI, and ease pressure on hospitals, 1 363 new places were authorised to be contracted in 2025, under Order No. 1020/2025 of 23 January and Order No. 11541/2025 of 1 October, with more than 17 000 places currently available.</p>	Adopted (21/01/2026)

**2025 CSR 5 |
SUBPART 3**
Address housing affordability and availability in high demand areas, by eliminating barriers to renting vacant houses and renovating derelict buildings

Designation of measure	Status of the measure	CeSaR Status
Design specific upskilling and reskilling programmes according to the identified market needs, including the possibility of a career change	<p>The revision of the National Qualifications Catalogue (CNQ) reinforced the offer of levels 2, 4 and 5 of the National Qualifications Framework (QNQ), through the introduction of level 5 Skills Recognition, Validation and Certification (RVCC) references and the reorganisation of qualification paths into Units of Competence. With the publication of the new level 5 qualifications in 2025, the aim was to strengthen and diversify the offer of Technological Specialisation Courses (CET) and broaden the range of level 5 training offers, such as the wood and cork sector, including new green areas and skills. These changes sought to increase flexibility and adjust training to the labour market needs.</p> <p>This measure is supported by the RRP through Component C06 - Green Skills (RE-C06-r14), Component C16 - Enterprises 4.0 (TD-C16-r31) and Component C21 - REPowerEU (RP-C21-r45) and the PA.</p>	Adopted (31/12/2025)
Adapt and strengthen scholarship programmes and financial support to reflect the current socio-economic situation of higher education students	<p>The new model for the Higher Education Social Action System was presented by the Ministry of Education, Science and Innovation (MECI) in December 2025 and is currently under discussion. This project aims for a fairer, more transparent and effective system and is operationalised through a progressive model, based on the real cost of studying and the disposable income of families. The proposal includes, among other changes, a review of the rules for access to residences and the system for awarding grants, including adjustments on support for displaced students according to family income. The measure is supported by the PA.</p>	Announced (31/12/2025)
Develop and implement the uninterrupted teaching plan for a successful future "+ Aulas + Sucesso"	<p>As part of the identification of teacher needs for the next decade, a study released in 2025 concluded a need to recruit around 39 000 additional teachers by 2034/2035. Based on this study, ten programme contracts were signed with Higher Education Institutions (HEIs), providing for 9 677 vacancies by 2029/2030 and reinforcing funding for HEIs through a 30% increase per graduate in master's degrees in priority areas, 20% in other master's degrees and 10% in bachelor's degrees in Basic Education. Also in 2025, improvements were made to the teacher placement system, including doubling the weekly iterations of the Recruitment Reserve rounds, allowing for faster placement, and additional measures were adopted within the scope of "+Aulas + Sucesso 2.0" (referring to proposals to amend Decree-Law no. 51/2024 - exceptional and temporary measures for hiring teaching staff and specialised technicians - and Decree-Law no. 57-A/2024 - - extraordinary external competition and support for travel - presented by the Ministry of Education, Science and Innovation on 21 July 2025) to strengthen the recruitment capacity system. A survey of schools' permanent needs was also completed and 1 406 vacancies for Specialised Technicians for Other Functions (TEOF) were approved and contracted with the Ministry of Finance. The measure, which guarantees at least one psychologist per school cluster, awaits publication of the recruitment procedure.</p>	Adopted (21/07/2025)
Implement the learning recovery and improvement plan "Aprender Mais Agora" (A+A Plan)	<p>The assessment of Essential Learning and the curriculum revisions for primary and secondary education, including Citizenship and Development, have been implemented and finalised. The ban on smartphones in the primary and secondary schools has also been established, as well as guidelines for limited and responsible use in lower and upper secondary education. The new external assessment model is also being implemented, with digital tests and comparable results in primary education and a more equitable grading process in secondary education, reinforcing the monitoring of learning and information to educational communities. As part of the integration of foreign students, support through Linguistic and Cultural Mediators (MLC) was made operational, with training and mentoring.</p>	Adopted (31/12/2025)

Designation of measure	Status of the measure	CeSaR Status
	<p>Curricular and organisational development measures are ongoing, including guidelines for ages 0-6 and supporting educational materials, strengthening the training of educators (for children aged 0-3) and assistants, in partnership with ProChild CoLAB, and the revision of the Curriculum Matrix, with public consultation scheduled for February 2026 and implementation in September 2027. In the same context, the introduction of English from the 1st year of school is planned, as is the flexibilisation of teaching loads and the transversal integration of programming into the Digital and AI component resulting from the Essential Learning review process. The Digital in Education Strategy also continues, supported by the creation of a working group and the development of the Learning Ecosystem. The Legal Framework for Inclusive Education is also under review, with a view to strengthen the inclusion of parents and guardians of students with special educational needs in the decision-making processes and defining their school pathway. At the same time, the reinforcement of Portuguese as a Non- Native Language is underway, including training protocols for MLCs, given the increase in foreign students.</p>	
<p>Implement the National Digital Strategy and its 2026-2027 Action Plan</p>	<p>Approval of the Digital Skills Pact by RCM no. 216/2025 of 30 December, with the aim of strengthening and accelerating digital skills, including training for workers in small and medium-sized enterprises (SMEs) and training programmes for the Public Administration. The National Programme for Girls in STEM (Science, Technology, Engineering and Mathematics) was also published by RCM no. 175/2025, of 10 November, to promote the attraction, retention and progression of girls and women in STEM areas, through an integrated approach between education, higher education and the labour market, mobilising public and private partners and combating gender stereotypes, strengthening role models and conditions for participation and leadership in the digital sector. It should also be noted that the National Artificial Intelligence Agenda was designed with the aim of defining strategic guidelines for the adoption and development of Artificial Intelligence (AI), promoting innovation and competitiveness while boosting public services modernisation of, and was approved by RCM no. 2/2026 of 8 January.</p> <p>The measure is part of the RRP, under Components C05 - Capitalisation and Business Innovation, C06 - Qualifications and Skills, C16 - Companies 4.0, C19 - More Efficient Public Administration and PA.</p>	<p>Adopted (08/01/2026)</p>

**2025 CSR 5 |
SUBPART 3**

Address housing affordability and availability in high demand areas, by eliminating barriers to renting vacant houses and renovating derelict buildings

Designation of measure	Status of the measure	CeSaR Status
<p>Ensure the implementation of the measures that are part of the Strategy "Construir Portugal"</p>	<p>Following the launch of the Strategy "Construir Portugal" in May 2024, which includes 30 measures based on the pillars "Encouraging supply", "Promoting public housing", "Restoring confidence", "Encouraging youth housing" and "Ensuring housing affordability", the following initiatives are underway:</p> <p>1) Incentivising supply: i) The new Land Law was approved by Decree-Law no.i) The new Land Law was approved by Decree-Law no. 117/2024, of 30 December, and introduces a special reclassification regime for urban land for housing purposes; ii) the appropriate legal procedures are underway to ensure an increase in housing supply, whether private (stimulated by the adoption of various incentive measures, specifically tax incentives), public (to support families and individuals in a more vulnerable situation, by mobilising existing housing stock or new construction) or cooperative; iii) the creation of a PPP</p>	<p>Adopted (31/12/2025)</p>

Designation of measure	Status of the measure	CeSaR Status
	<p>programme for the large-scale construction and rehabilitation of affordable housing in state-owned properties, taking advantage of EIB financing lines and with public guarantees from the state;</p> <p>2) Promoting public housing: i) a financing protocol was signed with the EIB for affordable housing with a view to strengthening the housing stock in order to respond to the most pressing cases of housing indignity; ii) within the scope of Justice, the first list of buildings considered unneeded and which have the potential to be converted for housing use was drawn up;</p> <p>3) Restoring confidence to all stakeholders: i) repeal of forced rent, guaranteeing respect for property rights; ii) repeal of the Extraordinary Contribution on Local Accommodation, as well as the expiry of licences, leaving regulation to the municipalities, thus allowing different local realities to be distinguished;</p> <p>4) Promoting youth housing: i) the exemption from IMT (property transaction tax) and Stamp Duty on the purchase of a first home was adopted with Decree-Law 48-A/2024 of 25 July, and the exemption from emoluments was adopted with Decree-Law 48-D/2024 of 31 July. It took effect on 1 August 2024 and there have been no changes since then. Latest data as at 30 November 2025: 73,000 young people have benefited from the exemption (total or partial) from IMT Jovem/ 49,938 buildings (with IMT Jovem benefit)/ Average value (per building) - 200.5 thousand euros/ Average benefit (per building) - 6.1 thousand euros (4.6 thousand euros of IMT + 1.5 thousand euros of ISelo) ; ii) reformulation of the Porta 65 rental support programme (the reinforcement of Porta 65 Jovem was implemented with Decree-Law no. 42/2024, of 2 July 2024).42/2024, of 2 July, and Ordinance 238/2024/1, of 2 October, along with the budget reinforcement). Latest data as of 31 December 2025: average value of support in 2025: 275 euros; total applications in 2025: 35,230; applications with a grant: 20,036; young people supported in 2025: 48,725;</p> <p>5) Ensuring housing accessibility: approval of the special funding scheme for the "1st Right - Programme to Support Access to Housing", making it possible to strengthen the public housing supply by more than 33,000 homes.</p>	
Provide public support and transitional stimuli to address the most pressing housing shortages and lack of accessibility	The redesign of subsidy programmes for tenants in situations of vulnerability/effective need is underway, seeking to overcome the problems of articulation between state bodies. Measures have been implemented to ensure better coordination between the public bodies that generate the data that allows the attribution of subsidies. At the end of the year their allocation was standardised. The law formalising the redesign of rental support programmes is currently being drafted.	Adopted (31/12/2025)
Develop New Urban Centres around areas of urban pressure, with sustainable urban planning	Of note is the publication of Law 53-A/2025 of 9 April, the Land Law, which amends the Legal Framework for Territorial Management Instruments (RJIT). One of the initiatives of this measure, the Parque Cidades do Tejo, aims to transform the riverside arc into a large metropolis in which the river acts as a link between the territories. The project links four axes - the Arco Ribeiro Sul Axis, the Ocean Campus Axis, the Humberto Delgado Airport Axis and the Benavente - Montijo Axis - and is currently underway, with the preparation of the respective diplomas.	Adopted (31/12/2025)

**2025 CSR 5 |
SUBPART 4**

and promote efficient public transport connections to reduce the pressure on house prices in urban centres and improve the attractiveness of other territories.

Designation of measure	Status of the measure	CeSaR Status
Ensure the execution of the National Investment Programme (PNI2030)	<p>The implementation of PNI2030 is at a stage of progressive materialisation, combining works in progress, contracts signed and projects in the pipeline. In the field of transport infrastructure: 1) in the railway sector, the first phase of the Porto-Lisbon High-Speed Line(TGV) (Porto-Oiã) was contracted, corresponding to the first Public-Private Partnership (PPP1) for the construction of the High-Speed Line (provided for in the measure "Starting the construction of transport infrastructures (railway and TGV)"), along with modernisation, electrification, capacity enhancement and interoperability interventions on the Northern, Minho, Douro and Alentejo Lines, including the implementation of signalling systems and the removal of level crossings, as well as strengthening rail access to the ports of Sines, Leixões and Setúbal; 2) on the motorway, priority projects for qualification, safety and strategic connectivity are progressing, within the framework of RCM no.69/2025, of 20 March, ensuring network closures and improved accessibility; 3) in the port sector, structuring investments, in line with the Portuguese Ports 5+ Strategy, are in the preparation and tendering phase, with a focus on increasing containerised capacity, rail-port intermodality and consolidating the Atlantic logistics role; 4) in the airport component, technical and environmental work regarding the new infrastructure for the Lisbon region are being developed in line with the structuring investments planned for the horizon This measure has the support of the PA.</p>	Adopted (31/12/2025)
Start the construction of transport infrastructure (rail and TGV)	<p>Studies have begun for the future expansion of the railway network, as planned in the National Rail Plan, with the connection to the district capitals that are still unconnected: New Trás-os-Montes Line (Porto-Vila Real-Bragança); Vale do Sousa Line and Vouga Line. This measure has the support of the AP.</p>	Adopted (31/12/2025)
Develop New Urban Centres around areas of urban pressure, with sustainable urban planning	<p>Of note is the publication of Law 53-A/2025 of 9 April, the Land Law, which amends the Legal Framework for Land Management Instruments (RJIT). One of the initiatives of this measure, the Parque Cidades do Tejo, aims to transform the riverside arc into a large metropolis in which the river acts as a link between the territories. The project links four axes - the Arco Ribeiro Sul Axis, the Ocean Campus Axis, the Humberto Delgado Airport Axis and the Benavente - Montijo Axis - and is currently underway, with the preparation of the respective diplomas.</p>	Adopted (31/12/2025)

5.3 APR tables

Table 5.7. Fiscal commitments

		Council recommendation			Outturn/projection		
		2024	2025	2026	2024	2025	2026
1	Net nationally financed (annual growth rate)	11.8	5.0	5.1	11.8	5.9	5.1
2	primary expenditure (cumulative growth rate)	11.8	17.4	23.4	11.8	18.4	24.5

Table 5.8. Main variables

		Outturn/projection			
		2023	2024	2025	2026
		% GDP	% GDP	% GDP	% GDP
1	Net lending/borrowing	1.1	0.6	0.7	0.0
2	Structural balance	0.9	0.2	0.6	0.3
3	Structural primary balance	2.9	2.3	2.6	2.2
4	Gross debt	96.9	93.5	89.7	87.5
5	Change in gross debt	-14.4	-3.4	-3.8	-2.2

Table 5.9. Macroeconomic scenario

		ESA Code	2023	2023	2024	2025	2026
			bn NAC	growth rate	growth rate	growth rate	growth rate
1	Real GDP	B.1*g		3.1	2.2	1.9	2.0
2	GDP deflator			7.5	4.9	3.9	2.5
3	Nominal GDP	B.1*g	270.4	10.8	7.2	5.9	4.6
Components of real GDP		ESA Code		growth rate	growth rate	growth rate	
4	Private consumption expenditure	P.3		2.4	3.0	3.5	1.8
5	Government consumption expenditure	P.3		1.8	1.5	1.6	1.6
6	Gross fixed capital formation	P.51		6.0	4.3	3.6	5.6
7	Changes in inventories and net acquisition of valuables (% of GDP)	P.52 + P.53		-0.1	-0.2	0.2	0.1
8	Exports of goods and services	P.6		4.3	3.2	0.4	1.5
9	Imports of goods and services	P.7		2.3	4.7	4.3	2.6
Contribution to real GDP growth							
10	Final domestic demand			2.2	2.9	3.7	2.5
11	Changes in inventories and net acquisition of value	P.52 + P.53		-0.8	-0.1	0.4	-0.1
12	External balance of goods and services	B.11		0.9	-0.7	-1.8	-0.5
Deflators and HICP				growth rate	growth rate	growth rate	
13	Private consumption deflator			4.8	2.8	2.5	2.9
14	p.m. HICP			5.3	2.7	2.2	2.5
15	Government consumption deflator			4.5	6.6	5.4	3.2
16	Investment deflator			4.1	2.5	3.5	2.8

		2023	2023	2024	2025	2026	
17	Export price deflator (goods and services)		1.2	0.9	0.4	2.5	
18	Import price deflator (goods and services)		-4.0	-2.4	-1.0	3.5	
	Labour market	ESA Code	level	growth rate	growth rate	growth rate	
19	Domestic employment (1000 persons, national accounts)		5,238.2	2.0	0.7	2.3	1.2
20	Average annual hours worked per person employed		1,908.8	2.8	0.2	-0.4	0.0
21	Real GDP per person employed			1.1	1.5	-0.4	0.8
22	Real GDP per hour worked			-1.7	1.3	0.0	0.8
23	Compensation of employees (bn NAC)	D.1	127.0	11.8	8.6	7.0	5.8
24	Compensation per employee (NAC) (= 23 / 19)		24,254	9.7	7.8	4.6	4.6
				%	%	%	
25	Unemployment rate (%)			6.5	6.4	6.0	6.0
	Potential GDP and components			growth rate	growth rate	growth rate	
26	Potential GDP			2.7	2.8	2.4	2.0
	Contribution to potential growth						
27	Labour			1.7	1.7	1.3	0.7
28	Capital			0.3	0.3	0.4	0.5
29	Total factor productivity			0.7	0.8	0.7	0.8
				% pot. GDP	% pot. GDP	% pot. GDP	
30	Output gap			1.3	0.8	0.2	0.2

Table 5.10. External assumptions

		2023	2024	2025	2026	
1	Short-term interest rate	(%, annual average)	3.4	3.6	2.2	2.5
2	Long-term interest rate	(%, annual average)	3.2	3.0	3.1	3.5
3	USD/EUR exchange rate	(annual average)	1.1	1.1	1.1	1.2
4	NAC/EUR exchange rate (only for non-EA Member States)	(annual average)	-	-	-	-
5	World real GDP (excluding EU)	(growth rate)	3.5	3.9	3.6	3.4
6	EU real GDP	(growth rate)	0.6	1.1	1.4	1.4
7	World import volumes, excluding EU	(growth rate)	2.0	5.2	4.1	2.5
8	Oil prices	(Brent, USD/barrel)	82.0	79.7	68.0	85.9

Table 5.11. Budgetary projections

		2023	2023	2024	2025	2026
	Revenue	bn NAC	% GDP	% GDP	% GDP	% GDP
1	Taxes on production and imports	38.7	14.3	14.3	14.5	14.5
2	Current taxes on income, wealth, etc	28.6	10.6	10.2	10.0	9.8
3	Social contributions	32.8	12.1	12.4	12.6	12.8
4	Other current revenue	13.6	5.0	5.2	4.9	5.7
5	Capital taxes	0.0	0.0	0.0	0.0	0.0
6	Other capital revenue	2.9	1.1	0.9	1.2	2.6

		2023	2023	2024	2025	2026
7	Total revenue (= 1+2+3+4+5+6)	116.7	43.2	43.0	43.4	45.4
8	Of which: Transfers from the EU (accrued revenue, not cash)	3.3	1.2	1.2	1.5	3.8
9	Total revenue other than transfers from the EU (= 7-8)	113.4	41.9	41.8	41.8	41.6
10	p.m. Revenue measures (increments, excluding EU funded measures)	-1.7	-0.6	-0.7	-0.1	-0.3
10n	Revenue reductions funded by transfers from the EU (levels)	0.0	0.0	0.0	0.0	0.0
11	p.m. One-off revenue included in the projections (levels, excluding EU funded measures)	0.0	0.0	0.0	0.0	0.0
	Expenditure	bn NAC	% GDP	% GDP	% GDP	%GDP
12	Compensation of employees	27.8	10.3	10.5	10.6	10.7
13	Intermediate consumption	14.0	5.2	5.2	5.1	5.4
14	Interest expenditure	5.6	2.1	2.0	1.9	1.9
15	Social benefits other than social transfers in kind	42.1	15.6	16.0	16.1	16.3
16	Social transfers in kind via market producers	4.8	1.8	2.0	1.9	1.8
17	Subsidies	2.0	0.7	0.7	0.6	0.5
18	Other current expenditure	6.5	2.4	2.6	2.6	3.1
19	Gross fixed capital formation	6.9	2.6	2.7	3.0	4.4
20	<i>Of which: Nationally financed public investment</i>	4.9	1.8	2.2	2.3	2.4
21	Capital transfers	3.7	1.4	0.7	0.9	1.1
22	Other capital expenditure	0.1	0.0	0.0	0.0	0.0
23	Total expenditure (= 12+13+14+15+16+17+18+19+21+22)	113.6	42.0	42.4	42.7	45.3
24	Of which: Expenditure funded by transfers from the EU (= 8)	3.3	1.2	1.2	1.5	3.8
25	Nationally financed expenditure (23-24)	110.4	40.8	41.2	41.1	41.5
26	p.m. National co-financing of programmes funded by the Union	0.8	0.3	0.2	0.2	0.3
27	p.m. Cyclical component of unemployment benefits	0.1	0.0	0.0	0.0	0.0
28	p.m. One-off expenditure included in the projections (levels, excluding EU funded measures)	1.1	0.4	0.0	0.1	0.4
29	Net nationally financed primary expenditure (before revenue measures) (= 25-26-27-28-14)	102.7	38.0	38.9	38.9	38.9
	Net nationally financed primary expenditure			growth rate	growth rate	growth rate
30	Net nationally financed primary expenditure growth			11.8	5.9	5.1
	Balances	bn NAC	% GDP	% GDP	% GDP	%GDP
31	Net lending/borrowing (= 7-23)	3.0	1.1	0.6	0.7	0.0
32	Primary balance (= 31+14)	8.6	3.2	2.7	2.6	2.0
	Cyclical adjustment		% GDP	% GDP	% GDP	
33	Structural balance		0.9	0.2	0.6	0.3
34	Structural primary balance		2.9	2.3	2.6	2.2
	Debt	bn NAC	% GDP	% GDP	% GDP	%GDP
35	Gross debt	261.9	96.9	93.5	89.7	87.5
36	Change in gross debt	-9.5	-14.4	-3.4	-3.8	-2.2
37	Contributions to changes in gross debt					
38	Primary balance (= minus 32)		-3.2	-2.7	-2.6	-2.0
39	Snowball effect		-8.6	-4.4	-3.2	-1.9
40	<i>Interest expenditure (= 14)</i>		2.1	2.0	1.9	1.9
41	<i>Growth</i>		-3.1	-2.0	-1.6	-1.7

		2023	2023	2024	2025	2026
42	Inflation		-7.5	-4.4	-3.5	-2.2
43	Stock-flow adjustment (= 36-38-39)		-2.6	3.6	2.0	1.8
			%	%	%	%
44	p.m. Implicit interest rate on debt (= 14(t) / 35(t-1))		1.8	2.1	2.1	2.2
	Defence expenditure	bn NAC	growth rate	growth rate	growth rate	growth rate
45	Total defence expenditure	2.1	0.8	0.9	0.8	1.0
46	Defence investment	0.4	0.1	0.2	0.2	0.3

Table 5.12. Estimated impact of discretionary revenue measures and one-offs

Title/Measure description		One-off	2023	2024	2025	2026
			% GDP	% GDP	% GDP	% GDP
VAT						
001	Electricity VAT reduction	No	0.0	0.0	0.0	0.0
002	Transitioning to the regulated gas market	No	0.0	0.0	0.0	0.0
003	VAT reduction on essential food basket	No	-0.2	0.2	-	-
004	VAT reduction on soda drinks	No	-	0.0	0.0	0.0
Other indirect taxes						
005	Exemption from health user fees	No	0.0	0.0	0.0	0.0
006	Extraordinary support for fuel costs in agriculture	No	0.0	0.0	0.0	0.0
007	Temporary mechanism for transport firms (diesel)	No	0.0	0.0	0.0	-
	Tax on fuels reduction		-0.2	0.1	0.2	0.1
008	<i>Tax on fuels reduction equivalent to lowering the VAT rate to 13%</i>	No	-0.1	0.0	0.0	0.1
009	<i>Refund of additional VAT revenue via tax on fuels</i>	No	0.1	0.0	0.1	0.0
010	<i>Freeze of the carbon tax</i>	No	-0.1	0.1	0.1	0.0
011	Update of other indirect taxes tax rates (ISV, IUC, IABA, IMT, IT)	No	0.0	0.1	0.0	0.0
012	Exemption of local tax on real estate transactions and stamp duty for young people	No	-	0.0	0.0	0.0
013	Biofuels exemption		0.0	0.0	0.0	0.0
PIT						
	PIT package SB2023		-0.1	-0.1	0.0	0.0
014	<i>Reduction PIT rates</i>	No	-0.1	0.0	0.0	0.0
015	<i>PIT income bracket update (extra above inflation)</i>	No	0.0	0.0	0.0	0.0
016	<i>Update of the minimum existence threshold (extra above inflation)</i>	No	0.0	0.0	0.0	0.0
017	<i>PIT for the young</i>	No	-	0.0	0.0	0.0
018	<i>Extraordinary rental support</i>	No	-	0.0	0.0	-
019	<i>Housing-related tax measures</i>	No	-	0.0	0.0	0.0
	PIT package SB2024		-	-0.5	-0.1	0.0
020	<i>Reduction PIT rates</i>	No	-	-0.5	0.0	0.0
021	<i>PIT income bracket update (extra above inflation)</i>	No	-	0.0	0.0	0.0
022	<i>Update of the minimum existence threshold</i>	No	-	0.0	0.0	0.0
023	<i>PIT for the young</i>	No	-	-	0.0	0.0
024	<i>Increased deduction of housing costs</i>	No	-	-	0.0	0.0
025	Additional reduction PIT rates (August 2024)	No	-	-0.2	0.0	0.0
026	Increase on PIT consignment	No	-	-	0.0	0.0
	PIT package SB2025		-	-	-0.1	-0.2
027	<i>PIT income bracket update (extra above inflation)</i>	No	-	-	-0.1	0.0
028	<i>Update of the minimum existence threshold (extra above inflation)</i>	No	-	-	0.0	0.0
029	<i>PIT for the young</i>	No	-	-	-	-0.2

Title/Measure description		One-off	2023	2024	2025	2026
			% GDP	% GDP	% GDP	% GDP
030	Additional reduction PIT rates PIT package SB2026	No	-	-	-0.1	0.0
031	<i>Reduction PIT rates</i>	No	-	-	-	-0.1
032	<i>PIT income bracket update (extra above inflation)</i>	No	-	-	-	0.0
033	<i>Update of the minimum existence threshold (extra above inflation)</i>	No	-	-	-	0.0
CIT						
034	Reduction of autonomous taxation	No	-	0.0	0.0	0.0
035	Tax incentives to wage valorization	No	-	0.0	0.0	0.0
036	Increase of expenses with energy, fertilizers, feed and other animal feed for CIT purposes	No	0.0	0.0	-	-
	Incentive to recovery - SIFIDE, RFAI and other tax benefits		-0.1	0.0	0.2	0.0
037	<i>Investment Support Tax Regime (RFAI)</i>	No	0.0	0.0	0.0	0.0
038	<i>Tax Incentive System for Business R&D (SIFIDE)</i>	No	-0.1	-0.1	0.2	0.0
039	<i>Tax Incentive for Recovery</i>	No	0.0	0.0	0.0	0.0
040	Widening of the Tax Regime for Corporate Capitalization (ICE)	No	-	-0.1	-0.1	0.0
041	CIT rate reduction by 1 p.p.	No	-	-	-	-0.1
042	SME CIT rate reduction by 1 p.p.	No	-	-	-	0.0
043	Special tax credit for investment (2021, COVID)	No	0.0	0.0	0.0	0.0
Other current revenue						
044	Motorway tolls rate reduction	No	-	-0.1	0.0	0.0
045	Motorway tolls rate elimination	No	-	-	0.0	0.0
046	Motorway tolls rate reduction/elimination	No	-	-	-	0.0
Total DRM			-0.6	-0.7	-0.1	-0.3
047	Court decision - "Fridão Dam"	Yes	0.1	-0.1	-	-
048	Additional losses Parvalorem	Yes	0.3	-0.3	-	-
049	Compensation to Algarve Litoral concessionaire / IP indemnity	Yes	-	-	0.0	0.0
050	Court decision - Solidarity Surcharge on the Banking Sector	Yes	-	-	0.1	-0.1
	Emergency measures storms and floods		-	-	-	0.4
051	<i>Support for families and immediate restoration of homes, schools, and other infrastructure</i>	Yes	-	-	-	0.1
052	<i>Extraordinary financial incentives to preserve jobs and simplified layoff scheme</i>	Yes	-	-	-	0.0
053	<i>Support for the agriculture, forestry, and fisheries sectors</i>	Yes	-	-	-	0.1
054	<i>Restoration of roads and railways</i>	Yes	-	-	-	0.1
055	<i>Emergency post-disaster aid through the Environmental Fund</i>	Yes	-	-	-	0.0
056	<i>Support for the restoration of cultural heritage</i>	Yes	-	-	-	0.0
057	<i>Coastal zone interventions</i>	Yes	-	-	-	0.0
058	<i>Interventions on rivers and waterways</i>	Yes	-	-	-	0.0
Total One-offs			0.4	-0.4	0.1	0.3

Table 5.13. RRF grants

	2020	2021	2022	2023	2024	2025	2026
Revenue from RRF grants	% GDP	% GDP	% GDP	% GDP	% GDP	% GDP	% GDP
1 RRF grants as included in the revenue projections		0.0	0.2	0.5	0.7	1.0	2.9
2 Cash disbursements of RRF grants from EU		0.8	0.2	1.4	0.8	0.6	1.8
Expenditure financed by RRF grants	% GDP	% GDP	% GDP	% GDP	% GDP	% GDP	% GDP
3 Total current expenditure		0.0	0.1	0.1	0.2	0.2	1.1
4 Gross fixed capital formation		0.0	0.1	0.1	0.2	0.3	1.4
5 Capital transfers		0.0	0.0	0.2	0.3	0.5	0.5
6 Total capital expenditure (4+5)		0.0	0.1	0.4	0.5	0.8	1.8
Other costs financed by RRF grants	% GDP	% GDP	% GDP	% GDP	% GDP	% GDP	% GDP
7 Reduction in tax revenue		0.0	0.0	0.0	0.0	0.0	0.0
8 Other costs with impact on revenue		0.0	0.0	0.0	0.0	0.0	0.0
9 Financial transactions		0.0	0.0	0.0	0.0	0.0	0.0
One-off capital transfers from retroactive revisions in expenditure (and other costs) financed by RRF grants							
10 One-off capital transfers from the EU (D.9r, levels)		0.0	0.0	0.0	0.0	0.0	0.0
11 One-off capital transfers to the EU (D.9p, levels)		0.0	0.0	0.1	0.0	0.0	0.0

Table 5.14. RRF loans

	2020	2021	2022	2023	2024	2025	2026
Revenue from RRF loans	% GDP	% GDP	% GDP	% GDP	% GDP	% GDP	% GDP
1 RRF loans as included in the revenue projections		0.2	0.2	0.3	0.4	0.2	0.7
2 Cash disbursements of RRF grants from EU		0.0	0.0	0.0	0.0	0.0	0.0
Expenditure financed by RRF loans	% GDP	% GDP	% GDP	% GDP	% GDP	% GDP	% GDP
3 Total current expenditure		0.0	0.0	0.0	0.0	0.0	0.0
4 Gross fixed capital formation		0.0	0.0	0.0	0.1	0.1	0.2
5 Capital transfers		0.0	0.0	0.1	0.1	0.1	0.4
6 Total capital expenditure (4+5)		0.0	0.0	0.1	0.2	0.3	0.6
Other costs financed by RRF loans	% GDP	% GDP	% GDP	% GDP	% GDP	% GDP	% GDP
7 Reduction in tax revenue		0.0	0.0	0.0	0.0	0.0	0.0
8 Other costs with impact on revenue		0.0	0.0	0.0	0.0	0.0	0.0
9 Financial transactions		0.0	0.1	0.0	0.1	0.2	0.1

6 Opinion of the Portuguese Public Finance Council



**Conselho das
Finanças
Públicas**

PARECER RELATIVO AO RELATÓRIO ANUAL DE PROGRESSO 2026

Abril de 2026

Parecer n.º
02/2026

O Conselho das Finanças Públicas é um órgão independente, criado pelo artigo 3.º da Lei n.º 22/2011, de 20 de maio, que procedeu à 5.ª alteração da Lei de Enquadramento Orçamental (Lei n.º 91/2001, de 20 de agosto, republicada pela Lei n.º 37/2013, de 14 de junho).

A iniciativa para a sua criação seguiu-se à publicação do Relatório final do Grupo de Missão para o Conselho Europeu sobre a governação económica da Europa e concretizou-se em outubro de 2010, através de um protocolo entre o Governo, então apoiado pelo Partido Socialista, e o Partido Social Democrata. A versão final dos Estatutos do CFP foi aprovada pela Lei n.º 54/2011, de 19 de outubro.

O CFP iniciou a sua atividade em fevereiro de 2012, com a missão de proceder a uma avaliação independente sobre a consistência, cumprimento e sustentabilidade da política orçamental, promovendo a sua transparência, de modo a contribuir para a qualidade da democracia e das decisões de política económica e para o reforço da credibilidade financeira do Estado.

Este Parecer foi elaborado com base na informação disponível até ao dia 24 de abril de 2026.



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INTRODUÇÃO

O novo quadro legal de governação económica da União Europeia de abril de 2024 prevê a publicação de um «Relatório anual de progresso» (RAP). Trata-se de “um relatório de um Estado-Membro sobre a execução do plano orçamental-estrutural nacional de médio prazo, incluindo a trajetória das despesas líquidas conforme determinada pelo Conselho e as reformas e os investimentos”, de acordo com a definição legal do n.º 7 do artigo 2.º do [Regulamento \(UE\) 2024/1263](#) do Parlamento Europeu e do Conselho, de 29 de abril de 2024, adiante referido como “Regulamento”, relativo à coordenação eficaz das políticas económicas e à supervisão orçamental multilateral e que revoga o Regulamento (CE) n.º 1466/97 do Conselho. Recorde-se que, em outubro de 2024, o Governo português enviou às instituições europeias o Plano Orçamental-Estrutural Nacional de Médio Prazo (POEN-MP), tendo o Conselho das Finanças Públicas (CFP), nos termos da sua missão e atribuições, procedido à sua [análise](#), após emissão de [Parecer](#) relativo às previsões macroeconómicas subjacentes ao referido Plano.

O RAP deve ser apresentado até 30 de abril de cada ano. O n.º 2 do artigo 21.º do Regulamento especifica que “O relatório anual de progresso contém, em especial, informações sobre os progressos realizados a nível da execução da trajetória das despesas líquidas conforme determinada pelo Conselho, da execução das reformas e investimentos de alcance mais geral no contexto do Semestre Europeu e, se for caso disso, da execução do conjunto de reformas e de investimentos que justificam uma prorrogação do período de ajustamento”. O seu conteúdo está especificado nas “Orientações para os Estados-Membros sobre os requisitos de informação relativos aos planos orçamentais-estruturais de médio prazo e aos relatórios anuais de progresso”, publicadas em junho de 2024 no [Jornal Oficial](#).

Os RAP não reexaminam os compromissos políticos centrais assumidos nos planos de médio prazo. Este é um fator diferenciador face ao que sucedia anteriormente com os programas de estabilidade. As variáveis macroeconómicas e orçamentais devem ser apresentadas até ao ano a que o RAP diz respeito (neste caso 2025) e de forma facultativa para o ano seguinte (neste caso 2026).

O artigo 23.º do Regulamento prevê que os Estados-Membros “(...) podem solicitar à instituição orçamental independente competente (...) que apresente uma avaliação da conformidade dos dados de execução orçamental comunicados no relatório anual de progresso com a trajetória das despesas líquidas conforme determinada pelo Conselho” [da UE]. Prevê igualmente que “Se for caso disso, os Estados-Membros podem solicitar à instituição orçamental independente competente que analise os fatores subjacentes a um desvio em relação à trajetória das despesas líquidas conforme determinada pelo Conselho. Tal análise não é vinculativa e é complementar à da Comissão.”

Neste contexto, no dia 4 de março, o Ministério das Finanças (MF) solicitou um conjunto de elementos ao CFP. Em particular, foi pedido que a instituição elaborasse: a) um Parecer relativo ao cenário macroeconómico atualizado subjacente ao RAP, para o ano de 2026; e b) um Parecer nos termos do n.º 1 do artigo 23.º do Regulamento relativamente à “avaliação da conformidade dos dados de execução orçamental comunicados no relatório anual de progresso com a trajetória das despesas líquidas conforme determinada pelo Conselho”, e se necessário, a análise dos “fatores subjacentes a um desvio em relação à trajetória das despesas líquidas conforme determinada pelo Conselho”, para o ano de 2025.

A informação numérica foi recebida no dia 16 de abril. O MF informou o CFP de que, sendo as alterações face ao Orçamento do Estado para 2026, no que diz respeito às medidas consideradas, limitadas, não se justificava o envio das previsões macroeconómicas tendenciais, remetendo por isso apenas o cenário programático para Parecer no dia 16 de abril (D-10). Recorde-se que, nos termos previstos no [Protocolo](#) entre o MF e o CFP, o cenário tendencial deveria ser remetido no dia 2 de abril (D-20). Após a receção desta primeira versão do cenário programático, foram solicitados esclarecimentos adicionais no dia 20 de abril, os quais foram recebidos no dia 22 de abril. Uma reunião entre as equipas técnicas do MF e do CFP teve lugar nesse mesmo dia. A versão final da informação a constar no RAP foi remetida no dia 24 de abril.

PARECER RELATIVO À DESPESA LÍQUIDA EM 2025

O presente Parecer incide sobre a conformidade do crescimento da **despesa líquida** em 2025 com o compromisso assumido pelo Estado português no quadro europeu. Com a aprovação da reforma da governação económica da União Europeia no final de abril de 2024, o Governo português apresentou em outubro de 2024 o plano orçamental-estrutural nacional de médio prazo (POEN-MP) de 2025-2028. Nesse documento comprometeu-se com uma determinada trajetória de crescimento da despesa líquida, que depois foi aprovada pelo Conselho da UE, passando a ser a trajetória assumida nos termos da **Recomendação do Conselho da União Europeia** de janeiro de 2025. Em maio do presente ano, será criada a conta de controlo.¹

Apuramento da despesa líquida referente ao ano de 2025

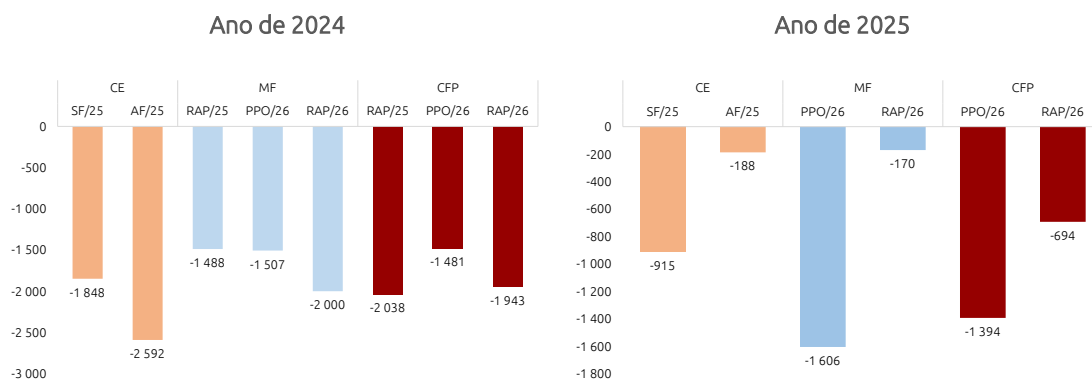
A informação estatística relevante para o cálculo da despesa líquida, divulgada pelo INE, foi objeto de revisões significativas face aos dados que fundamentaram o Parecer do CFP ao RAP/2025. No âmbito da **1.ª notificação de 2026 do Procedimento dos Défices Excessivos (PDE)**, a despesa pública apurada para os exercícios de 2023 e 2024 foi revista em alta, respetivamente, em 279 M€ e 838 M€, comparativamente aos valores considerados pelo CFP no Parecer ao RAP/2025. Estas revisões incidiram também na despesa financiada por fundos europeus e no respetivo cofinanciamento nacional.

A quantificação de Medidas Discricionárias da Receita (MDR) constitui um elemento determinante para o cálculo da despesa líquida, a qual se encontra sujeita a revisões de elevada magnitude. A quantificação das MDR é particularmente incerta. Tal deve-se, em parte, a estimativas provisórias relativas ao IRS e IRC, bem como a diferentes aspetos metodológicos de custeio que podem implicar diferenças não negligenciáveis. O apuramento final da despesa líquida a constar na conta de controlo depende das MDR que venham a ser consideradas pela Comissão Europeia (CE), bem como da respetiva quantificação efetuada por esta instituição.² O Gráfico 1 evidencia a incerteza existente na quantificação de MDR, para os anos de 2024 e 2025, ilustrando a variabilidade das estimativas ao longo do tempo e em função da entidade responsável pela sua avaliação.

¹ A conta de controlo a criar pela Comissão Europeia para cada Estado-Membro em maio de 2026 tem como objetivo registar os desvios acumulados, ascendentes e descendentes, em termos de evolução da despesa líquida observada em relação à trajetória recomendada pelo Conselho da UE. O registo de um débito/crédito na conta de controlo ocorre quando a evolução da despesa líquida observada do Estado-Membro em causa num determinado ano for superior/inferior à trajetória da despesa líquida aprovada pelo Conselho.

² A validação final deste indicador apenas ocorre no âmbito do Pacote da Primavera do Semestre Europeu, após a submissão do Relatório Anual de Progresso por parte dos Estados-Membros.

Gráfico 1 – As diferentes estimativas de MDR utilizadas para 2024 e 2025 (em M€)



Fonte: MF, Comissão Europeia (CE) e CFP. | Notas: (i) SF e AF – Previsões da primavera e do outono da Comissão Europeia, respetivamente; (ii) RAP – reporte pelo MF no âmbito do pedido de análise ao Relatório Anual de Progresso de 2025 e de 2026; (iii) PPO - [Projeto de Plano Orçamental](#) para 2026, apresentado em outubro de 2025. O sinal negativo das MDR reflete medidas discricionárias de redução de receita que elevam a despesa líquida e consequentemente a sua taxa de crescimento.

A quantificação das MDR apresentada pelo MF para os anos de 2024 e 2025 foi objeto de uma nova atualização. No que se refere à quantificação das MDR, um sinal negativo reflete o efeito de medidas que reduzem a receita e implicam, consequentemente, o aumento da despesa líquida. Para 2024, o montante apurado pelo MF ascende agora a -2000 M€, o que significa uma revisão em alta do valor absoluto do impacto das medidas de redução da receita em face do anteriormente estimado, quer no RAP 2025 quer no [Projeto de Plano Orçamental](#) para 2026 (PPO/2026). Pelo contrário, para o ano de 2025, e em comparação com o assumido naqueles dois documentos anteriores, o MF reviu em baixa o valor absoluto das MDR, conforme ilustrado no Gráfico 1. Estas alterações traduzem-se numa redução significativa do impacto desfavorável das MDR no apuramento da despesa líquida em 2025 por parte do MF.

O exercício orçamental de 2024 assume relevância para o enquadramento da avaliação do cumprimento da trajetória da despesa líquida em 2025. O exercício de 2024 influencia o apuramento do cumprimento da trajetória recomendada por duas vias. Em primeiro lugar, a execução de 2024 condiciona diretamente o cálculo da taxa de crescimento da despesa líquida em 2025, ao afetar a sua base de cálculo e, assim, o **desvio anual** apurado.³ Em segundo lugar, o **desvio acumulado** para o ano de 2025 reflete os desvios da despesa de 2024 e 2025 face à trajetória de crescimento recomendada.

Com base na informação disponível, apura-se um crescimento da despesa líquida antes de MDR de 10,0% para 2024 e de 5,8% em 2025 (16,3% em termos cumulativos). Esta evolução é justificada sobretudo pelo contributo da despesa corrente primária, refletindo principalmente o aumento da despesa com prestações sociais e despesas com pessoal. O restante incremento é explicado pela

³ Na medida em que eventuais revisões ao nível inicial de despesa, resultantes dos dados finais de 2024, afetam mecanicamente o crescimento da despesa em 2025 e, consequentemente, a avaliação do cumprimento em 2025.

despesa com investimento financiada por fundos nacionais. Estes resultados apenas diferem em 2024 do apresentado pelo MF (9,8%) em resultado de uma *one-off*.⁴ Assim, em termos cumulativos, a informação apresentada pelo MF tem implícita uma taxa de crescimento de 16,2% em 2025.

O CFP realizou uma avaliação quanto à plausibilidade das estimativas para o custeio das MDR aprovadas nos anos de 2024 e 2025. Com base na informação atualizada facultada pelo MF relativa à quantificação das MDR, o CFP procedeu a uma avaliação crítica dessa quantificação, recorrendo, em alguns casos, a estimativas próprias, e sustentando-se numa discussão técnica com o MF e esclarecimentos técnicos obtidos junto da Comissão Europeia. Na sequência desse exercício, o apuramento do CFP não diverge significativamente do montante de MDR apresentado pelo MF: para 2024 o CFP considerou -1943 M€ e o MF -2000 M€; em 2025 o CFP considerou -694 M€ e o MF -170 M€.

A divergência mais relevante na quantificação das MDR incidiu sobre o impacto orçamental estimado das alterações introduzidas no ISP em 2025. Neste imposto observa-se uma divergência significativa na estimativa do impacto da medida de atualização das taxas de carbono e do imposto em 2025, não obstante o aparente alinhamento metodológico entre as duas instituições quanto ao valor estimado para 2024. O MF considerou 712 M€, enquanto que o CFP considerou 235 M€ (resultante das atualizações de taxas verificadas), valor mais coerente com o acréscimo de 262 M€ da receita (em contas nacionais) deste imposto verificada em 2025. De acordo com o transmitido ao CFP, a divergência em 2025 decorre da utilização, pelo MF, de uma metodologia assente na estimativa do impacto potencial na receita associado à componente da taxa de carbono. Deve ter-se presente que uma MDR positiva reduz o crescimento da despesa líquida, pelo que a mesma deve ser coerente com o acréscimo verificado na receita.

No que respeita às MDR em matéria de IRC e IMT, o CFP acolheu as justificações do MF, assentes na atualização das estimativas do impacto orçamental, a divulgar no relatório da despesa fiscal de 2025. No que diz respeito ao IRC, designadamente em relação ao Incentivo Fiscal à Recuperação (2024 e 2025) e ao alargamento do Incentivo à Capitalização das Empresas (ICE) em 2024, o MF esclareceu que os valores constantes do relatório da despesa fiscal de 2024, anteriormente utilizados pelo CFP, não eram dados finais, tendo a AT/U-Tax entretanto elaborado novas estimativas a publicar no relatório da despesa fiscal de 2025. Situação semelhante se verifica no IMT e no IS Jovem, em 2024 e 2025. No caso específico do IRS verifica-se uma diferença face ao MF de 47 M€, decorrente da atualização dos escalões em função da componente de produtividade⁵, bem como da atualização

⁴ Esta ligeira diferença (de 0,2 p.p.) na taxa de crescimento decorre da consideração pelo CFP de uma operação associada a ativos por impostos diferidos requerida por uma instituição bancária (117 M€) no ano de 2023.

⁵ Esta medida resulta do aditamento do Artigo 68.º-B ao Código do Imposto sobre o Rendimento das Pessoas Singulares no ano de 2024, no qual se define que a revisão anual dos escalões de rendimento coletável assenta na variação do deflator do PIB e do PIB por trabalhador, visando que a tributação evolua em linha com a inflação e os ganhos de produtividade. De acordo com as orientações da Comissão Europeia, a atualização automática dos escalões de IRS que supere a inflação (ou seja, a componente de produtividade) é considerada uma DRM.

automática das deduções específicas do IRS pelo valor do IAS (Quadro 3 em Anexo).⁶

Avaliação do desvio de 2025 face ao compromisso assumido no POEN-MP

Incorporando a quantificação das MDR efetuada pelo CFP, a avaliação da conformidade dos dados de execução orçamental com a trajetória da despesa líquida evidencia que a taxa de crescimento em 2025 foi superior à prevista no compromisso assumido por Portugal e endossado pelo Conselho da UE. O CFP apurou um crescimento da despesa líquida de 6,4% em 2025, superando em 1,4 p.p. a taxa de crescimento de 5% recomendada.⁷ Esta diferença corresponde a um desvio anual de 0,5% do PIB, superior ao limiar máximo anual permitido de 0,3% do PIB. Contudo, para os países que ativaram a cláusula de derrogação nacional relativamente à despesa com defesa, apenas o desvio cumulativo será objeto de avaliação numa conta de controlo aumentada.⁸ Em termos cumulativos considerando o ano de 2024 e 2025, a despesa líquida aumentou 19%, ultrapassando a taxa máxima de crescimento cumulativa de 17,4% acordada com o Conselho da UE.⁹ Este excesso traduz-se num desvio acumulado de 0,5% do PIB, ainda assim, inferior ao limiar máximo acumulado de 0,6% do PIB (Gráfico 2 e Quadro 1).

A consideração da margem de flexibilidade associada à cláusula de derrogação nacional aplicável ao aumento da despesa com defesa não altera as conclusões relativas ao desvio acumulado da despesa líquida de 0,5% do PIB. Esta margem de flexibilidade é aplicável aos Estados-Membros que ativaram a cláusula de derrogação nacional, como foi o caso de Portugal. A informação reportada pelo INE relativa à despesa com defesa, de acordo com a classificação COFOG, evidencia uma estabilização face a 2021, em 0,8% do PIB. Tal traduz um acréscimo nulo dessa despesa. Assim, não se verifica qualquer efeito favorável na conta de controlo aumentada, pelo que o desvio cumulativo se mantém em 0,5% do PIB (o que corresponde a 1639 M€).

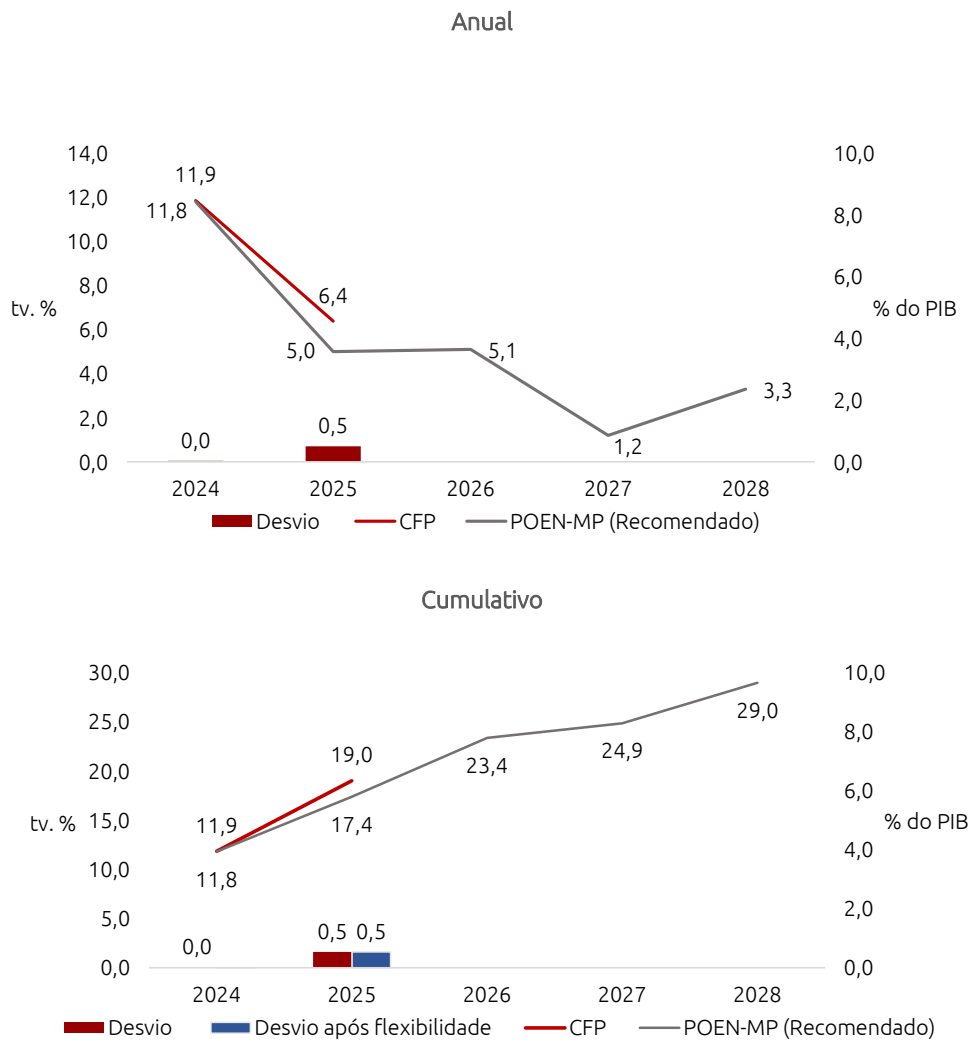
⁶ No entanto, subsistem dúvidas quanto à classificação, como MDR, da medida administrativa relativa à redução extraordinária das taxas de retenção na fonte em sede de IRS aplicadas em 2024 e 2025 que tiveram impacto na distribuição temporal da receita deste imposto.

⁷ A eventual classificação da redução extraordinária das taxas de retenção na fonte em sede de IRS enquanto MDR afetaria a distribuição temporal da formação do desvio cumulativo em 2025.

⁸ Ver a Comunicação da Comissão Europeia [C\(2025\) 2000 final](#), de 19.03.2025.

⁹ A taxa de crescimento para 2024 não constitui uma recomendação, servindo apenas para ancorar o ano de base, uma vez que o último ano com dados de execução disponíveis aquando da definição da trajetória de despesa líquida foi o ano de 2023. Para 2024, o CFP apura um crescimento da despesa líquida de 11,9%, valor que compara com 11,8% subjacente à trajetória acordada. A diferença entre o crescimento apurado e o subjacente à trajetória da despesa líquida corresponde a um desvio desfavorável inferior a 0,1% do PIB que se transporta para os anos seguintes. A contabilização deste desvio na conta de controlo no momento da avaliação dos dados de execução de 2025 constitui um débito que acresce ao desvio de 2025.

Gráfico 2 – Crescimento e desvio da despesa líquida em 2025
 (taxa de variação nominal em %; desvio em % do PIB)



Fonte: Cálculos CFP.

Quadro 1 – Cálculo da Despesa Líquida (milhões de euros)

	Fórmulas	Unidade	2023		2024		2025	
			MF	CFP	MF	CFP	MF	CFP
Despesa Total (da qual se exclui)	(1)	M€	113 641	113 641	122 805	122 805	130 941	130 941
Encargos com Juros	(2)	M€	5 553	5 553	5 935	5 935	5 965	5 965
Despesa cíclica com subsídio de desemprego	(3)	M€	121	122	138	138	59	59
Despesa financiada por fundos da UE	(4)	M€	3 289	3 289	3 400	3 400	4 717	4 717
Cofinanciamento nacional de programas financiados pela UE	(5)	M€	791	791	483	483	622	622
One-offs da despesa (nível, excl. Fundos da UE)	(6)	M€	1 144	1 261	0	0	218	218
Despesa Líquida antes Medidas Discricionárias de Receita	(7)=(1-2-3-4-5-6)	M€	102 743	102 626	112 850	112 850	119 361	119 361
Variação da despesa Líquida antes MDR	(8)=(7(t)-7(t-1))	M€			10 106	10 224	6 511	6 511
Crescimento da Despesa Líquida antes MDR	(9)=(7(t)/7(t-1))				9,8	10,0	5,8	5,8
Medidas Discricionárias de Receita (incremental, excl. One-offs)	(10)	M€			-2 000	-1 943	-170	-694
Despesa Líquida (inclui MDR)	(11)=(7)-(10)				114 850	114 792	119 531	120 054
Variação da despesa Líquida (inclui MDR)	(12)=(11(t)-11(t-1))	M€			12 106	12 167	6 681	7 205
Crescimento anual								
Crescimento da despesa Líquida	(13)=(11(t)/7(t-1))	Δ %			11,8%	11,9%	5,9%	6,4%
POEN-MP Recomendado	(14)	Δ %			11,8%		5,0%	
Crescimento Cumulativo								
Crescimento da despesa líquida	(15)	Δ %			11,8%	11,9%	18,4%	19,0%
Compromisso POEN-MP Recomendado	(16)	Δ %			11,8%	11,8%	17,4%	17,4%
Desvios na trajetória da despesa líquida								
Desvio Anual	(17)-((13-14) x 7)	M€			13	88	1 028	1 551
Desvio Acumulado	(18) = (acum. do 17)	M€			13	88	1 041	1 639
PIB Nominal	(19)	M€	270 353	270 353	289 784	289 784	306 765,5	306 765
Conta de Controlo Aumentada								
Saldo Anual	(20)=(17/19)	% PIB			0,0	0,0	0,3	0,5
Saldo Acumulado	(21)=(18/19)	% PIB			0,0	0,0	0,3	0,5
Despesa com Defesa (COFOG)	(22)	% PIB					0,8	0,8
Flexibilidade decorrente do aum. das despesas com a defesa	(23)	% PIB					0,0	0,0
Saldo acumulado após flexibilidade	(24)=(21)-(23)	% PIB					0,3	0,5

Fonte: INE, MF. Cálculos CFP. | Nota: Os valores do MF correspondem aos montantes apresentados nas tabelas do Relatório Anual de Progresso 2026 a remeter à Comissão Europeia. Os valores do CFP resultam de cálculos efetuados com base na informação estatística publicada pelo INE na 1.ª notificação do Procedimento dos Défices Excessivos (PDE) de 2026, bem como na quantificação das medidas one-off e das medidas discricionárias da receita consideradas pelo CFP na sua avaliação das medidas apresentadas pelo MF. A nota (23) refere-se aos aumentos da despesa em defesa verificados face ao ano de 2021.

PARECER RELATIVO AO CENÁRIO MACROECONÓMICO PARA 2026

Este Parecer incide sobre as hipóteses externas e técnicas, assim como as previsões macroeconómicas, apresentadas pelo MF para o ano de 2026. Para a análise do cenário programático, o CFP recorreu aos seguintes meios:

- a) Análise técnica das previsões pelos analistas do CFP;
- b) Comparação com as previsões e projeções disponíveis e suficientemente atuais realizadas por instituições de referência: Banco de Portugal (BdP), CFP e Fundo Monetário Internacional (FMI);
- c) Informação estatística mais recente, produzida pelas autoridades estatísticas nacionais – Instituto Nacional de Estatística (INE) e BdP;
- d) Esclarecimentos técnicos prestados pelo MF relativamente às previsões apresentadas.

Apresentação da previsão do MF para 2026 e conciliação com as previsões anteriores

No cenário macroeconómico subjacente ao RAP/2026, o MF estima que o Produto Interno Bruto (PIB) em volume cresça 2% em 2026, uma aceleração marginal face aos 1,9% observados em 2025 (Quadro 2). Esta dinâmica de crescimento projetada pelo MF assenta na expectativa de um decréscimo (-1,2 p.p. para 2,5 p.p.) no contributo da procura interna, compensado por um contributo menos negativo (+1,3 p.p. para -0,5 p.p.) das exportações líquidas, em comparação com o registado em 2025.

A evolução prevista para o crescimento da atividade económica está assente num maior dinamismo do investimento e, em menor escala, das exportações. Com efeito, a dinâmica da procura interna prevista pelo cenário do MF reflete uma aceleração no ritmo de crescimento do investimento (+2 p.p. para 5,6%), essencialmente através da sua componente pública. No sentido contrário, o MF antecipa um abrandamento significativo no crescimento do consumo privado (-1,7 p.p. para 1,8%) e a manutenção do crescimento do consumo público em 1,6%. O menor dinamismo do consumo privado reflete a expectativa de um crescimento inferior do rendimento disponível das famílias, de 4,6%, após os 5,7% observados em 2025. Por outro lado, a melhoria prevista no contributo das exportações líquidas resulta de uma aceleração no ritmo de crescimento das exportações de bens e serviços (1,1 p.p. para 1,5%) e de um abrandamento no ritmo de crescimento das importações (-1,7 p.p. para 2,6%). Ainda assim, o cenário macroeconómico implica uma redução do peso das exportações no PIB para 43,5% (-0,2 p.p. face a 2025).

Quadro 2 – Previsões e projeções para a economia portuguesa

	Ano Instituição Data de publicação	2025		2026			
		mar26	BdP mar26	FMI abr26	CFP abr26	Média ajustada	MF abr26
Hipóteses externas							
Procura externa (variação, %)		-	2,1	-	1,3	1,7	2,1
Preço do petróleo (Brent, USD)		68,3	82,0	80,2	86,6	82,9	85,9
Taxa de juro de curto prazo (%)		2,2	2,3	2,0	2,5	2,3	2,5
Taxa de câmbio		1,13	1,16	1,18	1,17	1,2	1,16
PIB real e componentes (variação, %)							
PIB		1,9	1,8	1,9	1,6	1,8	2,0
Consumo privado		3,5	2,0	-	2,1	2,0	1,8
Consumo público		1,6	1,2	-	2,0	1,6	1,6
Investimento (FBCF)		3,6	3,8	-	4,3	4,0	5,6
Exportações		0,4	1,4	2,0	1,0	1,4	1,5
Importações		4,3	1,9	4,2	2,5	2,9	2,6
Contributos para o crescimento real do PIB (p.p.)							
Procura interna		3,7	-	-	2,4	-	2,5
Exportações líquidas		-1,8	-	-	-0,7	-	-0,5
Preços (variação, %)							
Deflador do PIB		3,9	3,0	3,2	2,7	3,0	2,5
IHPC		2,2	2,8	3,1	2,9	2,9	2,5
PIB nominal							
Variação (%)		5,9	4,8	5,2	4,3	4,8	4,6
Nível (mil M€)		306,8	321,6	322,8	319,9	321,4	320,9
Mercado de trabalho (variação, %)							
População em idade ativa		1,4	0,4	-	0,5	0,5	-
População ativa		2,7	-	1,8	1,2	1,5	-
Taxa de desemprego (% pop. ativa)		6,0	5,9	5,9	5,8	5,9	6,0
Emprego		2,3	1,3	1,7	1,4	1,5	1,2
Remuneração média por trabalhador		4,8	4,0	-	3,8	3,9	4,6
Produtividade aparente do trabalho		-0,4	0,5	0,2	0,2	0,3	0,8
Desenvolvimentos cíclicos							
PIB potencial (variação, %)		-	-	2,1	2,0	2,1	2,0
Hiato do produto (% PIB potencial)		-	-	0,3	-0,4	-0,1	0,2

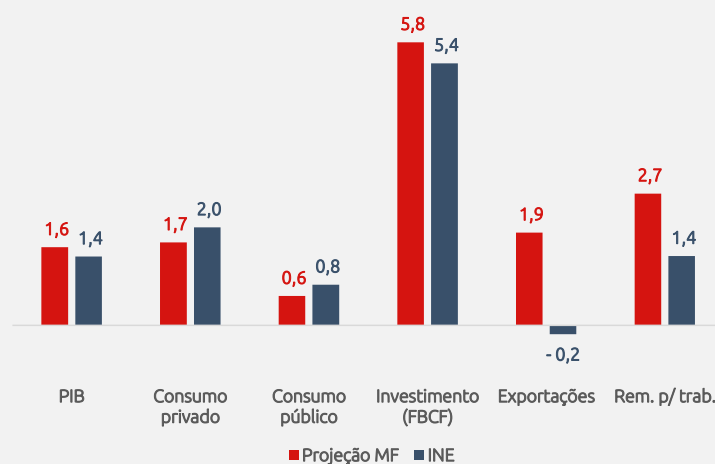
Fontes: 2025: INE. 2026: BdP - Boletim Económico, março 2026; FMI - *World Economic Outlook*, abril 2026; CFP - Perspetivas Económicas e Orçamentais 2026-2030, abril 2026; MF - informação comunicada a 24 de abril de 2026.

Esta previsão constitui uma revisão em baixa face ao cenário subjacente à proposta de Orçamento do Estado para 2026 (POE/2026), que previa um crescimento do PIB de 2,3%. Esta revisão é explicada essencialmente por uma perspetiva menos favorável quanto à evolução do ritmo de crescimento do consumo privado (-0,9 p.p.), tendo a previsão para as exportações sido igualmente revista em baixa, mas em menor grau (-0,3 p.p.). Ao mesmo tempo, as taxas de crescimento do investimento (FBCF) e do consumo público foram revistas em alta (+0,1 p.p. e +0,4 p.p., respetivamente). Importa ainda salientar que, não obstante a revisão marginal em alta do crescimento do investimento agregado, a informação remetida pelo MF aponta para uma recomposição da sua estrutura, traduzida numa revisão substancial em alta do investimento público (de 6,8% para 55%, em termos nominais) e numa revisão em baixa do investimento privado, implicando agora uma contração desta componente. De acordo com esclarecimentos do MF, a revisão significativa da projeção de crescimento do investimento público tem subjacente a previsão de uma execução integral do Plano de Recuperação e Resiliência (PRR) durante o ano.

Caixa 1 – O ano de 2025: como comparam as previsões com os dados observados

Na análise do cenário apresentado na POE/2026, o CFP analisou a projeção do MF para o crescimento no 2.º semestre de 2025, o ponto de partida das previsões para 2026. Tendo em conta a informação disponível, à data, para as Contas Nacionais relativas ao 1.º semestre de 2025, o CFP calculou o ritmo de crescimento que seria necessário alcançar na segunda metade do ano para que as previsões do MF se materializassem.

Gráfico 3 – Crescimento do 2.º semestre de 2025 face ao semestre anterior: projeção e observado



Fonte: INE e cálculos CFP com base na POE/2026.

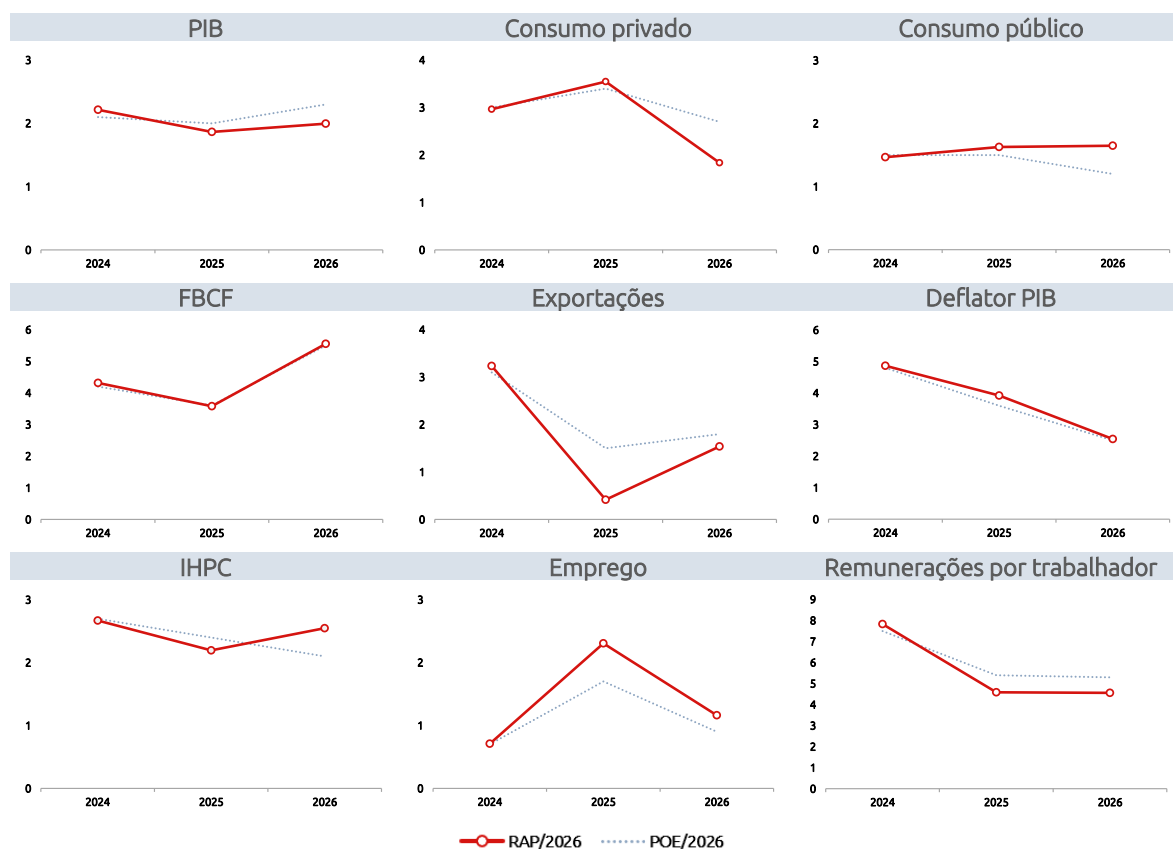
A maior divergência centrou-se nas previsões para as exportações. No seu Parecer, o CFP havia assinalado que “o crescimento previsto está alicerçado numa expectativa de crescimento das exportações na segunda metade de 2025 que se afigura de difícil concretização”. Com efeito, as exportações de bens e serviços contraíram no 2.º semestre do ano, o que contrasta com o crescimento esperado de 1,9%. Em parte, o desempenho das exportações foi condicionado pela paragem programada para manutenção na refinaria de Sines no último trimestre do ano e primeiramente anunciada em março de 2025. O CFP também assinalou que a previsão do MF para as remunerações por trabalhador dependia de um crescimento mais intenso na segunda metade do ano (2,7%) do que a registada no 1.º semestre, uma expectativa caracterizada como “desafiante”. O INE confirmou a desaceleração do crescimento das remunerações por trabalhador de 2,7% no 1.º semestre para 1,4% no segundo. O Gráfico 3 ilustra o crescimento então projetado pelo MF para as componentes do PIB com os valores entretanto apurados pelo INE.

Relativamente aos preços, o cenário macroeconómico subjacente ao RAP/2026 projeta uma desaceleração do deflator implícito do PIB para valores em torno de 2,5% em 2026 (3,9% em 2025). Esta dinâmica deverá resultar da expectativa de abrandamento no ritmo de crescimento da maioria dos deflatores da procura interna - nomeadamente do deflator do consumo público (-2,2 p.p. para 3,2%) e da FBCF (-0,7 p.p. para 2,8%) -, com exceção do crescimento do deflator implícito do

consumo privado, que deverá acelerar 0,4 p.p. para 2,9%. Para esta trajetória descendente também contribui a antecipação, por parte do MF, de uma deterioração dos termos de troca. Esta previsão para a evolução do deflator do PIB mantém o valor inscrito no cenário subjacente à POE/2026. Para a inflação, medida pelo índice harmonizado de preços no consumidor (IHPC), o cenário aponta para um crescimento de 2,5% em 2026, uma aceleração face ao observado em 2025 (2,2%). Esta estimativa constitui uma revisão em alta do valor avançado na POE/2026 (+0,4 p.p.). De acordo com a informação fornecida pelo MF, a decomposição do IHPC aponta para um crescimento de 6% na componente energética. Para o IHPC total excluindo produtos energéticos o MF prevê um crescimento de 2,3%, o que configura uma desaceleração face aos 2,4% registados em 2025. Estas previsões podem subestimar as pressões inflacionistas e os potenciais efeitos de contágio, quer a nível interno quer externo, que na atual conjuntura geopolítica afetam a economia portuguesa, caso o aumento dos custos de produção e distribuição não sejam absorvidos nas margens das empresas.

Para o mercado de trabalho, o cenário macroeconómico antecipa um menor dinamismo no crescimento do emprego. O MF prevê que o número de pessoas empregadas aumente 1,2% em 2026, um abrandamento comparativamente ao valor observado no ano anterior (2,3%). Esta estimativa representa uma revisão em alta face à previsão divulgada na POE/2026, que antecipava um crescimento de 0,9% no mesmo ano. A taxa de desemprego deverá manter-se inalterada em 6% da população ativa no mesmo período, o que traduz também a manutenção da estimativa inscrita no cenário subjacente à POE/2026.

Gráfico 4 – Comparação das previsões incluídas na POE/2026 e no RAP/2026 (variação, %)



Fonte: MF – POE/2026 e RAP/2026.

O MF prevê que a produtividade média do trabalho cresça 0,8% em 2026, uma recuperação face ao ano anterior (-0,4%). Esta expectativa revê em alta a previsão de outubro, que antecipava um crescimento de 0,5%. O MF antecipa ainda um aumento das remunerações médias por trabalhador de 4,6% em 2026 (-0,2 p.p. face ao valor observado em 2025), uma revisão em baixa significativa face aos 5,3% avançados no cenário subjacente à POE/2026. Tendo em conta a evolução da inflação prevista para 2026, e a evolução da produtividade no mesmo período, a trajetória implícita dos custos unitários do trabalho aponta para efeitos ascendentes sobre os preços no consumidor, que deveriam ser refletidos nas projeções de inflação. A revisão em baixa agora materializada é consonante com o referido no Parecer às [Previsões macroeconómicas subjacentes à Proposta de Orçamento do Estado para 2026](#): “a previsão de crescimento das remunerações por trabalhador para 2026, próxima da esperada para 2025, não tem enquadramento na previsão apresentada quanto à inflação e produtividade sendo, também, significativamente mais alta quando comparada com as projeções independentes conhecidas”.

Caixa 2 – O ano de 2026: o arrastamento de 2025 e o crescimento intra-anual previsto

A previsão de crescimento económico para um determinado ano pode ser decomposta entre o efeito de arrastamento (ou de *carry-over*¹⁰) e o crescimento intra-anual (específico do ano).¹¹ Com base nas estatísticas disponíveis das Contas Nacionais Trimestrais para o ano de 2025, é possível estimar o contributo do efeito de arrastamento para 2026 e isolar a previsão para o crescimento ao longo do ano – o real objeto da previsão (Gráfico 5).

A ligeira aceleração do crescimento do PIB projetado para 2026, de 0,1 p.p., tem implícita uma expectativa de crescimento intra-anual idêntico a 2025 (0,8%). A projeção para o crescimento do PIB em 2026 beneficia de um efeito de *carry-over* superior em 0,1 p.p. face ao registado em 2025, o que explica a aceleração prevista pelo MF. Relativamente à previsão do crescimento intra-anual, apesar de idêntica ao nível do registado em 2025, a sua composição é significativamente diferente. Com efeito, o MF antecipa desacelerações expressivas do consumo privado (um crescimento de 0,4%, face a 1,4% em 2025) e do consumo público (mais ligeira, de 0,1 p.p.), por contraponto ao forte dinamismo perspetivado para o investimento e para as exportações.

Recorde-se que em outubro, na POE/2026, o consumo privado era a componente da procura global com maior crescimento intra-anual previsto para 2026 e a única cujo crescimento intra-anual era superior ao de 2025. No [Parecer às Previsões macroeconómicas subjacentes à POE/2026 em outubro](#), o CFP referia que: “o consumo privado beneficia do impacto temporário de medidas pró-cíclicas de estímulo ao consumo de dimensão significativa implementadas durante o 2º semestre. Na ausência de medidas de política de impacto semelhante, tal como assumido pelo MF, torna-se pouco plausível esperar um maior dinamismo do consumo privado em 2026 em comparação com o corrente ano, o que aponta para riscos descendentes à previsão apresentada.” Na previsão agora apresentada pelo MF, o consumo privado apresenta um crescimento intra-anual que é cerca de um terço do registado no ano transato.

A análise revela que o investimento e as exportações são as componentes da procura global com maior crescimento intra-anual previsto para 2026. A previsão para o crescimento intra-anual do investimento é de 2,7%, o que compara 1,6% em 2025. Importa notar que esta expectativa se baseia numa previsão de crescimento anual do investimento público, em 2026, em torno dos 55%, em contraste com a redução esperada para o investimento privado. O crescimento intra-anual das exportações de 1,9%, após a queda de 0,2% em 2025, contrasta com um enquadramento externo mais desfavorável, particularmente no seguimento das consequências económicas das disrupções no Estreito de Ormuz. Acresce que o comportamento das exportações portuguesas tem desapontado, com [perdas de quota de mercado em 2025](#), a que se juntam pressões sobre a competitividade-preço associadas à apreciação

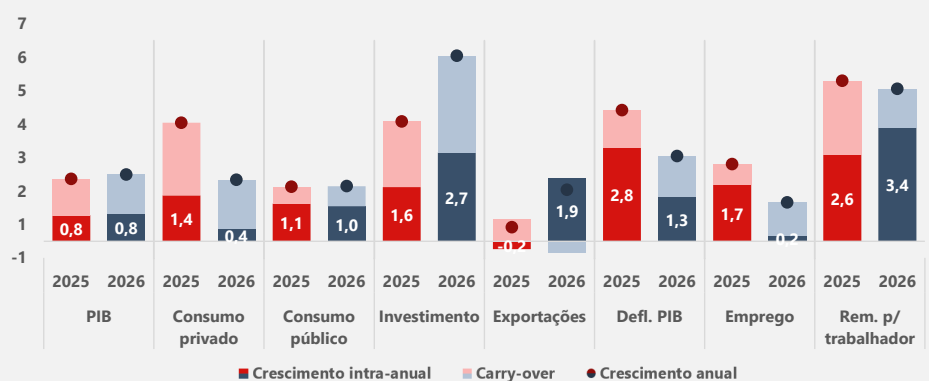
¹⁰ Ver <https://www.cfp.pt/pt/glossario/carry-over-efeito-de>.

¹¹ Ver Capítulo 3 em [ECB \(2025\)](#). ‘ECB staff macroeconomic projections for the euro area’, setembro.

do euro e aos aumentos dos custos unitários de trabalho. Os indicadores de conjuntura disponíveis à data apontam para um comportamento fraco das exportações de bens e de serviços no primeiro trimestre de 2026.

Com um crescimento intra-anual do emprego menor em 2026, a previsão do PIB está dependente da materialização de ganhos de produtividade. A previsão do MF antecipa um crescimento intra-anual de 0,2% do emprego em 2026, em comparação com um crescimento de 1,7% em 2025. Deste modo, a previsão para o crescimento do PIB tem implícito um crescimento intra-anual da produtividade de 0,7%, em comparação com uma redução de 0,9% em 2025. Ao mesmo tempo, o MF aponta para uma ligeira aceleração no ritmo de crescimento intra-anual das remunerações por trabalhador de 0,8 p.p. para 3,4%, o que se revela pouco plausível. A verificar-se a aceleração da inflação em 2026 terá um impacto desfasado na formulação das atualizações salariais, particularmente num contexto de crescimentos de produtividade baixos. Esta previsão contrasta também com a forte desaceleração prevista para o deflator do PIB, o que a verificar-se teria implícita uma contração expressiva das margens de lucro. A fraca plausibilidade das perspetivas para as remunerações por trabalhador em 2026 havia sido já referida no [Parecer às Previsões macroeconómicas subjacentes à POE/2026](#).

Gráfico 5 – Desagregação do crescimento anual previsto pelo MF entre *carry-over* e crescimento intra-anual



Fonte: RAP/2026 e cálculos CFP. | Nota: a cor mais carregada corresponde ao crescimento intra-anual.

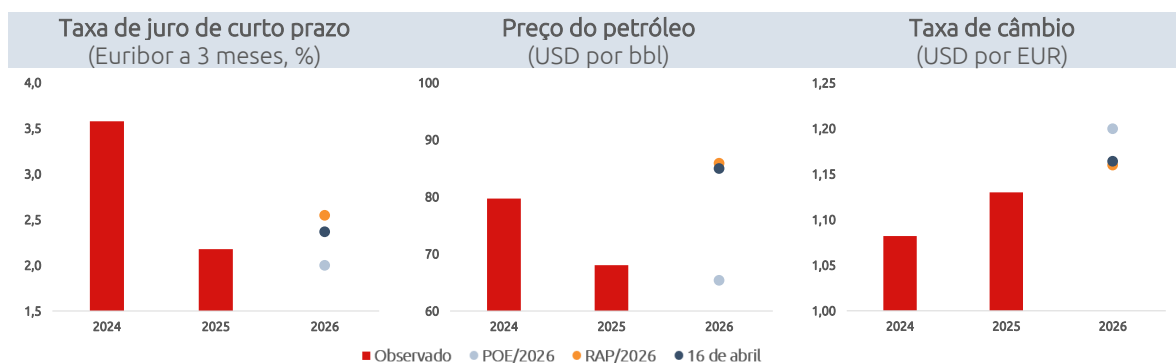
Hipóteses de enquadramento internacional

A elaboração de um cenário macroeconómico tem como ponto de partida um conjunto de hipóteses de enquadramento externo, exógenas ao exercício. Nesta secção são analisadas algumas das hipóteses técnicas, nomeadamente para a evolução da taxa de câmbio do euro face ao dólar, o preço do barril de petróleo e a taxa de juro de curto prazo (Gráfico 6). Os valores assumidos no RAP/2026 são colocados em perspetiva com os que serviram de base para a elaboração da POE/2026, e são validados tendo por referência os valores transacionados no mercado à data de elaboração deste documento. O RAP/2026 apresenta igualmente hipóteses para a taxa de juro de longo prazo, o PIB real da União Europeia, o crescimento da economia mundial excluindo a União, as importações excluindo a União, bem como da procura externa dirigida a Portugal. De acordo

com esclarecimentos prestados pelo MF, as hipóteses de enquadramento foram extraídas ou calculadas a 8 de abril, cerca de 22 dias antes da data de publicação destas projeções. Esta diferença temporal, num contexto de elevada volatilidade em torno do preço das matérias-primas energéticas e incerteza relativa à duração do conflito no Médio Oriente, pode comprometer a atualidade das mesmas.

A hipótese quanto à evolução do preço do barril de Brent é concordante com os valores de mercado e com o aumento das pressões externas para a inflação. O RAP/2026 antecipa um aumento de 26% no preço do petróleo em 2026, quando comparado com 2025, para cerca de 86 \$/bbl. Este valor representa uma revisão significativa em alta face a outubro (quando se antecipava uma redução de 4%) e está em linha com a média dos valores de mercado nos dez dias que antecederam a preparação deste parecer (85 \$/bbl).

Gráfico 6 – Hipóteses técnicas subjacentes à POE/2026, RAP/2026 e valores a 16 de abril



Fonte: MF - POE/2026, RAP/2026 e Macrobond.

A hipótese para a taxa de juro de curto prazo – Euribor a 3 meses – é concordante com os valores de mercado, apesar da volatilidade recente. No RAP/2026 é assumida uma taxa de juro de curto prazo de 2,55%, um valor superior em 18 pontos base face à média dos valores de mercado nos 10 dias que antecederam a preparação deste parecer (2,37%) e superior em 55 pontos base ao considerado na POE/2026. Importa notar que o choque nos preços energéticos levou a um aumento significativo das *yields*, entretanto ligeiramente revertido com as notícias em torno das negociações para um cessar-fogo mais alargado no tempo. O aumento prospetivado para a taxa de juro penalizará o custo de financiamento das empresas e, consequentemente, o investimento, bem como a situação financeira das famílias expostas ao crédito hipotecário com taxa de juro variável.

A hipótese para a taxa de câmbio é corroborada pelos valores de mercado. No RAP/2026 é assumida uma apreciação do euro face ao dólar em torno dos 3% face a 2025, ligeiramente inferior à apreciação de cerca de 6% assumida em outubro.

A procura externa assumida está em linha com as hipóteses técnicas publicadas pelo BdP. No RAP/2026 é assumido um crescimento da procura externa dirigida a Portugal de 2,1%, em linha com a hipótese assumida pelo BdP em março, e que compara com 1,9% na POE/2026. A este respeito, recordam-se as declarações recentes da [Presidente do Banco Central Europeu \(BCE\)](#), que afirmou que a economia da área do euro se tinha afastado do cenário central apresentado nas

últimas projeções do BCE, aproximando-se do cenário adverso da instituição. De acordo com estes cenários, publicados a 19 de março, projetava-se que a economia da área do euro crescesse 0,9% em 2026 (1,5% em 2025) e um aumento da inflação para 2,6% (2,1%). O cenário adverso apontava para um crescimento de 0,6% e inflação de 3,5%. Tal impacto afetaria a procura externa por bens e serviços da economia portuguesa.

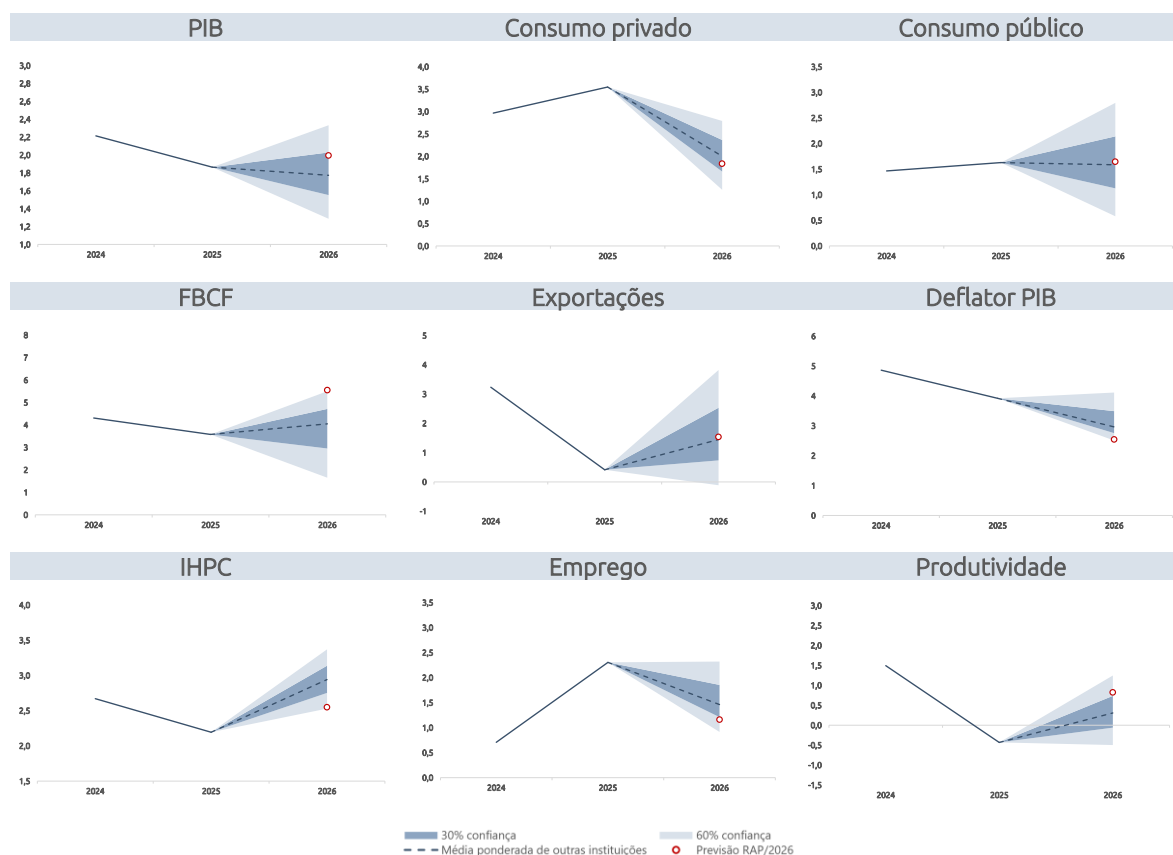
Conciliação com as previsões de outras instituições

Nesta secção, o cenário macroeconómico do RAP/2026 é comparado com o de outras instituições de referência. O contexto particularmente adverso dos primeiros meses de 2026 – marcado pelas tempestades de janeiro e fevereiro e pelo aumento da instabilidade geopolítica decorrente da intervenção militar dos EUA e de Israel no Irão – justifica que a análise considere apenas os exercícios mais recentes: o do BdP, publicado em março, e os do FMI e do CFP, ambos publicados em abril. A comparabilidade entre cenários permanece, ainda assim, condicionada pelas diferenças nas hipóteses técnicas, modelos e julgamentos próprios de cada exercício. Acresce que não foram identificadas novas medidas de política cuja dimensão afete materialmente a comparabilidade entre os cenários. A este propósito, refira-se que, de acordo com informação prestada pelo MF, o cenário macroeconómico não incorpora, formalmente, o impacto do PTRR – “Portugal Transformação, Recuperação e Resiliência”.

A avaliação do cenário pondera igualmente o risco associado às previsões do MF. A projeção média ponderada das restantes instituições é contextualizada com intervalos de confiança que se baseiam no seu desempenho histórico desde 2000.¹² A posição relativa das previsões do MF face a estes intervalos oferece mais um ângulo de análise para corroborar a avaliação quanto à sua probabilidade. Os resultados são apresentados no Gráfico 7.

¹² Para mais detalhe relativamente à metodologia de cálculo da projeção média e à base de dados utilizada, consultar [Leal, Martins e Marujo \(2024\)](#). A projeção média considera apenas as projeções do BdP, CFP e FMI. Os intervalos de confiança baseiam-se na raiz do erro quadrático médio dos cenários publicados entre março e agosto, período em que a informação disponível sobre o ano em curso é ainda reduzida.

Gráfico 7 – Intervalos de previsão associados às previsões do MF (variação, %)



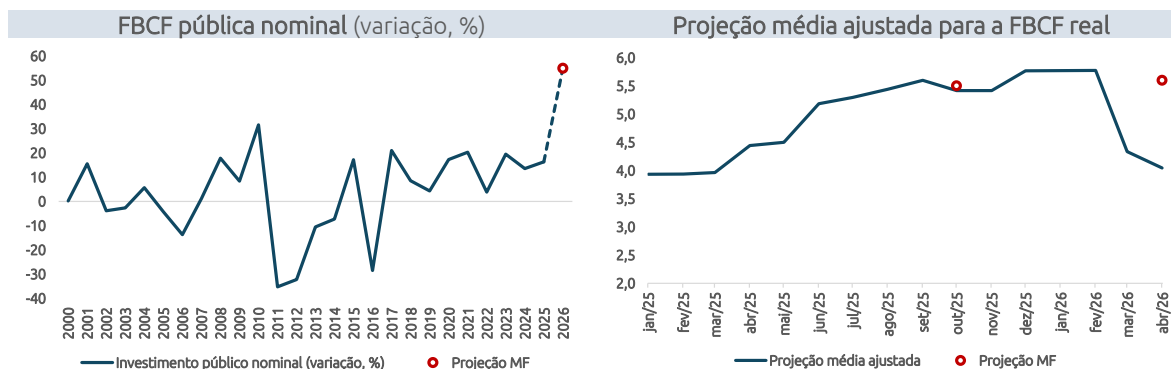
Fonte: RAP/2026 e cálculos do CFP. As bandas de confiança baseiam-se nos desvios de projeção de 88 cenários macroeconómicos do BdP, CFP e FMI entre 2000 e 2025 (excluindo 2020–2022), realizados na primeira metade de cada ano, assumindo uma distribuição normal assimétrica dos erros. A projeção média considera apenas as projeções do BdP, CFP e FMI. Para mais detalhes sobre a metodologia, consultar [Leal, Martins e Marujo \(2024\), "Retorno ao futuro: Uma base de dados das projeções macroeconómicas e orçamentais para a economia portuguesa no século XXI", Conselho das Finanças Públicas.](#)

A estimativa do MF para o crescimento do PIB em volume, de 2%, é superior à média das instituições de referência (1,8%). A previsão situa-se no limite superior do intervalo de confiança a 30% e acima de todas as previsões pontuais consideradas, que variam entre 1,6% (CFP) e 1,9% (FMI). O cenário do MF sugere assim um enviesamento em alta face ao cenário central implícito nas restantes projeções, com implicações diretas para a base macroeconómica do cenário orçamental.

Entre componentes da despesa, o maior desvio observa-se na previsão para o investimento (FBCF). A projeção do MF, de 5,6%, situa-se substancialmente acima da média das instituições de referência (4,1%) e fora do intervalo de confiança a 60%, refletindo, sobretudo, a forte revisão em alta da componente pública do investimento face à POE/2026. A projeção para o crescimento do investimento público implícita no RAP/2026 (55%, em termos nominais), a materializar-se, será o valor mais elevado desde, pelo menos, 2000 (Gráfico 8, painel da esquerda). Saliente-se ainda que esta revisão em alta ocorre num contexto em que as principais instituições nacionais têm revisto substancialmente em baixa as suas expectativas para o investimento (Gráfico 8, painel da direita). No caso do consumo privado, a projeção do MF (1,8%) é inferior às estimativas do BdP e do CFP (2% e 2,1%, respetivamente), situando-se ainda assim dentro do intervalo de confiança a

30%. Nas restantes componentes do PIB, as projeções do MF encontram-se globalmente balizadas pelas estimativas das demais instituições (Quadro 2).

Gráfico 8 – Projeção para o crescimento da FBCF pública nominal, projeção média ajustada para o crescimento da FBCF real e projeções do MF



Fonte: INE, RAP/2026, POE/2026 e cálculos do CFP. A projeção média ajustada refere-se ao valor no último dia de cada mês. Para mais detalhes relativamente à metodologia de cálculo da projeção média e à base de dados utilizada, consultar [Leal, Martins e Marujo \(2024\)](#). O cálculo da projeção média considerou apenas as projeções do BdP, CFP e FMI.

Também no domínio dos preços se observam divergências face aos valores de referência. As projeções do MF para a inflação nos preços do consumidor (IHPC) e para o deflator do PIB, ambas de 2,5%, são inferiores às médias das instituições consideradas (2,9% e 3%, respetivamente), posicionando-se, em ambos os casos, no limite inferior do intervalo de confiança a 60%. No caso particular do IHPC, e tendo em conta as hipóteses externas apresentadas, considera-se que existe elevada probabilidade de uma evolução superior à apresentada. Um estudo do [Banco de Portugal](#),¹³ no qual se analisa a transmissão do preço dos bens energéticos ao IHPC, demonstra que o preço dos alimentos e a inflação subjacente reagem de forma significativa, com contributos desfasados e persistentes para a inflação. Com efeito, o contributo da componente energética (efeito direto) e da componente alimentar e subjacente (efeito indireto) para a inflação após o choque acabam por ser próximos ao longo do horizonte. Em particular, tendo em conta a aceleração do preço dos bens energéticos – de uma variação homóloga de -2,4% em fevereiro para 6,4% em março – e a resposta estimada na análise, o efeito de contágio à componente alimentar e subjacente da inflação, contribui por si só para um aumento da inflação em 0,5 p.p. nos 12 meses após o choque. A conjugação de um crescimento do deflator do PIB abaixo da média com um crescimento real acima da média resulta numa projeção para o PIB nominal globalmente alinhada com a das restantes instituições.

A estimativa do MF para o crescimento do emprego é inferior à projeção média das instituições. O MF antecipa um crescimento do emprego de 1,2%, abaixo dos 1,5% estimados em média pelas restantes instituições. Também, a projeção para o crescimento da produtividade aparente do trabalho, de 0,8%, é superior à estimada por qualquer uma das instituições consideradas (Quadro 2) –

¹³ A quantificação dos impactos diretos e indiretos é obtida com recurso a um modelo Vetorial Autorregressivo Bayesiano (BVAR).

consubstanciando um eventual risco descendente do cenário do MF. A projeção para a taxa de desemprego encontra-se, ainda assim, globalmente em linha com os valores de referência.

A projeção do MF para o crescimento das remunerações por trabalhador, de 4,6%, é superior à média das instituições de referência (3,9%). A previsão apresentada é igualmente superior às estimativas pontuais disponíveis, do BdP e CFP, reforçando, assim, a ressalva anteriormente assinalada quanto à sua plausibilidade. Note-se que, a verificar-se, a aceleração da inflação terá um impacto não concomitante, na formulação das atualizações salariais, quer no sector público, quer no privado, particularmente num contexto de evolução de crescimentos de produtividade baixos.

Principais considerações relativas ao cenário macroeconómico

Esta análise tem em conta os princípios do artigo 8.º da **Lei de Enquadramento Orçamental**: “As projeções orçamentais subjacentes aos documentos de programação orçamental devem basear-se no cenário macroeconómico mais provável ou num cenário mais prudente”. Este mesmo princípio orientador de utilização de previsões realistas para a condução das políticas orçamentais encontra-se também vertido na legislação europeia, em particular no Pacto de Estabilidade e Crescimento e na **Diretiva n.º 2011/85/UE do Conselho de 8 de novembro de 2011** (revista), que estabelece requisitos aplicáveis aos quadros orçamentais dos Estados-Membros.

No Parecer ao cenário macroeconómico da POE/2026, o CFP levantou um conjunto de reservas que importava ter em especial consideração no acompanhamento da situação da economia em 2026. À data, assinalava-se a existência de riscos predominantemente descendentes para o crescimento previsto do PIB real. Acrescia a expectativa do MF de um crescimento intra-anual do consumo das famílias superior ao de 2025, não justificado pela dimensão e natureza das medidas de política, bem como uma previsão de crescimento das remunerações por trabalhador sem enquadramento na previsão apresentada quanto à inflação e produtividade. As revisões em baixa agora apresentadas pelo MF justificam o grau acrescido de prudência aconselhado nesse Parecer.

As previsões apresentadas no RAP/2026 são realizadas num momento de elevada imprevisibilidade do panorama macroeconómico resultante das disrupções no Estreito de Ormuz. Esta é a maior disrupção de abastecimento da história do mercado global de petróleo, de acordo com a **Agência Internacional de Energia** (AIE). Nas suas últimas projeções, o CFP detalhou os canais de transmissão deste novo choque para a economia portuguesa. O impacto económico dependerá da duração e da extensão regional do conflito e dos danos a infraestruturas energéticas nos países do Golfo. A volatilidade da situação geopolítica e a fluidez dos acontecimentos revestem qualquer cenário de especial incerteza. A título de exemplo, no dia 14 de abril, a Presidente do BCE afirmava que a economia da área do euro se tinha afastado do cenário central apresentado nas últimas projeções do BCE, aproximando-se do cenário adverso da instituição.

O cenário macroeconómico afigura-se globalmente como estatisticamente provável, mas sujeito a riscos predominantemente descendentes. Dada a natureza destes mesmos riscos o cenário não pode ser considerado o mais prudente.

- O crescimento real previsto pelo MF para a economia portuguesa é superior ao antecipado nas projeções mais recentes apresentadas por outras instituições de referência. Esta previsão para o PIB real está alicerçada numa expectativa de crescimento do investimento público superior a 50%, o que se afigura de difícil concretização. A análise efetuada reforçou que a previsão para o investimento está distante das projeções mais recentes das restantes instituições, e não se enquadra no intervalo mais provável quando ponderado pelos erros de previsão passados inerente às projeções. Acresce que, quando considerado o efeito de arrastamento do ano de 2025, o crescimento intra-anual previsto pelo MF para o PIB real em 2026 (0,8%) é idêntico ao registado no ano anterior, não obstante um enquadramento mais desfavorável. Uma eventual materialização do crescimento previsto do investimento público daria suporte à previsão de crescimento apresentada pelo MF.
- As previsões apresentadas para o consumo privado, consumo público e exportações estão enquadradas no intervalo mais provável quando ponderado pelos erros de previsão passados inerente às projeções, bem como pelas projeções das restantes instituições de referência.
- O cenário macroeconómico aponta para um aumento da inflação, medida pelo IHPC, de 2,5%, inferior ao antecipado nas projeções mais recentes apresentadas por outras instituições de referência. A análise confirmou também que estas previsões não se encontram enquadradas pelo intervalo de confiança a 30%, quando considerados os erros de previsão passados. Em particular, o MF prevê uma desaceleração da taxa de inflação excluindo energia quando comparada com 2025. Considera-se que a previsão do MF pode subestimar os efeitos de contágio de aumentos dos preços dos bens energéticos a outras componentes do cabaz de consumo, via bens alimentares e inflação subjacente, nomeadamente serviços de transporte.¹⁴
- A previsão de crescimento das remunerações por trabalhador para 2026 é superior ao que se poderia antecipar, tendo em conta o enquadramento apresentado para a inflação e produtividade, sendo, também, significativamente mais alta quando comparada com as projeções independentes conhecidas.
- Finalmente, a análise confirmou que o crescimento nominal previsto pelo MF se encontra balizado pelas últimas projeções independentes disponíveis. Tal deve-se a uma previsão para o deflator do PIB que se considera prudente.

¹⁴ Ver, por exemplo, Banco de Portugal (2024). 'A transmissão do preço dos bens energéticos ao IHPC'. Boletim Económico, junho.

CONCLUSÃO

Este Parecer incide sobre avaliação da conformidade dos dados de execução orçamental em 2025 com a trajetória da despesa líquida, bem como das previsões macroeconómicas, e respetivas hipóteses externas e técnicas, para o ano de 2026. A sua elaboração partiu de uma solicitação do MF, endereçada ao CFP em março de 2026. No primeiro caso, a solicitação enquadra-se nos termos do n.º 1 do artigo 23.º do Regulamento, pelo que diz respeito unicamente aos dados de execução de 2025, não abrangendo a previsão orçamental para 2026. No segundo caso, não se tratando de um documento de programação orçamental, a legislação em vigor não prevê um endosso das previsões por parte do CFP, nem esse pedido tem enquadramento no disposto no Regulamento Europeu, incidindo por isso a análise apenas sobre a sua plausibilidade.

A estimativa de crescimento da despesa líquida em 2025 revela-se particularmente sensível à quantificação das medidas discricionárias de receita (MDR). Com efeito, ao reduzirem de forma discricionária a receita, estas medidas agravaram a evolução do indicador de despesa líquida. A despesa primária financiada por fundos nacionais antes da contabilização do impacto das MDR - excluindo o cofinanciamento de programas da União Europeia, as componentes cíclicas das prestações de desemprego, bem como medidas pontuais e outras temporárias - registou um crescimento nominal de 5,8% em 2025. De acordo com a informação disponível, a consideração das MDR eleva o crescimento da despesa líquida para 6,4%, acima dos 5% recomendados.

Com base na informação disponível, a taxa de crescimento da despesa líquida apurada pelo CFP para 2025 evidencia um desvio face ao compromisso assumido pelo Estado Português não conducente à abertura de um procedimento relativo aos défices excessivos (PDE). Em termos cumulativos, tomando como referência o ano-base de 2023, o CFP apura que a despesa líquida aumentou 19% em 2025, ultrapassando a taxa máxima de crescimento cumulativa de 17,4 % acordada com o Conselho da UE. Este excesso traduz-se num desvio acumulado de 0,5% do PIB, inferior ao limiar máximo acumulado de 0,6% do PIB. A consideração da margem de flexibilidade associada à cláusula de derrogação nacional aplicável ao acréscimo da despesa com defesa não altera a dimensão do desvio, dado que o peso da despesa com defesa no PIB não se alterou face a 2021 (classificação COFOG).

Em termos prospetivos, caso o desvio cumulativo venha a exceder 0,6% do PIB, apenas a manutenção de um saldo orçamental positivo ou próximo do equilíbrio exclui automaticamente a abertura de um mecanismo que pode dar origem a um procedimento relativo aos défices excessivos (PDE). De acordo com a redação atual do [Regulamento \(CE\) n.º 1467/97](#) (segundo parágrafo do artigo 2.º) a Comissão Europeia deve elaborar um relatório nos termos do n.º 3 do artigo 126.º do Tratado quando o rácio entre a dívida pública e o PIB exceder o valor de referência, a situação orçamental não estiver próxima do equilíbrio ou excedentária (ou seja, se o défice das administrações públicas exceder 0,5% do PIB) e os desvios registados na conta de controlo do Estado-Membro excederem 0,6 pontos percentuais do PIB cumulativamente.

No âmbito da avaliação do cenário macroeconómico, a previsão de um crescimento real de 2,0% em 2026 afigura-se como provável, mas apresenta riscos predominantemente descendentes. A incerteza quanto à duração do conflito militar no Médio Oriente, e as suas consequências económicas mais amplas, aconselharia um grau acrescido de prudência. Esta avaliação resulta da ponderação dos riscos do cenário do MF, da incerteza do panorama macroeconómico atual e das projeções existentes para a economia portuguesa. A este respeito, é de referir que o cenário de crescimento apresentado é superior às projeções mais recentes apresentadas por outras instituições e que está alicerçado numa expectativa de crescimento do investimento público superior a 50%, o que se afigura de difícil concretização. O cenário macroeconómico aponta também para um aumento da inflação, medida pelo IHPC, de 2,5%, inferior ao antecipado nas projeções mais recentes apresentadas por outras instituições de referência, uma expectativa que não se encontra enquadrada no intervalo de maior probabilidade quando considerados os erros de previsão passados. Numa análise mais detalhada, o cenário do MF prevê uma desaceleração da taxa de inflação excluindo energia. Considera-se, por isso, que a previsão do MF pode subestimar os efeitos de contágio de aumentos dos preços dos bens energéticos a outras componentes do cabaz de consumo das famílias. Finalmente, a análise confirmou que o crescimento nominal previsto pelo MF se encontra balizado pelas últimas projeções independentes disponíveis. Tal deve-se a uma previsão para o deflator do PIB que se considera prudente.

Reitera-se, em linha com o exposto no Parecer ao RAP 2025, que a quantificação das MDR coloca dificuldades significativas à estimativa da despesa líquida, reforçando a necessidade de um protocolo entre o CFP e o Ministério das Finanças (MF). O presente documento procurou evidenciar estas limitações, quer do ponto de vista da coerência temporal das estimativas, quer da heterogeneidade do custeio considerado pelos diferentes intervenientes institucionais. Atendendo à elevada sensibilidade da despesa líquida às MDR, torna-se essencial que o referido protocolo assegure o acesso a informação de receita fiscal com um nível de granularidade adequado e aos detalhes metodológicos, permitindo ao CFP uma apreciação crítica fundamentada das estimativas do MF e, sempre que se revele pertinente, a elaboração de estimativas próprias. Tal exigência constitui, igualmente, um requisito de transparência consagrado na Lei de Enquadramento Orçamental (LEO) e da resposta a uma necessidade crescente de quantificação dos impactos das medidas de política pública com base em metodologias verificáveis e suscetíveis de validação independente.

ANEXO

Quadro 3 – Lista de Medidas Discricionárias da Receita 2024 e 2025 (M€)

Medidas Discricionárias da Receita	2024			2025		
	MF OE/26	MF RAP/26	CFP RAP/26	MF OE/26	MF RAP/26	CFP RAP/26
IVA	278	456	456	-110	-79	-79
Redução do IVA da eletricidade	0	0	0	-110	-79	-79
IVA Zero alimentar	323	496	496	0	0	0
IVA nectares	-40	-40	-40	0	0	0
Redução do IVA alimentação infantil	-5	0	0	0	0	0
Outros impostos indiretos	448	312	369	312	625	148
Mecanismo temporário de gasóleo para empresas transporte mercadorias	0	0	0	25	25	25
Alteração do ISP e suspensão da taxa de carbono	338	228	285	337	712	235
Atualização das taxas de outros impostos indiretos (IUC, ISV, IABA, IT, IMT)	146	146	146	0	0	0
Habitação Isenção IMT e IS jovens	-36	-62	-62	-50	-112	-112
IRS	-1 850	-2 300	-2 300	-1 465	-904	-951
Pacote IRS 2023 ⁽¹⁾	-110	-155	-155	0	65	65
Pacote IRS 2024 ⁽²⁾	-1 740	-1 583	-1 583	-257	-161	-161
Redução adicional taxas IRS (agosto 2024)	0	-562	-562	0	0	0
Pacote IRS 2025 ⁽³⁾	0	0	0	-667	-335	-314
Aumento consignação IRS	0	0	0	-40	-40	-40
Atualização automática das deduções específicas de IRS pelo valor do IAS	0	0	0	0	0	-81
Componente de produtividade da atualiz. autom. dos escalões	0	0	0	0	0	14
Diminuição de taxas dos escalões IRS Jun/2025	0	0	0	-500	-434	-434
IRC	-310	-298	-298	-163	326	326
Desagravamento das tributações autónomas	-35	-40	-40	0	0	0
Incentivo fiscal à valorização salarial	-50	-8	-8	0	0	0
Crédito fiscal extraordinário para investimento (2021, COVID)	0	31	31	0	-3	-3
Majoração em IRC dos gastos com energia, fertilizantes, etc.	55	55	55	0	19	19
Incentivo fiscal à recuperação: SIFIDE, RFAI e outros benefícios fiscais	-100	-143	-143	102	530	530
Alargamento/ reforço do Incentivo à Capitalização das Empresas (ICE)	-180	-192	-192	-265	-221	-221
Outras receitas	-72	-169	-169	-180	-138	-138
Redução taxas de portagem ex-SCUT	-72	-169	-169	0	0	0
Eliminação taxas de portagem ex-SCUTs	0	0	0	-180	-138	-138
Total medidas discricionárias de receita	-1 507	-2 000	-1 943	-1 606	-170	-694
em % do PIB	-0,5	-0,7	-0,7	-0,5	-0,1	-0,2

Fonte: MF, Cálculos CFP. | Notas: (1) Pacote IRS 2023, inclui IRS jovem; Apoio extraordinário ao arrendamento; Programa + Habitação; (2) Pacote IRS 2024, inclui redução taxas; atualização de escalões; atualização do mínimo de existência; IRS jovem e aumento da dedução despesas com habitação; (3) Pacote IRS 2025, inclui atualização de escalões; atualização do mínimo de existência; IRS jovem.

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