

National anti-poverty strategy

POLICY DEVELOPMENT

STRATEGY/ACTION PLAN

 PORTUGAL

Timeline



ID number 41446

Background

The National anti-poverty strategy (*Estratégia Nacional de Combate à Pobreza, ENCP*) is framed against a broad context of government action, the Portugal 2030 and the Recovery and resilience plan, contributing to the coherence and effectiveness of the investments included in these two programmes.

The Social Summit held in Oporto in May 2021 approved the Action plan for the European pillar of social rights, committing the European Union to reducing the number of people at risk of poverty or social exclusion by 15 million by 2030, including 5 million children.

Objectives

The goal for Portugal is the release of around 360 000 people from the risk of poverty or social exclusion, including 120 000 children.

Description

The approach underlying the National anti-poverty strategy goes far beyond the definition of poverty as the deprivation of monetary resources, avoiding approaches focused solely on the analysis from a monetary point of view and seeking to make poverty reduction dependent only on economic growth. It is based on a broader vision of poverty, assuming poverty as a complex and multidimensional phenomenon, which constitutes a violation of human and citizen rights and requires integrated action from the different sectoral areas in public intervention. A range of ministries and bodies at regional and local level were involved in the initiative.

The strategy has six priorities, of which two have objectives related to education and training:

- (a) Promoting the full integration of young adults in society and the systemic reduction of their risk of poverty by:
 - (i) prioritising youth empowerment, through access to education and vocational training, promoting educational/training success and fighting early leaving;
 - (ii) promoting school and professional information and guidance, strengthening the Psychology and Guidance Services and the *Qualifica* centres;
 - (iii) reinforcing the instruments for attracting and training young people and young

adults who have not completed upper secondary education and have incomplete paths, in particular those not in employment, education or training (NEETs), under the *Qualifica* programme.

- (b) Boosting employment and qualifications as factors in the elimination of poverty by:
- (i) raising the qualifications base and adapting training to the dynamics of the labour market, in line with the actions recommended in the *Qualifica* programme;
 - (ii) strengthening the *Qualifica* programme;
 - (iii) developing qualification strategies for very low-skilled citizens, including literacy dimensions, basic skills and certifiable transversal skills under the *Qualifica* programme;
 - (iv) offering training programmes that favour upskilling and reskilling.

2021 Approved/Agreed

The Government approved the legislation.

2022 Implementation

In 2022, the strategic coordination board was created to play a key role in ensuring the definition and implementation of action plans, the articulation between the different entities involved and the definition of indicators and targets to be achieved by 2030.

2023 Implementation

In 2023, a Living lab was set up to reflect on the fundamental stages and conditions of a participatory monitoring and evaluation process, to be later trialled within the framework of the monitoring of the National anti-poverty strategy (ENCP). This initiative seeks to fundamentally enhance the democratic governance of public policies in Portugal, promoting transparency, effectiveness, and responsiveness to the needs of the population.

2024 Implementation

In 2024, the 'Roadmap for monitoring and participatory evaluation of public policies - The case of the National anti-poverty strategy', under the responsibility of Planning, Policy and Foresight Competence Centre for Public Administration Centre (*PlanAPP-Centro de Competências de Planeamento, de Políticas e de Prospetiva da Administração Pública*) was launched. This document presents the results of the work carried out in 2023 in the scope of the Living lab; it is organised in a series of steps that serve as a roadmap to guide the involvement of the population in the monitoring and evaluation of planning instruments in general, using the ENCP as a case study.

2025 Implementation

No progress or developments on this policy were reported by October 2025.

Bodies responsible

- Presidency of the Council of Ministers [Presidência do Conselho de Ministros]
- Ministry of Labour, Solidarity and Social Security (MTSSS)
- Ministry of Education (until April 2024)
- Ministry of Infrastructures and Housing (MIH) (until 2023)
- Ministry of Health (MS)
- Local Authorities
- Ministry of Housing (MH) (between 2023 and April 2024)
- Ministry of Education, Science and Innovation (MECI) (since April 2024)
- Ministry of Infrastructure and Housing, since April 2024

Target group

Learners

Young people not in employment, education or training (NEETs)
Learners with migrant background, including refugees
Low-skilled/qualified persons
Learners from other groups at risk of exclusion (minorities, people with fewer opportunities due to geographical location or social-economic disadvantaged position)

Thematic categories

Governance of VET and lifelong learning

Coordinating VET and other policies

Modernising VET offer and delivery

Acquiring key competences

Supporting lifelong learning culture and increasing participation

Ensuring equal opportunities and inclusiveness in education and training

Subsystem

IVET CVET

Further reading

[National anti-poverty strategy 2021-30 \(Estrategia Nacional de Combate a Pobreza 2021 - 2030\)](#)

[Resolution of Council of Ministries \(Resolucao do Conselho de Ministros\) No 184/2021 of 29 December 2021](#)

[Dispatch \(Despacho\) No 13022/2022 of 10 November 2022](#)

[Monitoring and participatory evaluation of the National Strategy to Combat Poverty 2021-2030 \(ENCP\)](#)

[Roadmap for monitoring and participatory evaluation of public policies - The case of the National to Combat Poverty](#)

Related policy developments

2023 Completed

Community networks for NEET social inclusion

The project started in September 2017 and was completed in October 2020. It was coordinated in Portugal by the Vocational Training Centre for the Commerce and Services Sectors (CECOA), in cooperation with partners from Germany, Italy, Spain, and the UK.

 PORTUGAL

Type of development

Practical
measure/Initiative

Subsystem

IVET CVET

2025 Implementation

Combating youth unemployment

The government promoted a set of active employment measures, including vocational training, associated with the creation of self-employment and youth entrepreneurship, which stand out for their impact on this target group:

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Type of development

Practical
measure/Initiative

Subsystem

IVET CVET

2025 Implementation

Qualifica programme

The *Qualifica* programme is based on:

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Type of development

Strategy/Action
plan

Subsystem

IVET CVET

“ ... ” Cite as

Cedefop, & ReferNet. (2026). National anti-poverty strategy: Portugal. In Cedefop, & ReferNet. (2026). *Timeline of VET policies in Europe* (2025 update) [Online tool].

<https://www.cedefop.europa.eu/en/tools/timeline-vet-policies-europe/search/41446>

