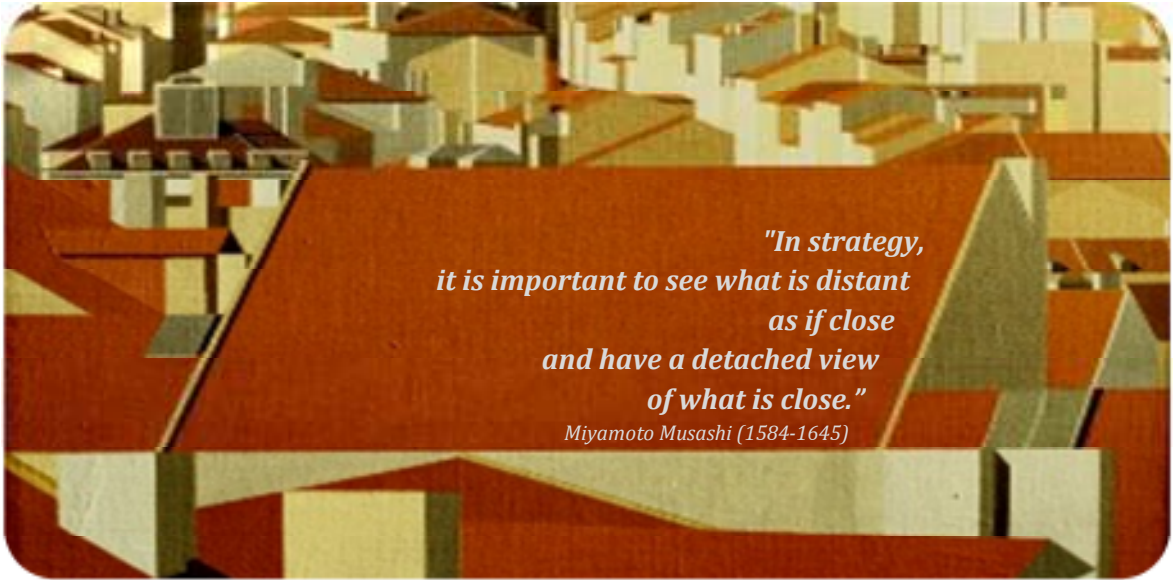




## **CHALLENGES AND CHANGES**

June 2015



Author of this image: Maluda, Lisbon XXVII, 1984

**Resolution of Council of Ministers N.º 48/2015, of July 15**

<b>I.</b>	<b>DIAGNOSIS</b>	<b>6</b>
<b>II.</b>	<b>OPPORTUNITIES</b>	<b>13</b>
<b>III.</b>	<b>INTERACTION WITH OTHER POLICIES</b>	<b>18</b>
<b>IV.</b>	<b>VISION, CORNERSTONES AND CHALLENGES</b>	<b>20</b>
<b>V.</b>	<b>ACTIONS AND INITIATIVES</b>	<b>24</b>
	Urban rehabilitation	25
	Rental housing	38
	Qualification of the accommodation	47
<b>VI.</b>	<b>GOALS AND INDICATORS</b>	<b>59</b>
<b>VII.</b>	<b>GOVERNANCE MODEL</b>	<b>61</b>
	<b>LIST OF ACRONYMS AND ABBREVIATIONS</b>	<b>62</b>

Has been increasing the need for approval and implementation of a strategy for housing in conjunction with the development of urban agglomerations, urban rehabilitation and the demographic and economic revitalization, as integral parts of the city policy.

In particular, the deep financial, economic and social changes which have occurred in recent years have not been accompanied by the implementation of a strategic vision in the field of housing, susceptible to hold the progressive estrangement between the regulatory framework and public policies in this area and the change of the economic and social reality of the country.

The need to extend access to a dwelling and to improve the quality of life of citizens requires cross-cutting measures long-term perspectives and articulated with sustainable urban solutions.

For this purpose, the draft National Strategy was prepared for Shelter which was subject to public consultation and included the participation of various public bodies and civil society organizations with recognized work in the areas of housing and land use planning, taking final document considered relevant contributions that were received in the course of this consultation.

Consisting of concrete, specific measures, listing also the competent authorities and monitoring indicators of its implementation, this strategy takes a more operational nature, structured on three pillars: the Urban Rehabilitation, the Residential Letting and Qualification of Accommodation. These three pillars add a set of sectorial measures that operationalize and actualize the different statutory schemes which have been approved over the last four years.

Like this:

Pursuant to paragraph g) of article 199 of the Constitution, the Council of Ministers decides:  
1 - To approve the National Strategy for Shelter (ENH) for the period 2015 -2031, which is annexed to this resolution and forms an integral part.  
2 - Create a National Housing Commission (CNH), with the following composition:

- a) The President of the governing board of the Institute for Housing and Urban Rehabilitation, IP (IHRU, IP), who chairs;
- b) A representative of the Regional Government of Madeira;
- c) A representative of the Regional Government;
- d) A representative of the members of Government responsible for regional planning, housing, the economy and finance;
- e) A representative of the General Directorate of Cultural Heritage;
- f) A representative of the General Directorate of Treasury and Finance;
- g) A representative of the General Secretariat of the Ministry of Internal Affairs;
- h) A representative of the Institute of Public Markets, Real Estate and Construction, IP;
- i) A representative of the National Civil Engineering Laboratory, IP;
- j) A representative of the Portuguese Environment Agency, IP;
- k) A representative of the General Directorate for Energy and Geology;
- l) A representative of the General Directorate of Territory;

- m) A representative of the Institute for Social Security, IP;
- n) A representative of the Financial Management Institute of Social Security, IP;
- o) A representative of the General Direction of Health;
- p) A representative of the National Association of Portuguese Municipalities;
- q) A representative of the Confederation of Trade and Services of Portugal;
- r) A representative of the Union of Portuguese Mercies;
- s) A representative of the National Confederation of Solidarity Institutions;
- t) A representative of the Union of Portuguese Mutual;
- u) A representative of the Association of Engineers;
- v) A representative of the Association of Architects;
- w) A representative of the National Federation of Economic Housing Cooperatives, FCRL;
- x) A representative of the Portuguese Confederation of Construction and Real Estate;
- y) A representative of Lisbonense Owners Association;
- z) A representative of the Association of Tenants Lisbonenses;
- aa) a representative of the National Institute of Statistics, IP;
- bb) A representative of the National Civil Protection Authority;
- cc) A representative of the National Institute for Rehabilitation, IP;
- dd) A representative of the Regional Institute and the Independent Agency Housing and the City;
- e) A representative of the Portuguese Association of Real Estate Companies;
- ff) A representative of the Portuguese Committee for the Coordination of Social Housing;
- gg) A representative of the Portuguese Association of Municipal Housing;
- hh) A representative of the National Association of Owners;
- ii) A representative of the Tenants Association of Northern Portugal;
- jj) A representative of the Hospitality Association, Restoration and Similar of Portugal.

3 - To determine that it is for the CNH monitor the implementation of ENH, by analyzing the evolution of the indicators and targets established, and submit to the Government member responsible for housing area annual implementation reports, with the identification of progress, any constraints and motions.

4 - To establish that CNH, notwithstanding that it may meet in sections for other matters, works on section specializes in the lease area, as the Urban Lease Monitoring Committee, with the participation of members provided for CNH in a), d), f), m), q), x), y), z) aa) and e) hh) ii) and jj) of paragraph 2 and meet at least twice a year.

5 - To determine that the technical, logistical and administrative support for the operations of CNH and its sections is provided by IHRU, IP.

6 - To establish that the CNH brings together at least once a year.

7 - To establish that the entities referred to in subparagraphs b) jj) of paragraph 2 indicate their representatives to IHRU, IP, within 10 days from the publication of this resolution.

8 - To determine that participation in meetings or any other activities of CNH and its specialized sections does not confer on their representatives, or to entities consulted the right to any benefit, irrespective of their nature, such as remuneration, compensation, benefits, attendance money or allowances.

9 - To determine that the assumption of commitments in the implementation of the measures provided for in this resolution depends on the existence of funds available by the competent public authorities.

10 - Revoke Order No. 3050/2013, published in the Official Gazette, 2nd Series, of 26 February, as amended by Order No. 8185/2013, published in the Official Gazette, 2nd series, June 24, for which the Monitoring Committee of the Urban Lease Reform was created.

Presidency of the Council of Ministers, July 2, 2015. -Prime Minister, Pedro Passos Coelho.

## I. DIAGNOSIS



The housing sector in Portugal presents a paradoxical situation. On the one hand the high number of empty homes, on the other the difficulties experienced by families in finding housing that is adequate to their means and needs. When the Special relocation Program started in 1993 several studies<sup>1</sup> pointed to the need to build about half a million homes, which did take into account the existence of a large amount of clandestine and precarious construction. In 20 years, the country has built one and a half million new homes, technically ending the housing deficit. Nevertheless, there are still problems related to the degradation of the housing stock in old urban centres, the mobility needs of families and to housing costs which remain high, particularly those related to renting. It is in this context that the expression “*so many people without a home and so many homes without people*” takes on a new dimension, because there is no longer a housing deficit in Portugal, but rather difficulties in gaining access to housing.

A cursory reading of the indicators provided by the National Statistics Institute<sup>2 3</sup>, by *Pordata*<sup>4</sup> and by the National Institute for Housing and Urban Renewal, I.P. (IHRU)<sup>5</sup> shows how the country evolved in matters related to housing in recent decades.

First, it is necessary to pay attention to the demographic evolution in Portugal which can be summed up in the following elements:

- The total fertility rate, which in<sup>6</sup> 1970 was 2.99, has fallen consecutively, and in 2011 was 1.35, a figure that dropped to 1.21 in 2013;
- The gross reproduction rate<sup>7</sup>, which was 1.46 in 1970, fell to 0.66 in 2011, a figure that in 2013 was 0.59;
- The average family size<sup>8</sup> went from 3.7 people in 1970 to 2.6 in 2011;
- The population ageing index<sup>9</sup> presents a dramatic evolution. In 1970 this figure was 34.0 and rose to 127.8 in 2011, placing Portugal among the most aged countries of the European Union (EU-27);
- When we compare the data from the 2011 census with the data from 1970, we see that the number of individuals grew 21.9%, but the number of nuclear families<sup>10</sup> grew 72.4%;
- One-person households increased by 369% in the aforementioned period, and already accounted for 21.4% of nuclear families in 2011, covering 8.3% of individuals<sup>11</sup>;
- Portugal presents a demographic recession with a negative natural<sup>12</sup> balance of 23.8 in 2013, as has been the trend since 2008, the last year when this indicator was positive, with a figure of 0.3. Also, net migration has<sup>13</sup> been falling since 2009, negative since 2011, with a figure of 24.3;
- As regards the extent of the housing stock and urban expansion, the following is emphasized:
  - Between 1970 and 2011, according to the respective censuses, the number of conventional family dwellings increased<sup>14</sup> from 2,702,215 to 5,859,540, representing a growth of 116.8%. However, this growth was not accompanied by a respective increase in nuclear families, over the same period, which was 72.4% as referred to above;

- According to the census in 2011 there were 735,128 vacant dwellings<sup>15</sup>, a figure that in 1970 was 73,950, i.e. they have almost doubled. But if we compare this indicator with the 1981 Census (190,331 vacant dwellings) it is noted that vacant dwellings quadrupled in the last 30 years;

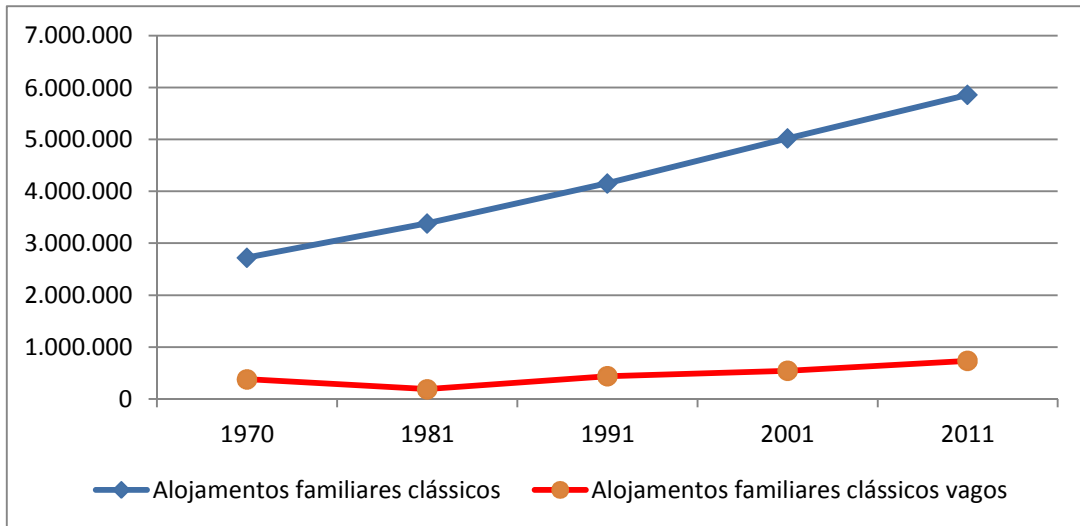


Fig. 1 - Family dwellings (1970-2011)

- The per capita housing stock increased from 0.31 to 0.55 between 1970 and 2011 and<sup>16</sup> the ratio of conventional family dwellings per family increased from 1.15 to 1.45;
- We conclude, therefore, that on par with the growth of the housing stock, there was a similar increase in the number of vacant dwellings, going from a chronic deficit in housing to an abundance of housing stock.

Turning to the analysis of the forms of conventional family dwelling occupancy, it can be seen that renting, which in the 1970 census represented almost 46% of the forms of dwelling occupancy, fell to around 21% in 2011<sup>17</sup>. On the other hand, there was an increase in privately-owned permanent dwellings, which rose from 54.5% in 1970 to almost 79% in 2011<sup>18</sup>.

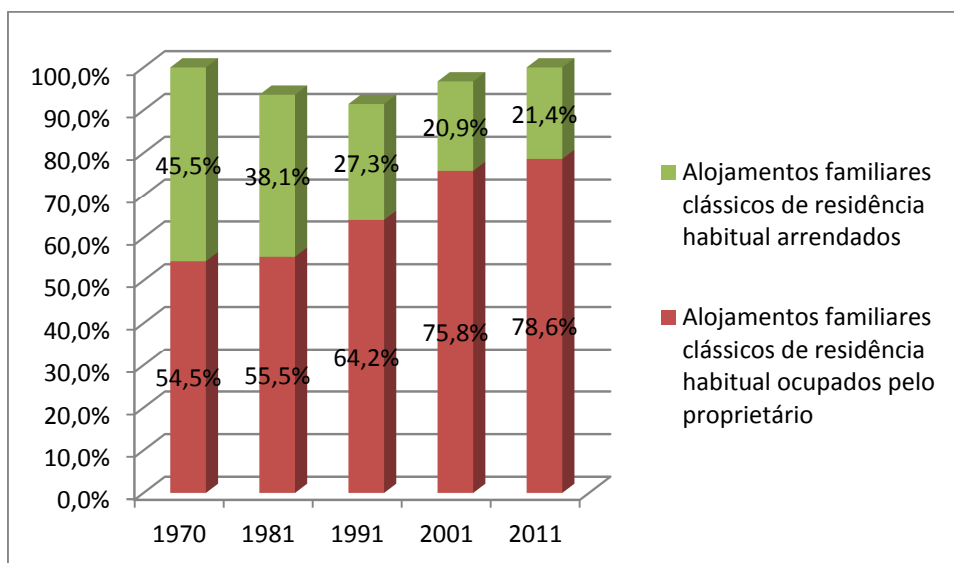


Fig. 2 - Forms of dwelling occupancy

As regards the areas and types of dwellings Portugal was, in 2011, the fifth Member State of the European Union with the highest average number of rooms per dwelling (4.98) and was the third with the largest average useful area per<sup>19</sup> dwelling (109.1 m<sup>2</sup>). These two indicators grew continually across the censuses of the past 50 years. In 1970 the average number of divisions was of 3.42 and the useful average area per dwelling was 88.9 m<sup>2</sup>. In 1970 the T0 to T2 types represented 30% of all conventional family dwellings. Forty years later, in 2011, these types represented only 11.2%. Contrary to demographic trends, the proportion of larger dwellings has increased dramatically in these 40 years.<sup>20</sup>

The variation in under-occupied and<sup>21</sup> overcrowded<sup>22</sup> conventional family dwellings from 2001 to 2011 is also noted. In 2001 these indicators were 56.9% and 16.0%, respectively. In 2011 they evolved to 64.9% and 11.2%. In other words, in this 10-year interval, the under-occupied dwellings increased 28.2% and the overcrowded dwellings decreased to 20.8%

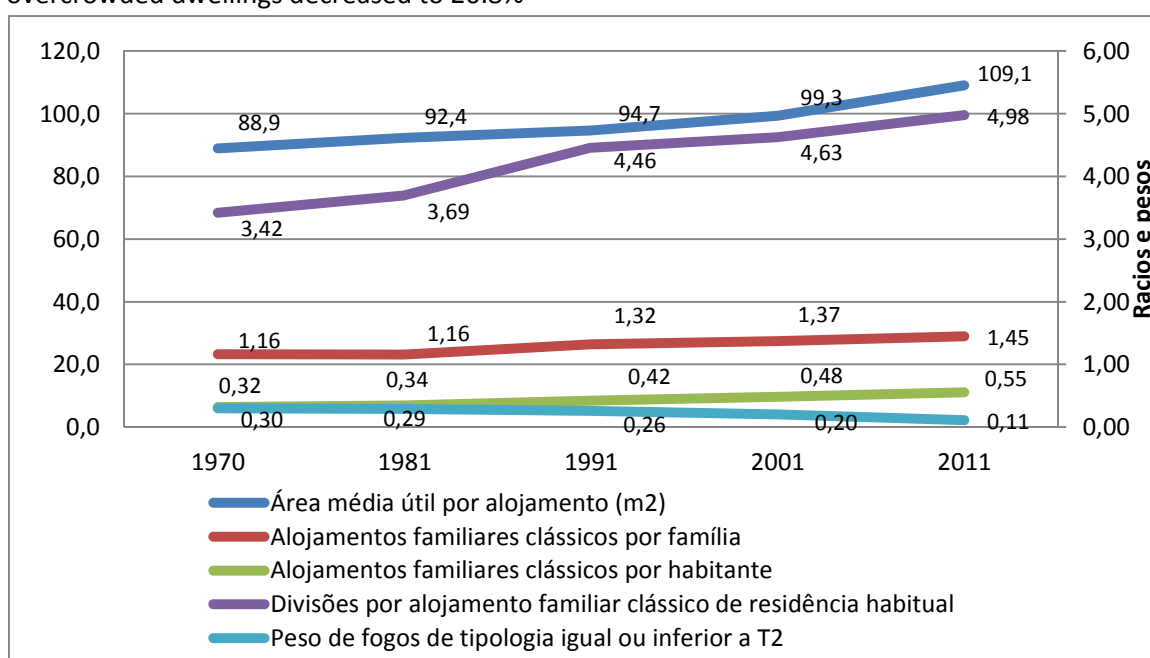


Fig. 3 – Family dwellings – area, ratio and typology evolution (1970-2011)

- In Portugal in 2011 there were about 120,000 social housing dwellings, representing 3.3% of the total housing stock for ordinary residence<sup>23</sup>. This percentage is lower than that of most European countries such as, for example<sup>24</sup>, Germany (5.0%), Italy (5.3%), Belgium (7.0%), Ireland (8.7%), France (17%) or the United Kingdom (18%);
- Over 13% of urban buildings are in possession of undivided estates, which is higher than 10% in Lisbon and Porto, and there are municipalities where they represent 30%<sup>25</sup>;
- Regarding the conservation status of the building, we highlight the following: in 2011, censuses revealed a country with about one million buildings in need of repair work, 59,155 of which are very degraded (representing 1.67% of the buildings), 97,157 need major repairs (representing 2.74%) and 244,303 need average repairs (6.89% of the buildings). That is, there are about 400,000 buildings that are in need of significant work;
- Of these, more than 20% of the buildings built before 1919 are very degraded or in need of repairs<sup>26</sup>. The same is true for 15% of buildings built between 1919 and 1945;



- 14.4% of the building stock was built after 2001<sup>27</sup> and only 25.4% of the buildings standing in 2011 are from before 1960, i.e. are older than 50 years;

As for equipment, comfort and quality of the dwellings it is important to highlight the following:

- In 2011, 98% of conventional dwellings were equipped with running water, a toilet, bathroom with bath or shower and sewage system<sup>28</sup>, and the infrastructure where the greatest shortcomings were identified were the shower or bath (in 2% of dwellings) followed by the toilet in 1% of dwellings;
- These indicators show a very positive evolution, in 1970 only 60% of dwellings had sewage systems, 58% sanitary facilities, 47% tap water, and 32% a shower or bath;
- In 2011, only 0.3% of conventional dwellings (11,785 dwellings) did not have electricity;
- The evolution in so-called non-conventional dwellings is particularly significant<sup>29</sup>; in the 30 years elapsed between the censuses of 1981 and 2011. Of the total of 45,660 precarious dwellings recorded in 1981, there were only 6,612 in 2011, i.e. a reduction in excess of 85%, resulting from the strong momentum of the relocation programmes, especially PER.

As for home loans and indebtedness, the main focus is the following data:

- National and family indebtedness as a result of home ownership loans shows change in the sense that the number of dwellings with acquisition costs<sup>30</sup> as increased nearly six-fold over the 30-years that elapsed between the 1981 and 2011 census. In 1981 there were 216,485 dwellings with acquisition costs, a number that rose to 1,253,342 dwellings in the 2011 censuses;
- From the data provided by the General Directorate of Treasury and Finance (1994 and 2007) and the Bank of Portugal (from 2003 to 2013), we conclude that the loans to purchase housing increased from about 3 billion Euros in 1994 to approximately 19.6 billion Euros in 2007, when it reached its maximum. In 1994 there were 84,445 housing loan beneficiaries, a number that rose to 2,351,160 at the end of 2013 (an increase of 2,700%). The balance of mortgage loans at the end of 2013 amounted to 110.9 billion Euros, a figure that peaked in March 2011, at 120.4 billion Euros;
- Another important indicator of indebtedness relates to the increase in the figure of overdue housing loans, which increased from 1.8 billion Euros in September 2009 to 2.7 billion Euros at the end of 2013. This is a 50% increase, although the last figure merely represents 6.2% of the number of granted housing loans.

As for the weight of building rehabilitation in the construction sector, the following is worth noting:

- In 2011, the weight of rehabilitation in the construction sector with regard to production volume was merely 8%, which is a small percentage when compared with the average of the 28 EU countries which was 26%<sup>31</sup>;

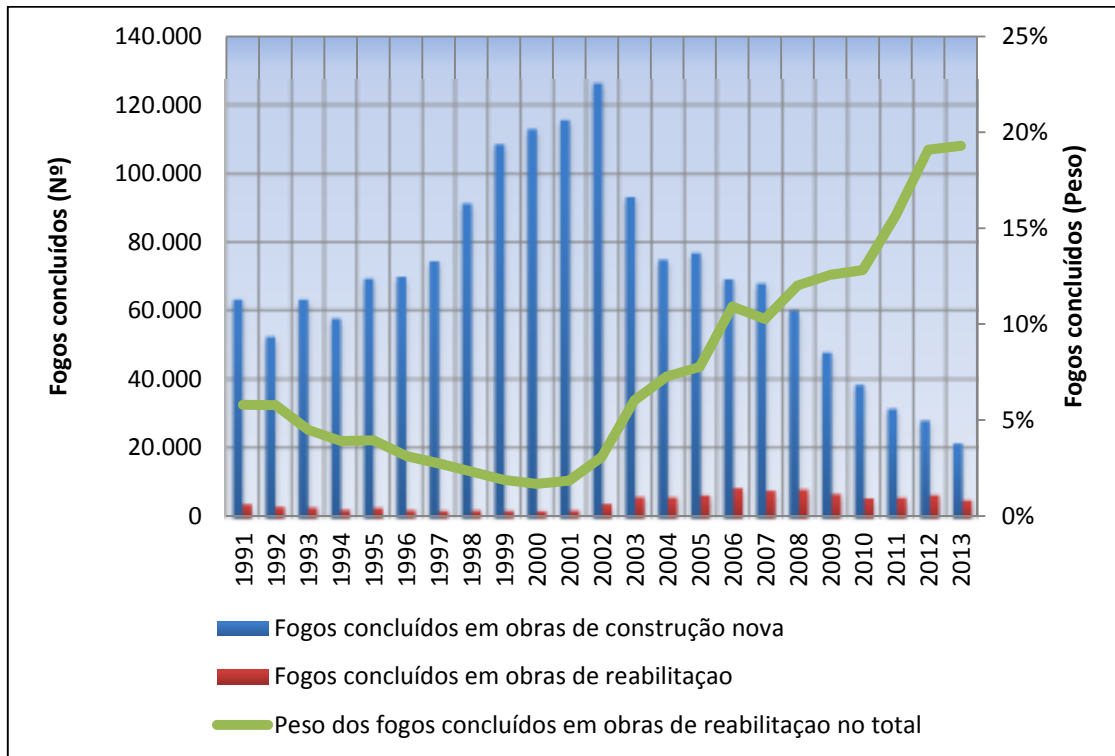


Fig. 4 – Evolution of the number of completed dwellings and the weight of dwellings completed through renovation works (1991-2013)

- As regards the dwelling rehabilitation segment in 2001 this represented 1.8% of completed dwellings (2,168 dwellings out of a total of 117,775 dwellings), which rose to 15.6% in 2011 (5,814 dwellings out of 37,195 dwellings), but this was strongly influenced by the 75.2% reduction in so-called new construction housing units completed in this period<sup>32</sup>;
- The European productivity average in the rehabilitation of buildings stood at 34.9% in 2011, while in Portugal it was 26.1%<sup>33</sup>;
- When we analyse these data in absolute numbers, it can be seen that the highest number of rehabilitated dwellings (8,479 dwellings) occurs in 2006, a figure that had been increasing from its lowest figure of 1,925 dwellings in 2000<sup>34</sup>. From 2006 to 2010, the number of rehabilitated dwellings decreased even if not steadily.

As regards rental and transaction figures, the following elements are mentioned:

- The average amount of transacted urban property<sup>35</sup> rose from €33,822 in 1992 to €125,992 in 2008, an amount that stood at €99,869 in 2013.
- The average rent value suffered a significant change between 2001 and 2011, passing from €123 to €235. In the case of the cities of Lisbon and Porto these values ranged from €118 to €269 and from €94 to €191, respectively<sup>36</sup>;
- It is noted that in 2011, over 50% of existing lease agreements date from 2001 onward, and leases dated prior to 1991 represented 34.5% of dwellings<sup>37</sup>.

It should be added that in the 25 years between 1987 and 2011, the State Budget made a direct investment of 9.6 billion Euros in various public policies related to housing:<sup>38</sup>

• Home loan interest-rate subsidies	7,046 .6 M€	(73.3%)
• Resettlement programs	1,353.4 M€	(14.2%)
• Incentives to lease	803.8 M€	(8.4%)
• Direct promotion programs of the ex-IGAPHE	193.9 M€	(2.0%)
• Building rehabilitation programmes	166.6 M€	(1.7%)
• Social security rent benefits	29.2 M€	(0.3%)
• Housing Development Contract Programmes	13,9 M€	(0.1%)

In conclusion, the indicators presented above show us that as housing development and supply increased, these became increasingly expensive, contrary to what would be expected. And this increase took place in a way that diverged sharply from the evolution of disposable income of Portuguese families.

The contraction of the rental market, a process that had already started in the first half of the last century as a result of the freezing of rents, and has remained and even widened after 25 April, 1974 [carnation revolution], caused the investment in the rehabilitation of old housing stock to decline, contributed to rent increases and to a reduction in the supply of homes for rent.

The politics of promoting and financing the acquisition of private housing, which could have compensated the retracting of the rental housing market, ended up having a perverse effect in price increases and contributed to the accumulation of a very high levels of debt by the State, the banking sector, companies and households, made worse in connection with a high number of vacant dwellings. Related public and private investment that neither contributed nor enabled to familial access to housing.

These politics promoted the expansion of urban peripheries, in many cases segregated and in poor conditions, they generated vast surfaces of “artificial land”, added house-work commutes and exponentially increased energy consumption for transportation.

In the case of historic centres, these policies increased local costs, promoting only very costly building rehabilitation solutions.

While economic and demographic changes became evident - the reduction in the size of families, an ageing population, desertification of the interior, mobility needs due to changes in the labour market and the stagnation of household disposable income - the production of housing continued to provide the same dwelling typologies, almost exclusively in urban expansion, with new construction aimed at home ownership, under the same funding model and where new normative and regulatory requirements were systematically added, which raised the quality of housing, but made licensing more complex and development more expensive.

On the other hand, and as a result of liabilities undertaken under credit agreement for the purchase of owner-occupied homes, families found themselves in a situation where they were tied to these homes, with reduced labour mobility.

Urban growth associated with the appearance of large buildings has also introduced a new set of problems related to the management of condominiums. In fact, the horizontal property regime favours

unanimous decision-making mechanisms leading to situations in which conflicts take precedence over the need to find solutions to the condominium. On the other hand, it is necessary to ensure funds are put into a reserve to guarantee the rehabilitation of the building and avoid constraints concerning building maintenance and conservation.

The economic and social crisis that became notable from 2008/2009 onward, consummated the collapse of the construction and the real estate sector, already in decline since 2001/2002.

The contraction verified in the 10 years preceding 2012 was greater than 50% and made the sector lose more than 350 thousand jobs, accounting for more than 23% of the total national unemployment.<sup>39</sup>

And despite what was perceived by the various political, social and economic agents at the turn of the century about the need to change policies that negatively influenced this sector, the financing model of spatial planning policies, through lease and urban rehabilitation, unfortunately failed to materialize the reforms that would have allowed a timely change of course.

The reform of urban leases adopted in 2006, to update real estate value by increasing IMI [property tax], by tying rent updates to the building conservation status and allowing grievance processes to delay this update, increased the distrust of investors in relation to the rental market in Portugal and did not contribute to revitalise urban rehabilitation, as shown by the decreasing trend in rehabilitated dwellings from 2007 onward.

The review that is being promoted by the XIX Government, of the entire regulatory framework for spatial planning and the financial model, is aimed at the adoption of standards for the containment of urban perimeters, encouraging urban development which is planned and subject to prior scheduling and tendering, i.e. with preliminary verification of actual economic and financial viability of investments (public and private).

Thus, together with the importance of planning functions incumbent on local authorities, land reform also aimed at simplifying procedures and reducing preliminary costs, thus creating the necessary conditions for investment and shared responsible.

It is in this context and with this diagnosis, that the present National Strategy for Housing (ENH) intends to continue and develop new solutions in the fields of urban renewal, housing and rental of accommodation.

## II. OPPORTUNITIES



Contemporary civilizational dynamics effect constant change on the daily life of societies and people, foremost among them the issues of housing, urban environment, urban planning, spatial planning and the role played by cities.

Overcome the inertia and the natural temptation continue using models that lasted many decades is the main challenge of this ENH.

The financial and budgetary crisis which hit the country, and that led to the external bailout agreement signed on 17 May, 2011, aggravated the existing economic and social crisis and highlighted the urgency in changing various paradigms that determined public policy for decades.

The various versions of the Strategic Housing Plan, previously developed, the first for the 2008/2013 period, the second for 2009/2015 and the third to 2011/2020, were based on the maintenance of all public policies and programs that were no longer viable given the new budgetary, financial, economic and social realities of Portugal after the US subprime crisis 2007/2008.

With the Economic and financial assistance programme (PAEF) and the resulting strong budgetary constraints, a slowdown in activity in the housing sector, which was affected by the existence of a significant amount of arrears dating back to the 2004, financial commitments up to 2023, charges related to the amortization of loans until 2029 and a increasing debt that had to be contained.

At the end of the PAEF, we are faced with various opportunities to reform models and to replace concepts upon which public policies with direct influence on habitation, construction, real estate and urban rehabilitation are based:

### 1. The new model of financing

Almost all public policies of the last decades related to housing were based on subsidies entirely supported by the State Budget.

This financing model became unworkable because the borrowing capacity of the State and public entities is largely outdated and because the banking sector no longer has the funding capacity it had up to 2008.

Without prejudice to the eventual need for programmes financed in full, including those related to social housing and relocation operations, the funding model to be developed should be based on the ability for projects to generate financial sustainability, or, where that is not possible, in the ability for promoters to assume the responsibility for providing previously assessed means necessary to finance any deficits, in a clear and transparent fashion.

The new community funding cycle (2014-2020) and the partnership agreement "Portugal 2020" open up for the first time the possibility to finance housing projects around urban rehabilitation operations.

Finally, almost 30 years after European integration, it can be stated that housing is now on the

list activities eligible for Community financing, through policies related to energy efficiency and urban regeneration.

## **2. Technical rules and regulations of construction**

There have been numerous attempts to revise the General Regulation for Urban Buildings (RGEU) approved in 1951. Of these, several specific changes and a large number of diplomas, rules and regulations (over 900) remain, whose complexity prevents their full understanding and proper implementation.

The system of minimum standards, created in 1951, ensuring health and living conditions for the buildings of the time, was successively altered and deployed in multiple schemes over the past 60 years, resulting in a complex scheme, which did not incorporate the specificity of urban rehabilitation, conceived and designed as it was to address the significant volume of new buildings that characterize the construction sector of the last 50 years.

It is necessary to amend this legislative and regulatory framework, with a different approach to the diverse types of housing solutions and ensuring adequate rules for different buildings, promoting the rehabilitation of existing buildings and habitability in urban centres.

Recent reforms at the level of the legal system for spatial planning have introduced the necessary differentiation of rules to be applied in urban rehabilitation operations, favouring building recovery, but promoting the simplification of urban licensing as well as the exemption thereof, which reflect the effort to make promoters of urban operations accountable, which requires the creation of simplified and unifying instruments regarding constructive norms which are easily understood and applied and enable effective supervision and enforcement.

## **3. Urban regeneration and rehabilitation of the building**

In recent decades we have seen an expansion of Portuguese urban centres unparalleled in our history. This phenomenon added the possibility of urban building areas being approved by the administrative entities in charge of municipal spatial plans, which if implemented would easily address any needs resulting from urban growth.

This model of growth and urban expansion originated the "doughnut effect" of emptying urban centres, mainly the historical centres, where most empty dwellings with poor living conditions were located. Today, we are faced with the limitations of this planning policy, which produced new construction and made older urban areas less competitive.

The commitment to reverse this situation entails the incentive to the creation of urban rehabilitation areas (ARU) with associated tax and financing measures related to the rehabilitation of older buildings and the promotion of housing for rent.

There is an urgent need to commit to urban regeneration, which involves repopulating the old centres, rehabilitating their buildings, revitalizing their economic activities and rejuvenating their population.

In this context, the value of the built heritage and the protection of the archaeological heritage should be seen as an asset with economic and social return.

#### **4. The revitalization of the urban rental market**

Many of the difficulties facing Portugal today, result from the fact that it postponed fundamental reform to the urban rent fund until 2012.

The rent freeze that started in 1910, was resumed in 1948 in the cities of Lisbon and Porto and extended to the whole country in 1974, lasted until 1985.

The rental market was retracting and the rent figures rose as the housing stock for rent was in decline and older housing stock deteriorated.

The alternative access to housing offered by credit for home ownership, which up until 2002 benefited from a system of discounts, was no longer available from 2008 onward.

This situation caused a large number of families to be in a position where they owned their own homes, but did not have the means to support the respective tax, condominium, insurance and conservation work costs. This is a situation the scope of which has increased, and for which transition mechanisms to rental solutions should be found.

Since the 50s laws have established various mechanisms to overcome the consequences of rent freezes: rent deposits, arbitration committees, enforcement work, the possibility for tenants to act in place of the landlords for the purpose of carrying out work, systems for determining the state of repair, obligations to resettle, compensation for improvements.

These policies have transformed the investment in the lease and in the rehabilitation of housing into a high-risk business, added to the slowness of justice system when it came to resolving disputes.

The result is evident in the degradation of the oldest housing stock.

Reversing this situation entails creating enough confidence to attract private investment for leasing and recovering the housing stock and by defining savings mechanisms and instruments for the future periodic conservation of this housing stock.

With the implementation of the reform of the urban rent scheme in 2012, we are witnessing increased market dynamism, which allows house rental to be the main alternative for families looking for a home and for promoters who cannot sell their properties.

#### **5. Social transformation**

The idea that a house is a place for life, long associated with the idea of workplace stability, with connection to the house where you live, fell apart with globalization, with the improvement of the means of transport and communication and with social and economic changes arising therefrom.

Recent economic and social change accelerated a change in the behaviour of society, families were confronted with heavy investments in home ownership and the consequent lack of mobility resulting

therefrom. New families unable to make the large investments required to buy their own house, and facing a stagnant housing market, began to choose renting.

Property is no longer a safe investment, constantly increasing in value, and came to represent for many families a burden and lack of mobility.

The tradition and culture created around the idea of a house for life are undergoing a change that has effects on the mobility of families, housing types and forms of occupancy.

The social transformation that has been witnessed demands a response capable of providing the mobility of labour and to promote a higher quality of life.

## **6. The importance of social housing in the fight against poverty and social exclusion**

At a time when the country is emerging from one of the most serious economic and social crises in living memory, the fight against poverty and social exclusion entail, along with job creation and social benefits, improved solutions to housing and habitat issues.

In this context, 120,000 social houses prove to be insufficient to meet needs and makes it necessary to develop models that ensure the mobility of social housing stocks and its availability for families whose incomes does not allow them access to decent housing on the market.

On the other hand, management that promotes the conservation and maintenance of this housing stock, and promotes shared responsibility models for tenants, with the fulfilment of their obligations, whether in the preservation of the real estate or in the payment of rent, should be ensured.

It is also necessary to promote regeneration measures for the most deprived urban areas and the eradication of precarious accommodation centres.

## **7. Climate change and the reduction of greenhouse gas emissions**

Climate change is now a serious problem and a real threat to any society.

In Portugal, we are seeing a worsening of extreme weather phenomena that have direct consequences on the security of people and goods and in the national economy: forest fires, coastal erosion and tornadoes.

In addition, the trend of reduced precipitation and increased temperature and the frequency and intensity of heat zones also have profound influence on the activities of the domestic industry and the consequent relationship with the buildings and associated equipment, particularly in terms of climate.

In this context, urban regeneration processes should promote resilience to risks and local vulnerabilities associated with climate change.

Reducing emissions of greenhouse gases is one of the main goals of the "Europe 2020" strategy.

In Portugal, and as regards the role of housing in this challenge, there are two sectors that can be positively influenced by urban rehabilitation processes, and a dynamic rental market: construction and transports. Urban regeneration and a dynamic rental market must contribute to modernize the



building stock, improve its energy efficiency and reduce household energy consumption. On the other hand, the regeneration of city centres allows the reduction of commuting and the reduction of emissions of air pollutants resulting from the use of personal vehicles.

Buildings account for significant amounts of global energy consumption, defining consumption mainly for heating, cooling and powering electrical appliances. Since there is still power consumption in the buildings sector in Portugal which can be reduced, this may be another factor in the development of sustainable construction.

Increased energetic efficiency of buildings is a considerable contribution toward reduced energy demand and carbon emission. Thus, actions must be developed that allow the construction of energy efficient buildings.

### III. INTERACTION WITH OTHER POLICIES

A strategy with national ambition, a long time horizon and goals as diverse as these must necessarily be articulated with other strategic documents in preparation, development or implementation, and other public policy measures in Portugal and in Europe taken into account, as well as the contributions of society and non-governmental organizations.

Documents related to the economic policies and the main European policy guidelines, tax reforms, measures related to the spatial planning and the environment, proposals relating to the construction and real estate sectors and the plans for social action are particularly relevant. Those documents are the following:

- Partnership agreement signed with the European Commission, Portugal 2020;
- National Reform Programme, March 2011;
- Strategy Europa 2020;
- Commitment to the Sustainable Competitiveness of the Construction Industry, signed in March 2013;
- Commitment to Green Growth, MAOTE, September 2014;
- Rehabilitate the past, build the future, AICCOPN, 2014;
- National Action Plan for Energy Efficiency (Strategy for Energy Efficiency – PNAEE 2016);
- National Action Plan for Renewable Energy (Strategy for Renewable Energy – PNAER 2020);
- Strategic Framework for Climate Policy (QEPiC);
- National Programme for Climate Change (PNAC 2020);
- National Programme on Spatial Planning Policy (PNPOT);
- National Policy on Architecture and Landscape, MAOTE 2014;
- Green Taxation Reform, September 2014;
- Social Emergency Programme, September 2011;
- Social rental market, July 2012;
- Action Plan for the Integration of Disabled;
- National Strategy for Adaptation to Climate Change (ENAAAC 2020);
- National Strategy for the integration of Roma Communities, April 2013;
- National Strategy for the Integration of Homeless People – 2009/2015;
- V National Plan for the Prevention of Domestic and Gender Violence – 2014-2017;
- Strategic Plan for Migration 2015-2020;
- Strategic Plan for Housing - 2008/2013; Make it Happen Urban Regeneration, Confederation of Portuguese Industry (CIP), may 2011;

- National Strategy for Housing, Spatial Planning Institute, April 2014;
- Sustainable Cities 2020 Strategy, Spatial Planning Management.

It is essential to ensure interaction with the entities and those responsible for strategies and action plans associated with these documents, which aims to achieve through the governance of the National Strategy for Shelter model, presented in chapter VII.

With regard to economic issues and EU funding, the European 2020 Strategy and the Partnership Agreement Portugal in 2020 are especially important, as are their respective operational programs that carry out funding allocation.

The European 2020 Strategy aims at a European Union with a knowledge-based economy, capable of sustainable economic growth with more and better jobs, greater social cohesion and respect for the environment.

The partnership agreement Portugal 2020 adopts the principles advocated in the European 2020 Strategy and establishes the interventions, investments and funding priorities for smart, sustainable and inclusive growth.

In this context, the Sustainable Cities 2020 strategy sought to strengthen the strategic dimension of the role of cities in the various domains of the 2020 Strategy. Anchored in a sustainable urban development paradigm, it is a guiding document for spatial planning development, highlighting the challenges faced by cities in the 2014-2020 period, focusing on the different areas that influence urban sustainability, and in relation to which the performance of Portuguese cities will be evaluated through the Urban Sustainability Index.

As for environmental and energy sustainability, guidelines for the reduction in the emissions of gases with greenhouse effects, energy efficiency measures, green taxation, the production of energy from renewable sources and climate change adaptation are essential.

With regard to fighting poverty and social exclusion, it assumes the priority of significantly reducing the number of people at risk of or in poverty or social exclusion, where the various documents for fighting poverty, the integration of immigrants and ethnic minorities, and preventing domestic violence and gender are relevant.

## VISION

### ENABLE PORTUGUESE FAMILIES ACCESS TO HOUSING

The present ENH has as its main motivation the creation of conditions that enable families access to housing.

Ease of access regarding price, location, quality, comfort, safety, accessibility, typology, form of occupancy, mobility and the surrounding environment.

It is about combining the public policies to attract private investment, articulating economic and fiscal policies to create wealth, and generate savings and diversity in housing offerings.

It is about adjusting the legal framework to new economic, social and demographic realities, contributing to the revitalization of urban rehabilitation, rental housing and the qualification of accommodation.

### THREE CORNERSTONES, EIGHT CHALLENGES

The vision presented above is based on three thematic cornerstones:

#### 1. URBAN REHABILITATION

Rehabilitation and urban regeneration is one of the main challenges for the future development of urban policies in Portugal, as well as a unique opportunity to learn more about the oldest human occupations of urban centers and capitalize on them for their own promotion of these towns and encourage tourist activities. Recover the competitive role of old urban areas, promote their repopulation and the recovery of their buildings, housing in particular, these are some of the greatest ambitions of this ENH. They represent a shift in the paradigms that gave priority to urban expansion and new construction.

#### 2. HOUSE RENTAL

House rental is the alternative to the acquisition of own housing in a context of decreased banking financing capabilities, contraction of household disposable income and the need for debt reduction, emerging as the main route to develop affordable housing and meeting the new family mobility requirements.

Rehabilitation and urban regeneration, with the capacity to promote housing in competitive terms, as a counterpoint to the decline in new construction and the end of urban expansion, are inseparable from a dynamic rental market responding to the problem of access to housing.

#### 3. QUALIFICATION OF ACCOMMODATION

The path followed by the country in the last five decades with regard to the qualification of accommodation is absolutely outstanding.

It is important to carry on this path, taking advantage of technological innovations, focusing on

energy efficiency measures, eradicating precarious accommodation centres and eliminating situations that persist in the absence of basic accommodation conditions in relation to water and electricity supply and the dwellings' sanitary equipment.

These cornerstones unfold into eight challenges that are detailed in a set of measures and actions presented below.

## THE CHALLENGES OF URBAN RENEWAL

### 1. Encourage long-term conservation of the building

The need to create conditions to save valuable architectural urban heritage in Portugal is one of the great challenges of the coming years. Such an endeavour entails enabling saving, developing tools to financially support investors, establishing maintenance and repair routines and habits, and defining sustainable financing mechanisms for the conservation and rehabilitation of the building stock.

Concomitantly, it is important to promote an adequate legal and institutional framework that allows for more efficient management of condominiums for the responsible pursuit of maintenance goals and building conservation.

Conserving and rehabilitating a building has to be cheaper than building a new one.

### 2. Reduce costs and simplify licensing for building rehabilitation

The transversal nature of building construction associated with increased regulation of the sector, has generated enormous complexity in knowledge and applicability of different rules and regulations published by different administrative entities.

These rules and regulations designed for new construction are unfit in a context of urban rehabilitation, where the specific nature of the building must be taken into account before intervening.

The rehabilitation of a building cannot be subject to the same type of requirements as a new build. Any construction can and should be able to evolve, simply on the basis of new sources of noncompliance with supervening technical requirements, or the worsening thereof.

Simplification of processes and the reduction of their costs underlies the recent legislative changes in this area and is an essential condition for the promotion of urban renewal.

### 3. Attract investment for the rehabilitation of the housing stock

Investment in existing housing stock should be based on each operation's sustainability criteria, ensuring the economic viability of the property, combined with the revitalization of the neighbourhood.

We need the private sector to invest significantly in this area, focusing on the rehabilitation of buildings for house rental, and creating a new supply of apartments in central areas of major urban centres of the country.

The capacity to attract this investment necessitates a climate of confidence in the urban rental be created.

## THE CHALLENGES OF HOUSE RENTAL

### 4. Streamline the rental market

The financing model developed for loans for home ownership is exhausted and the economic, social and urban dynamics impose alternative housing offers are found, the viability of which means renting.

It is necessary to continue with the urban rental reform measures, providing the market with risk mitigation instruments aimed at making it more dynamic, increasing the supply of homes for rental and consequently reducing rents.

### 5. Integrate and enhance neighbourhoods and social housing

The role of social housing is very important for the diversification of rental offers, in particular those that are aimed at families with less means.

The newly supported accommodation scheme introduces several innovations in the housing stock management model, the system for calculating rent figures, social protection mechanisms and the creation of conditions to increase mobility in social housing.

The qualification and integration of social housing in urban areas and its dynamism and economic recovery are crucial challenges in the near future.

## THE CHALLENGES OF THE QUALIFICATION OF THE ACCOMMODATIONS

### 6. Contribute to social inclusion and the protection of the disadvantaged

Housing conditions are one of the essential elements for the cohesion of a family and its stability.

There are still many situations of precarious lodgings, marginalised communities, homeless people and lodgings without habitability conditions or severely deteriorated in historical centres which persist in Portugal.

The social protection of elderly tenants and tenants in need covered by the NRAU rent update process in schemes approved in 2006 and 2012, should also receive special attention in the set of challenges proposed in this ENH.

## **7. Meet the new social and demographic realities**

The last decade has confirmed several significant changes in Portuguese population and demographics.

The average size of families decreased, the number of elderly has increased and the number of people living alone has risen significantly.

The diversification of accommodation types and household mobility needs pose new challenges as to the types and dominant housing typologies of the future, namely the reduction in the size of the houses, their flexibility and adaptation to disability cases.

## **8. Promote the improvement of housing conditions**

Housing, urban infrastructure and transport are some of the areas that most benefited from the innovation and technological development which has come about since the industrial revolution.

Construction materials, equipment, supply and communication networks, construction solutions and security issues represent some of the areas and materials that contributed to outstanding results in housing production, which improved its availability, safety, comfort and accessibility.

The challenge is to continue this path of improving the general conditions of accommodation, bearing in mind that cost cannot limit or in any other way negatively affect access to housing.

## V. MEASURES AND INITIATIVES

It is intended that the challenges identified above are overcome through the implementation of a set of measures and initiatives which are systematically presented as files below.

Each index card identifies the measure and presents it in its framework, along with its aims, the actions to develop in order to achieve it, the managers and the main difficulties that must be overcome.

It covers measures and initiatives of a transversal and integral nature, regardless of its legal, economic, financial, fiscal, budgetary, social, technological, scientific or organic nature.

The ENH should not be seen as the sum of these measures or initiatives, but as a process of gradual adjustment, aiming to achieve results in the near future in some cases and in others further away.

As can be seen in chapter VI concerning the goals and indicators, there is a concern with establishing time horizons associated with the 2021 and 2031 censuses, to determine and plan the set of results to be achieved.

But these quantifications have not been transposed to the measures and initiatives files, intentionally, since individually budgeting for and quantifying them was not justifiable.

There is a commitment to a strategy of change, which feature multiple challenges. Thus, this proposal may not require an existing factor for its success in order to satisfy certain economic conditions. For this reason, the greatest challenge of this work is to find in the working mechanisms and organization of our society, the ability to overcome the limitations of funding and debt and to create and seize the opportunities that arise.

Portugal 2020 and the measures associated with the next cycle of multi-annual community financing are very important opportunities for achieving this strategy's goals.

Naturally, it is expected that the evolution of the economic and financial situation of the country and its public accounts in the next years eventually allow an increase in the means and in the support for the execution of this Strategy, because a reduction of the budget deficit, an improvement of the available family income, a reduction of the unemployment fee, a reduction of the volume of indebtedness of the State, families and the companies and positive economic growth rates are expected.

The success or failure of this ENH will depend on the response we have at every point in the near future to the following question:

**Are we or are we not guaranteeing Portuguese families access to housing?**



## Urban rehabilitation

### Encourage long-term conservation of the building

<b>Measure 1.1.1</b>	<b>Create a new system of reserve funds for the buildings to ensure their future conservation.</b>
Context	The reserve fund figure was created by Decree-Law n.º. 268/94, of 25 October. Although the constitution of the fund is mandatory, poor supervision has contributed to a significant part of condominiums not establishing the respective reserve fund or having misused it for operating expenses. Remaining in the current situation, in a near future, condominiums will not be able to pay for periodic conservation work, because they are not guaranteeing the necessary financial resources to this end.
Aims of the measure	<p>Create an effective system of savings through reserve funds for all buildings under horizontal property or in total property, within urban perimeters, with simple mechanisms of collection and management of revenue to finance periodic conservation work on buildings.</p> <p>Define a system for calculating the figure of the annual reserve fund instalment that is set to the value of the building and that changes with age.</p> <p>Clearly separate the funding for regular building costs from periodic conservation costs.</p> <p>Promote the transfer of existing reserve funds to the new system.</p> <p>Create a of management and protection scheme for the reserve funds, associating tax benefits to it.</p> <p>Provide the municipalities with easy access to reserve funds for coercive works.</p>
Actions to develop	<p>Alter the Civil Code regarding condominiums and Decree-Law n.º 268/94 of 25 October.</p> <p>Create a new scheme for building reserve funds.</p>
Competent authorities	Institute for Housing and Urban Rehabilitation, I.P. (IHRU, I.P.), Institute of Public Markets, Real Estate and Construction, I.P. (IMPIC,I.P.), Tax and Customs Authority (TA), Commission Markets and Securities (CMVM) Supervisory Authority for Insurance and Pension Funds (ASF), National Association of Portuguese Municipalities (ANMP).
Main difficulties	<p>Having an efficient system of periodic collection of instalments intended for the reserve fund.</p> <p>Ensuring the inspection of compliance with condominium obligations.</p>

## Urban rehabilitation

### Encourage long-term conservation of the building

#### Measure 1.1.2

#### Change the horizontal property constitution scheme and ensure correct management of condominiums.

Context	<p>Horizontal property and its constitution are defined in the Civil Code and applicable regulations require, in most situations, unanimous decisions by the condominiums to correct errors, inaccuracies or even changes that can optimize the use of buildings.</p> <p>In this context, the adjustment of the horizontal property scheme becomes especially relevant.</p>
Aims of the measure	<p>Create a simple and expeditious process of horizontal properties correction when errors or inaccuracies occur, and establish mechanisms for decision by majority vote.</p> <p>Change the working of condominiums with regard to decision-making in the assemblies, accountability of and the delay penalty for apartment owners, a more expeditious debt recovery and the management of fire and multi-risk insurance.</p> <p>Establish rules on the activity of condominium management and special management mechanisms for large condominiums.</p>
Actions to develop	<p>Change the Civil Code as regards condominium management and the constitution of horizontal property and the Decree-Law n.º 268/94 of 25 October.</p> <p>Review the legislation on the powers of public bodies concerning horizontal property buildings, in order to facilitate action by these entities.</p> <p>Approve a legal framework for regulating the activity of condominium management and administration.</p> <p>Create manuals to support the management of condominiums.</p> <p>Review the mechanisms of debt collection.</p>
Competent authorities	IHRU, INCI, ISP, DGT, IRN.
Main difficulties	Establish balanced rules that simultaneously prevent abuses by and do not violate the rights and guarantees of condominiums.

## Urban rehabilitation

### Encourage long-term conservation of the building

#### Measure 1.1.3 **Improve municipal tools for the promotion and rehabilitation of building which are dilapidated or in ruins, and the use of vacant buildings in consolidated urban areas.**

Context	<p>The penalty defined by administrative entity in charge of IMI, with a tripling of the tax for vacant buildings or ruins, aims to make the respective owners use and rehabilitate these buildings.</p> <p>Furthermore, municipalities can also top up the IMI rate applicable to dilapidated urban buildings, that is, those who, considering their condition, do not satisfactorily fulfil their function or that may endanger the safety of people and property.</p> <p>However, these measures have not been use very frequently, nor have they produced the expected results, with a large number of vacant buildings still in a state of disrepair and in need of rehabilitation.</p> <p>It is necessary to guarantee a greater effectiveness of these instruments, considering the simplification of the procedures associated and the creation of mechanisms simplifying the associated procedures and creating mechanisms that guarantee the generalisation of the planned penalties, encourage owners that are in these conditions to rent, sell or rehabilitate the buildings in question.</p> <p>On the other hand, the agencies can determine the necessary conservation works to address poor health or safety conditions or to improve the aesthetic aspect of the building, on pain of being compelled to carry them out, pursuant to Legal Regime of Urbanization and Building. However, they are often confronted with the inability to identify the owners of the buildings, which prevents the exercise of power in the public interest.</p> <p>It is important to create rules within the legal framework of public housing assets in order to make the presumption that real estate without a known owner is state property work, as happens in the case of rustic buildings.</p>
Aims of the measure	Considering a change in the tax penalty instruments for vacant buildings and ruin.
Actions to develop	<p>Change the Decree-Law n.º 159/2006 of 8 August, vacant building scheme.</p> <p>Change the Decree-Law n.º 280/2007, of 7 August.</p>
Competent authorities	IHRU, AT, DGT, DGTF.
Main difficulties	Controlling the factors which modify or increasing the fiscal penalty, such as sale or licensing of building works.

## Urban rehabilitation

### Encourage long-term conservation of the building

#### Measure 1.1.4

#### Promote the rehabilitation of public spaces aimed at safety and improved accessibility.

Context	<p>The rehabilitation of public spaces cannot be guided only by aesthetic or comfort-based concerns, neglecting the relation between space and behaviour, with direct consequences to the safety and quality of life of citizens.</p> <p>CPTED strategies<sup>40</sup>(Crime Prevention Through Environmental Design) and DOC (Designing Out Crime) have<sup>41</sup> allowed solutions aimed at improving security in public spaces to materialize. This type of methodology enables the promotion of the construction of public, semi-public or private spaces better suited to pedestrians, with a view to prevent crime in urban areas, to reduce sites that increase the chance of unwanted behaviour and provide greater security to those who use these spaces.</p>
Aims of the measure	<p>It is intended that the projects for the creation or rehabilitation of public spaces start respecting crime prevention strategies through environmental design, incorporating sustainability concerns through measures of efficient resource usage and respect accessibility standards for people with disabilities.</p> <p>The measures of efficient resource usage aim to ensure energetic efficiency actions, the modernisation of public lighting, reduction of air emissions, efficient water management, waste collection and the prevention and management of risks related to climate change.</p>
Actions to develop	<p>Establish and disseminate standards and best practices for projects for the rehabilitation of public spaces, based on policy by the European Committee for Standardization and the CPTED Good Practice Guide prepared by the General Directorate of Internal Affairs.</p> <p>Ensure that the projects of rehabilitation of public spaces start respecting these norms, measures of efficient resource usage and accessibility norms, and that these are consecrated in the evaluation of the applications for public financing.</p>
Competent authorities	CCDR, DGT, IHRU, I.P., ANMP.
Main difficulties	It is about new approaches that matter and that must be shared with the various agents that are part of each rehabilitation process.

## Urban rehabilitation

### Encourage long-term conservation of the building

#### Measure 1.1.5

#### Provide tools that support the evaluation of the state of repair of buildings.

Context	<p>There are no tools that support owners and investors in evaluating the economic viability of the buildings and of the respective rehabilitation operations.</p> <p>The MAEC (Conservation Status Assessment Method) has been designed for limited use in determining the state of repair of the buildings in the scope of the New Urban Rental Scheme and needs to be updated.</p> <p>With the NRAU reform operated by Law n.º 31/2012, of 14 August, the use of MAEC was limited to cases of assessment of state of repair for the purpose of IMI exemption.</p>
Aims of the measure	<p>Create a tool that is available on the Internet to support owners and investors in assessing the economic viability of building rehabilitation, taking into account the respective operating costs, the rehabilitation works, the cost of financing and the rent to be charged.</p> <p>This tool can serve to evaluate horizontal or total property buildings.</p> <p>The aim is to adapt and develop the existing MAEC model so that it can be used by all agents involved in rehabilitation of the current housing stock, as well as for the assessment of buildings in ruin.</p>
Actions to develop	<p>Create and implement the IT platform for the evaluation of the economic viability building rehabilitation.</p> <p>Change the MAEC and the existing computer simulator, so that it is used by all entities (technical, owners and municipalities) involved in building rehabilitation processes.</p>
Competent authorities	IHRU, I.P., IMPIC, I.P., National Statistics Institute (INE), LNEC, ANMP.
Main difficulties	It requires the intervention of technicians with suitable training.

## Urban rehabilitation

### Reduce costs and simplify licensing for building rehabilitation

<b>Measure 1.2.1</b>	<b>Codify the legal framework for construction, simplify regulations and create a good practices manual.</b>
Context	<p>The measures, norms and regulations concerning aspects related to construction are spread across a large number of legal diplomas, that in some cases are more than 40 years old.</p> <p>There have been several initiatives to review the RGEU, published in 1951, which did not result in a new legal diploma.</p> <p>On the other hand, most of the legislation on construction was designed for new builds and did not take into account the needs and constraints of rehabilitating old buildings, for which it is necessary to create specific solutions, which guarantee the structural safety and seismic resistance of these buildings, based on best practices and innovative techniques and materials, which must be known.</p>
Aims of the measure	<p>Provide the sector with a Construction Code that unifies all the legal provisions on construction.</p> <p>This code must take into account the differentiation of habitation types in function of the respective construction solutions and prioritise rehabilitation measures for buildings constructed before the RGEU.</p>
Actions to develop	<p>Develop and adopt a new construction and rehabilitation code, revoking the RGEU and other legislation related to construction, integrating the various schemes, namely safety regulations, technical housing form and others.</p>
Competent authorities	<p>IHRU, I.P., IMPIC, I.P., Statistics Portugal (INE), LNEC, ANMP</p>
Main difficulties	<p>It is a lengthy and complex process given the proliferation of legislation in force.</p> <p>It is important to perform this work in consultation with the relevant public and private entities, as well as orders and professional associations.</p>

## Urban rehabilitation

### Reduce costs and simplify licensing for building rehabilitation

<b>Measure 1.2.2</b>	<b>Employ the exceptional scheme for urban rehabilitation and disseminate the best practices guide.</b>
Context	<p>With the publication of Decree-Law no. 53/2014, of 8 April, RERU (exceptionally located Urban Rehabilitation Scheme) was approved and the process aimed at simplifying and reducing the costs of the rehabilitation work on buildings intended for housing was initiated.</p> <p>It is a pioneering initiative, that requires outreach initiatives with public entities and training promoters of rehabilitation operations, because many of the rehabilitation operations are no longer subject to municipal license.</p>
Aims of the measure	<p>Disseminate knowledge and the application of RERU, especially with municipalities and specialists and investors in building rehabilitation.</p> <p>Evaluate which measures and solutions will be developed in order to obtain expense reductions in carrying out rehabilitation operations.</p>
Actions to develop	<p>Promote RERU disclosure and dissemination actions.</p> <p>Evaluate the possibilities and the usefulness of solutions that allow an additional containment of costs in rehabilitation interventions.</p> <p>Integrate RERU with the system of indicators of INE urbanistic operations.</p>
Competent authorities	IHRU,I.P., IMPIC,I.P., LNEC, INE.
Main difficulties	Nothing to report.

## Urban rehabilitation

### Reduce costs and simplify licensing for building rehabilitation

#### Measure 1.2.3

#### Enhance tax incentives for the rehabilitation of old buildings.

Context	<p>Building rehabilitation work is subject to significant preliminary costs and taxation.</p> <p>RERU has helped lessen these costs, and it is also important that, in fiscal terms, the rehabilitation of buildings is less costly.</p> <p>It is justifiable that there is differentiation in the tax burden between new builds and building rehabilitation in order to encourage investment in the latter.</p>
Aims of the measure	<p>Ensure that, in fiscal terms, building rehabilitation is treated more favourably than new builds.</p> <p>Thus, in respect of tax incentives for building rehabilitation work should be also equated is application to all services related to studies, preparatory projects of rehabilitation works, including the archaeological work.</p> <p>Should be considered an update of incentives for urban rehabilitation taking into account the incentives for rehabilitation of buildings for lease and that the vacant dwellings should not have any kind of tax relief.</p> <p>As an incentive to urban rehabilitation, the threshold for collection concerning rehabilitation work must be increased gradually.</p> <p>The tax exemptions should distinguish owned habitation from rented habitation, privileging the last one and in this case weighing up its adjustment to the amortization period of the financing contracted in the framework of the financial instrument for building rehabilitation.</p>
Actions to develop	Considering the review of the incentives for urban regeneration.
Competent authorities	AT, IHRU, I.P. ANMP.
Main difficulties	The changes proposed above are progressive and their impact does not represent a problem for tax revenue.



## Urban rehabilitation

### Reduce costs and simplify licensing for building rehabilitation

#### Measure 1.2.4 Pursue the reform of the building cadastre with the aim to create a single identity card for each building.

Context	<p>The Portuguese land register is currently flawed, whereby a significant part of the country does not have up-to-date information, and where the unification of information necessary as is the availability of tools that allow the latter to be digitalised.</p> <p>Reform of the land register is crucial to achieve a thorough knowledge of the territory, focused on a single system of cadastral information and its dissemination across all public administration. It is a project with a very wide temporary horizon, without immediate result.</p> <p>The cadastre has the building (land) as a reference unit, through the Association of 3 fundamental dimensions: geometry (including geographical location), land matrix and land register on the basis of a Single Building Identification Number (NIP).</p> <p>The added value of this reform is a more streamlined knowledge of reality on the ground, bringing together in a single support the various elements associated with it, size, location and ownership, with an important contribution to the effectiveness of spatial planning policies and risk management.</p> <p>The building layout (identification and location) is a common frame of reference for a vast set of Public Administration services, constituting an instrument promoting gains in efficiency and transparency in the decision-making procedures of the public services, as well as an essential tool for transparency in the diverse processes associated with immovable property promoted by private individuals.</p>
Aims of the measure	<p>Implementing the reform and modernization of the building cadastre, allowing the creation of a single source of property information that integrates the three key components of the building: geometry, registration matrix and land register.</p> <p>Reduction, on a long-term basis, of preliminary costs related with the processes of registering building sales and rentals.</p>
Actions to develop	Approve and implement the reform of the building cadastre
Competent authorities	DGT, AT, IRN,I.P., INE,I.P., ANMP.
Main difficulties	Increased litigation around building ownership.

## Urban rehabilitation

### Attract investment for the rehabilitation of the housing stock

#### Measure 1.3.1

#### Create a financial instrument meant to encourage the full rehabilitation of buildings for housing.

Context	<p>In Portugal there are about 400,000 buildings in need of significant repair works and an equally significant number of derelict and very deteriorated buildings, located in urban centres.</p> <p>The recovery of this old housing stock presents itself as one of the great challenges of the coming decades.</p> <p>The current financing conditions and guarantees required from owners make it virtually impossible for most of them to have access to credit to carry out rehabilitation work on these buildings.</p>
Aims of the measure	<p>Create a financial instrument that allows the assignment of repayable funds, enabling easier access to credit for owners seeking to finance building rehabilitation work.</p> <p>Establish that this funding is for the full rehabilitation of buildings, favouring those used for housing and interventions that can stimulate the rental market, in order to create a supply of affordable rents.</p>
Actions to develop	<p>Establish the mechanisms of the financial instrument and its sources of financing.</p> <p>Promote its operationalization and disclosure.</p>
Competent authorities	IHRU, I.P., Agency for Development and Cohesion, I.P. (AdC).
Main difficulties	Coordinating with banking entities and obtaining attractive financing conditions.

## Urban rehabilitation

### Attract investment for the rehabilitation of the housing stock

<b>Measure 1.3.2</b>	<b>Increase the urban areas covered by areas of urban renewal (ARU) and urban rehabilitation operations (ORU).</b>
Context	<p>The figures from the fields of urban renewal and urban rehabilitation operations created in 2009, within the legal framework of urban renewal, and changed in 2012, are designed to constitute the foundations of urban rehabilitation processes.</p> <p>The approval of an ARU has the effect of, among others, enabling municipalities to delimit land with priority for urban rehabilitation and to define fiscal benefits associated to the municipal taxes on real estate.</p> <p>It is noted these instruments are still not being fully used by the municipalities and that it is important that awareness of them is spread, with the particular aim of expanding urban rehabilitation operations.</p>
Aims of the measure	Contribute to the gradual increase in urban areas covered by urban renewal and urban rehabilitation operations, paying particular attention to the implementation of urban rehabilitation operations.
Actions to develop	<p>Disseminate the support handbook for the demarcation and approval processes for urban renewal areas and urban rehabilitation operations, as well as promote training actions and awareness of this issue.</p> <p>Encourage the implementation of urban rehabilitation operations in all situations in which the urban renewal area has been approved.</p>
Competent authorities	IHRU,I.P., Commission for Coordination and Regional Development (CCDR), Municipalities.
Main difficulties	Nothing to report.

## Urban rehabilitation

### Attract investment for the rehabilitation of the housing stock

#### Measure 1.3.3 Develop new measures for the regeneration of deprived urban areas

Context	<p>A significant number of deprived slums still exist in Portugal in which the lack of urbanistic conditions, poverty, social stigma and the lack of opportunities tend to be related and to sustain the mechanisms of destitution and exclusion.</p> <p>Precarious housing estates, social estates, urban areas of illegal genesis and deteriorated urban areas with high habitational density are some of the examples that characterize this reality.</p>
Aims of the measure	<p>Identify, delimit and characterise the urban areas in need where cumulative problems of physical deterioration, material and social privation and exclusion phenomena are observed, in order to prioritise intervention.</p> <p>Develop local programs of urban regeneration that articulate the urban regeneration and social empowerment measures, of belonging to the place and identity with it, based on actions against poverty and for social inclusion.</p>
Actions to develop	<p>Prepare the work of identifying, delimiting and characterizing the urban areas in need.</p> <p>Identify and disseminate sources of financing intended for local development of urban regeneration actions that should be the responsibility of the municipalities or of partnerships between them and other entities present in the intervention areas.</p>
Competent authorities	IHRU, I.P., AdC, DGT, Institute of Social Security (ISS), CCDR, Municipalities.
Main difficulties	Find the necessary funding and define intervention priorities, bearing in mind that the aim is to develop medium/long term actions.

## Urban rehabilitation

### Streamline the rental market

#### Measure 2.1.1 Proceed with the revitalization of the urban rental market and make its efficient monitoring possible

Context	<p>The reform of urban rental has contributed towards revitalising the rental market, and there are very positive indicators on decreasing rental costs and increased offering of houses for rent.</p> <p>However, the goal of promoting greater revitalization of this market is maintained, through the increased confidence of the agents and attracting investments.</p> <p>It should be noted that, for example, there is a need to continue to improve and strengthen the means of streamlining dispute resolution proceedings, particularly in the BNA, or the possibility of creating a rental insurance mechanism that reduces risk for investors.</p> <p>For this purpose, monitoring the rental market is essential, in a way which enables its evolution to be known and the corresponding policy measures to be adjusted. This action should include the creation of a Subcommittee of the National Monitoring Commission provided for in the governance model of the current ENH and which allows for the intervention of the representative associations of owners and tenants and real estate agents. Furthermore, it should be noted that there is a significant proportion of undeclared rentals that feed a parallel market that needs to be curtailed.</p>
Aims of the measure	<p>Make the rental market more efficient, thereby increasing investor confidence, in order to increase the supply of homes for rent and contribute towards reducing rents. Also enable efficient monitoring of the urban rental market.</p>
Actions to develop	<p>Continue with the monitoring of the rental market and follow-up on reform. Assess, within the monitoring framework, new measures to improve market efficiency, especially in instances of dispute resolution and the promotion of market confidence.</p> <p>Create a follow-up rental monitoring committee, as a subcommittee of the National Commission for Monitoring of this strategy.</p> <p>Create oversight mechanisms to deal with the parallel rental market.</p>
Competent authorities	<p>IHRU, I.P., AT, Directorate-General for the Administration of Justice (DGAJ).</p>
Main difficulties	<p>Nothing to report.</p>

## House rental

### Streamline the rental market

#### Measure 2.1.2 Reduce the tax burden on costs and income related to rental housing.

Context	<p>There is a tremendous change taking place in the construction and real estate sector alongside social changes and changes in housing needs. Real estate appreciation is no longer an accepted fact. Families have greater mobility needs related to work offers.</p> <p>The reform of urban rentals and the creation of the flat rate for rental income are some of the measures aimed at giving rentals a new role in responding to housing needs.</p> <p>It is envisaged that renting will be an alternative to privately owned housing and be subject to a more favourable tax treatment.</p>
Aims of the measure	<p>Make a positive tax differentiation between renting and privately owned housing, provided the building is not vacant for longer than six months.</p> <p>Tax exemptions may distinguish privately owned housing from rental housing, where the latter is favoured and, in this case, setting the amortisation of contracted loans in the context of the financial instruments for building rehabilitation.</p> <p>Other measures may be, moreover, developed, such as the weighting of the increase of the incentives in deduction on taxable income under the IRS for expenditure on rents and the progressive reduction in the level of taxation of this type of income.</p>
Actions to develop	<p>Considering a review of the applicable tax rules, in order to favour rental over privately owned housing.</p> <p>Amendment of the IRS, IRC, IMI and IMT codes.</p>
Competent authorities	AT, IHRU, I.P.
Main difficulties	The changes proposed above are progressive and that their impact does not become a constraint on tax revenue.

## House rental

### Streamline the rental market

#### Measure 2.1.3 Reform and encourage the spread of the conditional rental scheme.

Context	<p>Urban rental in Portugal has been organised around two types of systems: free rental, which for many years was affected by the processes of rental freezing, and social rental.</p> <p>The conditional rental system never had great support, in that, since 1990, with the publication of the Urban Rental System, determining rent figures was limited by the dwelling's up to date value, determined in accordance with the Code on Valuations.</p> <p>Only after the approval of the IMI Code in 2003, and the updating of the tax figures of the buildings completed in 2013, did it become feasible to fully implement this system of determining rent values.</p> <p>Furthermore, the conditional rental scheme applied only to very specific situations resulting from the burden arising from instances of the transfer of ownership of controlled cost dwellings.</p> <p>With the publication of Law n.º. 80/2014, of 19 December, which amended conditional rental and indexed rental figures to property tax figures calculated in accordance with IMI, new conditions have been created for wider adoption of this rental system.</p>
Aims of the measure	Spread the application of conditional rent, creating a new rental offer at affordable prices.
Actions to develop	<p>Create the financing program for the rehabilitation of buildings for housing rentals based on the conditional rent system.</p> <p>Promote and divulge this rent system.</p>
Competent authorities	IHRU, I.P.
Main difficulties	Coordinating with banking entities and obtaining attractive financing conditions.

## House rental

### Streamline the rental market

#### Measure 2.1.4

#### Consolidate the social rental market.

Context	<p>Since 1973 there have been intentions to create a national rental exchange. However, only almost 40 years later, was the Social Rental Market (MSA), launched on 26 June 2012 under the social emergency programme, bringing the idea of national rental exchange to fruition, providing 2,000 rental dwellings, with figures 30% lower than those offered in the market.</p> <p>Almost three years later, the MSA already has a portfolio of almost 4,000 rental properties at rents that are on average 50% below market figures, thereby creating a dynamic mechanism in the rental market and ensuring a considerable offering of affordable rental housing.</p> <p>The properties are intended for permanent housing, preferably for middle-income families, who do not meet the conditions to access the free market for housing.</p>
Aims of the measure	<p>Consolidate and extend the MSA initiative across the entire national territory, simultaneously promoting the increased offer of dwellings in this segment.</p> <p>Allow new entities to become members of the MSA.</p>
Actions to develop	<p>Reach an agreement with the banks, IGFSS and other entities for more dwellings to be made available to rent.</p>
Competent authorities	<p>MSA, IHRU, I.P., IGFSS, I.P.</p>
Main difficulties	<p>Nothing to report.</p>



## House rental

### Streamline the rental market

#### Measure 2.1.5 **Create conditions for the development of insurance products that include rental insurance.**

Context	<p>The insurance business is of the utmost importance to convey security in the relationships between apartment owners and ensure that, in case of disaster or accident, there are conditions to repair the damage.</p> <p>Although fire insurance is compulsory, some of the condominiums do not purchase it. On the other hand, the possibility of other disasters occurring is substantially greater as the buildings age and there is no requirement on the purchase of multi-risk insurance.</p> <p>Rental insurance can be a very important form of insurance for the person entering into a rental agreement and wanting to ensure that they are protected against the lack of rent payments. There are still very few insurance products of this kind in Portugal and it is important to make them widely available.</p> <p>These measures can contribute toward increasing the value of the building and protecting all parties against accidents and disasters.</p>
Aims of the measure	<p>Contribute to greater security of the landlords when renting their homes and for tenants who will not have to pay significant security deposits.</p> <p>Simplify and unify multi-risk and fire insurance and create conditions for condominiums to effectively protect communal areas and recover from damage caused by accidents or malfunctions in the building.</p>
Actions to develop	<p>Creation of the rental insurance through its own statute.</p> <p>Establish the requirement for multi-risk insurance that include fire insurance.</p> <p>Allow the development of multi-risk insurance products that include rental insurance.</p> <p>Define the conditions under which the condominium replaces the condominium to purchase multi-risk and fire insurance.</p>
Competent authorities	IHRU, I. P., ASE.
Main difficulties	Take into account the limitations placed by legislation on personal data protection.

## House rental

### Streamline the rental market

#### Measure 2.1.6 Implement the constitution of investment funds that provide housing for rent.

Context	<p>During the term of real estate investment funds for housing rentals (FIIAH), various constraints were discovered related to the minimum amounts, with the participation of entities through swap operations and the associated tax benefit schemes.</p> <p>Since this is a new reality and one that is still taking its first steps, the investment in the FIIAH can prove to be a significant contribution to boosting the rental market.</p> <p>It is important to ensure that the FIIAH buildings allocated to rental housing only have tax benefits if they are leased for a certain minimum period.</p>
Aims of the measure	<p>Attract more investment for the rehabilitation of buildings earmarked for housing rental through the FIIAH.</p> <p>Contribute to the urban regeneration of the historic centres.</p> <p>Create proprietary entities and major landlords with greater financial and investment capacity.</p>
Actions to develop	<p>Considering the adjustment of the Statute on Tax Benefits.</p> <p>Adequacy of the rules governing real estate funds and the FIIAH and SIIAH.</p>
Competent authorities	IHRU, I.P., ASE, CMVM.
Main difficulties	Nothing to report.

## House rental

### Integrate and enhance neighbourhoods and social housing

#### Measure 2.2.1 Reform, implement and disseminate the supported rental system.

Context	<p>After several initiatives that have taken place over the last 15 years, a supported rental scheme has been published through Law n.º 81/2014, of 19 December.</p> <p>This statute now allows the unification of all rental schemes of social nature that are implemented by the various public bodies, whether central or local administration, and created new conditions to make sue of the same concepts, rules and criteria in these rentals.</p> <p>The new supported rental scheme introduced an aspect of greater social justice, by including in the calculation of the rental amount, the dimension of household, the age of the tenants, benefitting the aged, and households with a larger number of dependents, in addition to having reduced the rent calculation factor from 8% to 6.7%.</p>
Aims of the measure	<p>Realising the application supported rental scheme by all the entities of owning social housing.</p> <p>Supporting entities during the transition process from the schemes in use to the new scheme in order for the process to be completed within two years.</p> <p>Increase mobility in the social housing districts, thereby providing housing for the most impoverished households.</p>
Actions to develop	<p>Disseminate the supported rental scheme.</p> <p>Enshrine access to public funding in order for the rehabilitation of social housing neighbourhoods to subject to the full implementation of this scheme.</p>
Competent authorities	IHRU, I.P., CCDR, IGFSS, I.P., Municipalities.
Main difficulties	Adaptation of IT systems and impact of change in rental scheme in cases of rents that have not been updated in recent years.

## House rental

### Integrate and enhance neighbourhoods and social housing

#### Measure 2.2.2

#### Modernise the management of the social housing stock and create tools to coordinate and optimise this management.

Context	<p>With the publication of Law n.º 81/2014, of 19 December, a set of tools were defined to optimise and modernise the management of the social housing stock.</p> <p>One such instrument is the electronic platform that will be developed and maintained by IHRU and includes a database of social housing buildings and tenants.</p>
Aims of the measure	<p>Simplify the collection of elements for determining the value of the supported rents, by facilitating the monitoring process of asset and income data of the tenants available at Social Security and the Tax and Customs Authority.</p> <p>Speed up the process of updating rentals through the collection of income from tenants.</p> <p>Create a system for the automatic collection and processing of housing applications that will be forwarded to relevant public bodies.</p>
Actions to develop	<p>Develop an electronic platform designed to register all the buildings and members of households tenants of social housing, as well as housing applications.</p> <p>Ensure the operation and maintenance of the electronic platform and the dissemination of its use at the social housing bodies.</p>
Competent authorities	IHRU, I.P., Agency for Administrative Modernisation, I.P. (AMA), Institute of Informatics, I.P. (II, I.P.), AT, INE, I.P., AT, Municipalities.
Main difficulties	The time that is needed for the development and implementation of the platform should be two years.

## House rental

### Integrate and enhance neighbourhoods and social housing

<b>Measure 2.2.3</b>	<b>Create new solutions for the conservation of social housing buildings that are in condominium.</b>
Context	<p>As a result of the sales processes of housing to tenants, there are many social housing buildings in which the property is fully fractional and where public authorities, which were the previous owners of the entire building, still hold some fractions, but which can no longer intervene on their own initiative, to carry out maintenance and improvement works.</p> <p>A significant part of these buildings is large-sized and the administration of the respective condominium exhibit operating deficiencies.</p> <p>In addition, because of the economic deprivation of many of these households, often the owners do not participated in carrying out periodic maintenance work and do not contribute to the condominium's reserve fund.</p> <p>This situation has created a deadlock, given that many of the social habitation buildings, in which fractions were sold, are degrading rapidly. There are situations, for example where the use of the elevators has been prevented due to the lack of maintenance and certification.</p>
Aims of the measure	<p>Create conditions for period maintenance work to be performed in the social housing buildings, where some of the autonomous fractions have already been sold, when the joint owners do not have the means to contribute towards the condominium costs.</p> <p>Create sole and successive liability measures to enable the work execution and subsequent compensation.</p>
Actions to develop	<p>Create a special scheme for the accomplishment and financing of periodic maintenance work in social habitation buildings that are on horizontal property.</p> <p>Consider mechanisms for the repurchase of fractions.</p>
Competent authorities	IHRU,I.P., Municipalities.
Main difficulties	Find sources of financing and the legal means to perform periodic maintenance work in the place of joint owners.

## House rental

### Integrate and enhance neighbourhoods and social housing

#### Measure 2.2.4 **Transfer the social housing stock to the municipalities and optimise the management and maintenance of the housing stock of the central administration.**

Context	<p>The transfer processes to the cities of the social housing property owned by ex-IGAPHE, IHRU e IGFSS were being developed next to the cities that had expressed interest in this situation and practically depleted, while major housing stock remained under the control of various central government bodies.</p> <p>Most of these bodies do possess the technical or logistical conditions to ensure the management of their housing stock.</p> <p>It has become a priority to, from the perspective of efficient management of resources (financial, technical and human), concentrate the management of public assets in a single entity, which will optimise the asset management system and will also allow the development of a more qualified response to the tenants.</p>
Aims of the measure	<p>Ensure the transfer of the social housing stock of the State to the municipalities intend to purchase it.</p> <p>Ensure the coordinated and efficient management of the housing stock that is owned by central government bodies and public enterprises as well as non-housing stock available in the same buildings.</p> <p>Improve the management and maintenance of the housing stock property of the State.</p>
Actions to develop	<p>Maintain the possibility of transfers of social housing to the municipalities.</p> <p>Ensure, in legal terms, the permits in order for the transfers required to concentrate the housing stock within a single body. Before each transfer deadline will be given for municipalities to opt to receive this stock.</p>
Competent authorities	IHRU, I.P., DGTF, involved public bodies.
Main difficulties	Nothing to report.

## Housing qualification

Contribute to social inclusion and the protection of the disadvantaged

### Measure 3.1.1

### Eradicate the nuclei of precarious housing.

Context	<p>In 1981, the censuses identified 45,660 non-convention dwellings, i.e. precarious, slum-like or removable constructions.</p> <p>In the 2011 census this figure dropped to 6,612 dwellings, to which should be added about 3,000 illegal constructions, having been regarded as conventional dwellings, will have to be demolished and the households relocated.</p> <p>In this context, also relevant is the situation of households who have permanent accommodation in campsites.</p>
Aims of the measure	Complete the eradication of all non-conventional dwellings, as well as that of precarious non-conventional dwellings, and proceed with the relocation of their respective families.
Actions to develop	<p>Create a programme to fund the relocation of the occupants of these dwellings within a specific timeframe, giving priority to solutions involving the rehabilitation of existing buildings that are unoccupied.</p> <p>Provide social housing that is unoccupied in order to carrying out resettlement.</p>
Competent authorities	IHRU,I.P., Portugal Tourism, Municipalities.
Main difficulties	Find the financial means to bear the costs of this program.

## Housing qualification

Contribute to social inclusion and the protection of the disadvantaged

### Measure 3.1.2

#### Developing and implementing the social protection model of the tenants affected by the transition of the NRAU.

Context	<p>The new urban rental scheme approved by Law n.º 6/2006, of 27 February, and amended by Law n.º 31/2012, of 14 August, and 79/2014, of 19 December, has made provision for the possibility of terminating rental agreements concluded prior 1990 and their transition to the new scheme, on the initiative of the landlord, with the updating of rent figures, taking into account the taxable amount determined in accordance with the IMI code.</p> <p>Tenants with contracts concluded prior to 1990 are, in most cases elderly with health and mobility problems, and that are, in a significant portion of the cases, living alone.</p> <p>Over the last 5-year period of the transition to the new scheme, tenants who have shown lack of economic means, have their rent limited debt-service rate applied to the income of the household.</p> <p>As of November 2017 and in particular from 2018, the NRAU five-year transition ends and rents will be increased to a maximum amount corresponding to 1/15 of the taxable amount of the rented property.</p>
Aims of the measure	<p>Know and identify the population of tenants whose contracts are subject to the transitional period provided for in NRAU, and characterise their housing situation, income, health and household composition.</p> <p>Define the social support model that will be provided to these tenants at the end of the transition period for the rental agreements.</p> <p>Monitor the evolution of the transition process.</p>
Actions to develop	<p>Approve the statute that it establishes social support model of the NRAU.</p> <p>Define the forms of organisation and coordination of the various public bodies that will accompany this reform.</p>
Competent authorities	<p>IHRU, I.P., AT, ISS, I.P.</p>
Main difficulties	<p>Find the financial and logistical means needed to support the defined social model.</p>



## Housing qualification

### Contribute to social inclusion and the protection of the disadvantaged

#### Measure 3.1.3 Ensure the access of the victims of domestic violence to housing.

Context	<p>The V National Plan for Preventing and Combating Domestic and Gender Violence 2014-2017 establishes the need to protect the victims and promote their integration by defining emergency reception and accommodation as essential elements to support the victims and ensure their safety. The Measure 26 of the Plan determines the promotion of measures to support the lease for victims of domestic violence.</p> <p>Since 2012 there has been a coordination of efforts among the public entities, including municipalities, by concluding an agreement with the ANMP, in order to give priority to victims of domestic violence in the allocation of social housing, to provide housing to low-cost rental or support victims in demand for housing. Similarly, it was celebrated with IHRU a protocol to create a housing stock in the social housing stock available, enabling accommodate the situations of victims of domestic violence.</p> <p>The supported rental scheme, approved by Law n.º 81/2014, of 19 December, contemplated the possibility of allocating housing to individuals or households in instances of a need for urgent housing, including victims of domestic violence, as well as obligation, whenever situations permit, setting, by rental agencies preferred criteria in tender procedures to award housing in supported rent regime, regulating, in this case, Article 45 of Law N.º. 112/2009, of 16 September.</p> <p>Improvement in the coordination of the different bodies involved is still required, in order to provide integrated speedier and effective responses to the victims of domestic violence.</p>
Aims of the measure	Promote capacity building and empowerment of victims by creating conditions that promote access to housing.
Actions to develop	<p>Continue to support the expansion of the network of emergency and reception centres for victims of domestic violence.</p> <p>Gradually increase the availability of housing for the permanent housing of victims of domestic violence.</p>
Competent authorities	Commission for Gender Equality (CIG), IHRU, I.P., Municipalities.
Main difficulties	Ensure the management of opportunities that arise to respond to requests and find the financial means to provide more accommodation.

## Housing qualification

Contribute to social inclusion and the protection of the disadvantaged

### Measure 3.1.4

### Promoting the increase of housing solutions for the homeless.

Context	<p>The national strategy for the integration of homeless people 2009-2015 provides access to housing as one of the main and strengthening measures currently available, in particular on increasing the housing stock available for situations of an emergent nature.</p> <p>The social housing stock has been a relevant response for households in financial need and who are no longer in a position to maintain their accommodation or for instances where people, who as a result of the most diverse situations and events, have been left chronically, periodically or temporarily homeless.</p> <p>It is important to ensure two types of response by social housing Park: that related to temporary hosting in emergency situations and the definitive relocation in emergency situations.</p>
Aims of the measure	<p>Increase the number of accommodation units for homeless people under the management of private institutions for social solidarity.</p> <p>Increase the number of dwellings to be provided in the housing stock to the permanent accommodation of people who are homeless or at risk of losing access to housing.</p>
Actions to develop	<p>Continue providing support to the extension of the network of reception centres for homeless people.</p> <p>Progressively increase the provision of permanent housing for people who are homeless or at risk of losing access to housing.</p>
Competent authorities	ISS,I.P., High Commissioner for Migration (ACM), IHRU,I.P., Municipalities.
Main difficulties	Ensure the management of opportunities that arise to respond to requests and find the financial means to provide more accommodation.

## Housing qualification

Contribute to social inclusion and the protection of the disadvantaged

### Measure 3.1.5 **Promote the integration of ethnic minorities and immigrants and the improvement of their housing conditions.**

Context	<p>In Portugal there are several immigrant communities and ethnic minorities, especially immigrants from Portuguese-speaking African countries and the Roma communities.</p> <p>It is in these communities that several instances of a lack of accommodation still persist, especially in the metropolitan areas of Lisbon with regard immigrant communities and the main centres of many cities with the encampments of gypsy communities.</p> <p>The third Immigrant Integration Plan will be the continuation of the policies developed in recent years, which led the UN to consider Portugal as the most generous country in the world in harbouring immigrants.</p> <p>Similarly, the National Integration Strategy for the Roma Communities has come for the first time signalled the number of precarious housing situations in this community, where more than 2.000 families continue to without the most basic comfort conditions.</p>
Aims of the measure	<p>Ensure the continuation of operations of relocation of the precarious accommodation nuclei and neighbourhoods.</p> <p>Ensure that there is no decimation of any kind in the access of immigrant and ethnic minority groups to housing.</p>
Actions to develop	<p>Integrating the resettlement needs of these communities in the resettlement program to be developed.</p> <p>Provide social housing that is unoccupied in order to carrying out resettlement.</p>
Competent authorities	ACM, ISS,I.P., IHRU,I.P., Municipalities.
Main difficulties	Find the financial means to promote the resettlement actions.

## Housing qualification

### Meet the new social and demographic realities

#### Measure 3.2.1

#### Promote the adjustment of the housing typologies to the downsizing of households.

Context	<p>Over the past 40 years the average size of families in Portugal fell from 3.7 to 2.6 individuals.</p> <p>This is a very important change impacting directly on the increased under-occupation rate that in 2011 already reached 64.9% of the household dwellings.</p> <p>In this same period, the larger dwellings (above T2) started to represent 89% of the housing stock that before had accounted for 70%.</p> <p>Thus, there is a gap between the evolution that is occurring in the size of households and housing typologies that have been produced.</p>
Aims of the measure	<p>Foster offerings in T0 and T1 housing typologies.</p> <p>Evaluate the need of resizing dwellings with high typologies based on the housing stock offer.</p>
Actions to develop	<p>Promote the adequacy of housing typologies social neighbourhoods, through the Division of T4 or T5 into smaller housing types T0 and T1, based on the new needs of households.</p> <p>Assess the legislative framework relating to the modification of housing types.</p>
Competent authorities	IHRU, I.P., Municipalities.
Main difficulties	Articulate these measures by performing profound rehabilitation work on the buildings in which it is possible to proceed to the resizing of existing typologies.

## Housing qualification

### Meet the new social and demographic realities

#### Measure 3.2.2

#### Encourage the establishment of housing solutions suitable to the new mobility and employment needs.

Context	<p>The new social, employment and mobility realities are having implications on housing needs, generating new demands for temporary housing, rentals of smaller spaces and for shorter periods.</p> <p>It appears that the demand for rental and cohabitation solutions will become more common, particularly by students and other professional groups. Immigration-related phenomena, the seasonality of some job offers, the responses to emergency situations resulting from disasters and to even the resolution of the chronic problems of accommodation for the homeless, requires accommodation solutions that do not fall into the traditional housing typologies.</p>
Aims of the measure	<p>Identify new accommodation solutions adjusted to temporary needs or cohabitation.</p> <p>Encourage new offerings and types of accommodation.</p>
Actions to develop	Study and formulate new solutions to temporary accommodation or voluntary cohabitation.
Competent authorities	IHRU, I.P., Municipalities.
Main difficulties	Nothing to report.

## Housing qualification

### Promote the improvement of housing conditions

#### Measure 3.3.1

#### Encourage the improvement of the thermal comfort and energy efficiency in residential buildings.

Context	<p>In Portugal the building sector is responsible for about 29% of the final energy consumed, of which private households are responsible for 17% of this consumption.</p> <p>Part of the contribution towards the reduction of the greenhouse gas emissions has to result from the energy efficiency measures in the building sector, aiming for a reduction in consumption close to 50%.</p> <p>Since priority is given to the rehabilitation of residential buildings sector, one cannot expect the same results in energy efficiency, which would be obtained through interventions in the new construction or major renovation of buildings.</p> <p>Moreover, it is natural that most buildings to rehabilitate are located in historic areas, protected under the Cultural Heritage Act and that, in order to avoid major aesthetic transformations, it is not possible to resort to all the measures available to promote the improvement of energy efficiency.</p>
Aims of the measure	<p>Contribute to improving the energy efficiency of old buildings to rehabilitate, with special focus on passive measures related to facade surfaces, spans, windows, and roofs, whenever possible, using active measures.</p> <p>Encourage owners to promote the improvement of thermal comfort and energy efficiency of homes.</p>
Actions to develop	<p>Established within the framework of the funding programs for the rehabilitation of buildings incentives to invest in energy efficiency measures and to improve the thermal comfort of the dwellings.</p>
Competent authorities	<p>IHRU,I.P., LNEC, Directorate General for Energy and Geology (DGEG), National Laboratory for Energy and Geology (LNEG).</p>
Main difficulties	<p>Articulate the sources of funding of various programs.</p>

## Housing qualification

### Promote the improvement of housing conditions

#### Measure 3.3.2

#### Promote housing accessibility to people with disabilities.

Context	<p>Decree n.º 163/2006, of 8 August, established a set of technical standards on accessibility to public spaces, in buildings of the services, public equipment, and residential buildings.</p> <p>If as regards accessibility to public spaces and services buildings and public equipment these standards are necessary and unquestionable, their generalisation across old residential buildings will have been rethought in order to ensure their operationalisation.</p> <p>The statute mentioned above only applies to the construction of residential buildings and it was not conceived for the rehabilitation of old buildings, which have special features that are incompatible with the implementation of this statute's general rules.</p> <p>However it is necessary to promote improved accessibility in pre-existing buildings and norms and safeguards must be modelled that provide solutions using positive and consistent alternative techniques and, ensuring, at the same time, interest in the rehabilitation of buildings and the promotion of their accessibility.</p>
Aims of the measure	<p>Create conditions to facilitate the access of the people with mobility conditioned to the dwellings where they reside or other rooms that can be adapted thereto.</p> <p>That financing mechanisms be created for the work of adapting housing for people with reduced mobility.</p>
Actions to develop	<p>Establish best practices manuals for the adaptation of housing for people with reduced mobility.</p> <p>Review Decree-Law n.º 163/2006, of 8 August, as regards housing standards.</p>
Competent authorities	National Institute for Rehabilitation, I.P. (INR, I.P.), IHRU, I.P.
Main difficulties	Find the funding sources appropriate to these needs.

## Housing qualification

### Promote the improvement of housing conditions

#### Measure 3.3.3 **Develop measures to support the realization of the seismic strengthening of buildings.**

Context	<p>The regulation on the safety of structures is easily compiled, developed and implemented when dealing with new constructions, since it is already possible to establish universal rules and standards for buildings and structures that are going to be constructed from scratch.</p> <p>This is not possible when it comes to the rehabilitation of buildings, especially when there are buildings without reinforced and pre-stressed concrete involved, where each building exhibits its own pathologies and needs that require a case by case analysis.</p> <p>For decades we seek to establish a legal standard for structural reinforcement on a work object on rehabilitated buildings, there are several very positive experiences that allow you to open the way for some guidelines on this matter, rules such as the ICOMOS document about rehabilitation.</p> <p>In this context, and when the property is undergoing building rehabilitation work, it is important to establish rules and develop models and solutions that contribute to the structural reinforcement and improved seismic resistance of the older buildings.</p>
Aims of the measure	Contribute to encouraging structural rehabilitation and improvement in the seismic resistance of buildings subject to rehabilitation work.
Actions to develop	<p>Create manuals on good practice and methodologies of analysis to support the preparation of building rehabilitation plans.</p> <p>Establish support systems and encouraging structural rehabilitation and improvement of the seismic resistance of buildings to rehabilitate.</p>
Competent authorities	LNEC, IHRU, I.P.
Main difficulties	Nothing to report.



## Housing qualification

### Promote the improvement of housing conditions

#### Measure 3.3.4

#### Eradicate situations of accommodation lacking healthy and comfortable conditions.

Context	<p>Despite the extraordinary development over the last four decades, a significant number of dwellings devoid of healthy and comfort conditions still persist in Portugal.</p> <p>Dwellings without running water represent 0.65% of the existing stock, without a shower / bath 1.98%, without a toilet 0.91%, no drains 0.51% and without electricity less than 0.3%. Therefore, in 2011, there were 76,581 dwellings that exhibit the lack of at least one basic infrastructure.</p> <p>Therefore, eliminating this type of situation has become a priority, through the rehabilitation or demolition of these dwellings, and the resettlement of the households who live in them, if applicable, seeking to provide and comfort and healthy conditions compatible with the country's current levels of development.</p>
Aims of the measure	<p>From the data of the censuses and in collaboration with local authorities, identify and locate all the situations in which dwellings without the most basic conditions of health and comfort still persist.</p> <p>Carry out the rehabilitation and upgrading or demolition of these dwellings so that these situations are eradicated by 2030.</p>
Actions to develop	<p>Launch the programme for the eradication of dwellings devoid of hygiene or comfort conditions.</p>
Competent authorities	<p>IHRU,I.P., Municipalities.</p>
Main difficulties	<p>Being able to identify the existing residual situations.</p>

## Housing qualification

### Promote the improvement of housing conditions

#### Measure 3.3.5 Foster research to improve housing qualification and rehabilitation technology.

Context	<p>The use of new technologies and construction systems has been a commitment towards improving the comfort conditions of dwellings and their preservation and maintenance. However, this concern has not always met the need for reducing their costs.</p> <p>It is particularly important that, at a time when the rehabilitation of older buildings is gaining greater impetus, we should seek to improve processes, methods, materials and equipment and to contribute to the dissemination of knowledge.</p> <p>Investing in innovation and knowledge processes, will allow the development of more sustainable urban renewal operations, in a balanced mix of the financial, economic, social and environmental components.</p>
Aims of the measure	<p>Support and encourage research actions aimed at improving the conditions of dwellings, in particular their conservation and maintenance, construction technologies and systems, methods and processes for rehabilitation of buildings, building materials, and safety measures related to seismic conditions or with extreme phenomena resulting from climate change.</p> <p>Contribute to the dissemination of acquired knowledge.</p>
Actions to develop	<p>Create a national partnership between the various entities with interests in these sectors, intended to foster research projects and to seek support for their development.</p> <p>Investigate and gather experiences in other countries and European institutions to learn about best practices and innovation in these fields.</p>
Competent authorities	<p>Foundation for Science and Technology (FCT), IHRU,I.P., LNEC, LNEG, other laboratories.</p>
Main difficulties	<p>Nothing to report.</p>

**VI. GOALS AND INDICATORS**

The implementation of the ENH is subject to the setting of targets and indicators to evaluate and assess its performance and results.

With regard to the targets we highlight 2021 and 2031, coinciding with the census, as times for measuring the results based on the success criteria defined below.

no.	Criteria for success	Goals to achieve		
		2011	2021	2031
1	Relative weight of the production volume in the maintenance and rehabilitation sector for built housing in the construction sector	8% <sup>42</sup>	17%	23 %
2	Percentage of the number of dwellings rehabilitated over the total number of dwellings completed	15.6% <sup>43</sup>	25%	33%
3	Increase the weight of the rental housing in the usual residence dwellings	19.9% <sup>44</sup>	25%	35%
4	Amounts deposited in reserve funds (in million Euros)	n/a <sup>45</sup>	500	1,200
5	Number of urban renewal areas approved	83 <sup>46</sup>	250	350
6	Rate of vacant dwellings over the total number of conventional dwellings.	12.5% <sup>47</sup>	11%	8%
7	Number of dwellings for social housing	118,000 <sup>48</sup>	122,000	130,000
8	Percentage of buildings in need of medium or major repairs	11.3% <sup>49</sup>	10.5%	9%
9	Percentage of conventional dwellings equipped with running water, toilet, bathroom with shower and drains.	98.1% <sup>50</sup>	99%	100%
10	Number of non-conventional dwellings	6,612 <sup>51</sup>	5,000	0

The figures for each of the goals take into account the current economic environment and forecasts of its evolution, a realistic assessment of the respective opportunities and possibilities, including the aspirations underlying the challenges of the ENH.

The IHRU under the scope of the Housing Observatory will support periodic monitoring of the set of measures and initiatives of the ENH.

Special attention will be given to new indicators, which will require the creation of new information gathering and processing systems that are regular and reliable, together with the various responsible entities.

The following table shows a matrix identifying the measures and initiatives of the strategy that contribute to the 10 success criteria and goals to achieve. In cases where the contribution is the most relevant, the matrix cell has a red circle.

Challenges	Measures and initiatives	Success criteria and goals to achieve																								
		1	2	3	4	5	6	7	8	9	10															
Urban rehabilitation	Encourage long-term conservation of the building	1.1.1	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●					
		1.1.2	●																							
		1.1.3	●	●	●			●				●														
		1.1.4	●	●																						
		1.1.5	●	●	●	●																				
	Reduce costs and simplify licensing for building rehabilitation	1.2.1	●	●	●																					
		1.2.2	●	●	●																					
		1.2.3	●	●	●																					
		1.2.4	●	●	●																					
		1.3.1	●	●	●																					
	Attract investment for the rehabilitation of the housing stock	1.3.2	●	●	●																					
		1.3.3	●	●	●																					
		2.1.1	●	●	●																					
		2.1.2	●	●	●																					
		2.1.3	●	●	●																					
House rental	Streamline the rental market	2.1.4	●	●	●																					
		2.1.5	●	●	●																					
		2.1.6	●	●	●																					
		2.2.1	●	●	●																					
		2.2.2	●	●	●																					
	Integrate and enhance neighbourhoods and social housing	2.2.3	●	●	●																					
		2.2.4	●	●	●																					
		3.1.1	●	●	●																					
		3.1.2	●	●	●																					
		3.1.3	●	●	●																					
Housing qualification	Contribute to social inclusion and the protection of the disadvantaged	3.1.4	●	●	●																					
		3.1.5	●	●	●																					
		3.2.1	●	●	●																					
		3.2.2	●	●	●																					
		3.3.1	●	●	●																					
Meet the new social and demographic realities	Promote the improvement of housing conditions	3.3.2	●	●	●																					
		3.3.3	●	●	●																					
		3.3.4	●	●	●																					
		3.3.5	●	●	●																					
		3.3.5	●	●	●																					

## VII. THE GOVERNANCE MODEL

The governance model of the ENH seeks to ensure transparency and assessment of its results, ensuring the scrutiny of various public and private entities are called upon to contribute to the implementation of the measures and planned initiatives.

The IHRU,I.P. is responsible for ensuring the coordination and adoption of measures to promote the implementation of the ENH, as well as its monitoring, this task will be overseen by a National Housing Committee, consisting of the entities that comprise the IHRU,I.P. Advisory Board, associations and other entities, and experts who are prepared to give their input.

The Committee shall meet annually to review the evolution of the indicators and targets of the Strategy, make contributions aimed at its improvement and adjustment, and it may hold special meetings, where appropriate.

One month in advance of the meeting date, the IHRU,I.P. will distribute, to all members and entities comprising the National Monitoring Committee, a discussion and evaluation document on the implementation of the ENH.

It is up to IHRU,I.P. to ensure the Commission's technical secretariat and produce the report with the results of each meeting and take the necessary measures to ensure the improvement of statistical information and the evaluation of the implementation of public policies related to the ENH.

With regard to urban rentals, a Subcommittee will be created to monitor rentals, with the participation of public and private bodies involved in this field.

This is one of the cross-cutting challenges of the ENH that depends on the articulation of several competent entities to improve the on the information available in the following areas:

- Development of the rental market;
- Implementation of urban rehabilitation operations including the application of RERU;
- Delimitation of urban rehabilitation areas;
- Evolution of debt in relation to the mortgage loans;
- Situation of condominiums and in particular their reserve funds;
- Situation on the maintenance and certification of elevators;
- Characterization of the precariousness of dwellings;
- Claims related accidents in urban areas, including landslides, fires and gas explosions.

Thus, the evaluation of the ENH should be based on a collaborative platform that will allow the assessment and monitoring of buildings, urban rehabilitation actions and the rental market, involving all entities with information about occurrences and developments in this sector.

To this end, the Committee may meet in specialised sessions, thus ensuring the necessary proximity and continuous monitoring of materials.

## LIST OF ACRONYMS AND ABBREVIATIONS

ACM	High Commissioner for Migration
AdC	Agency for Development and Cohesion, I.P.
AECOPS	Construction Companies and Public Works and Services Association
AICCOPN	Association of Civil Construction and Public Works Industrialists
ANMP	National Association of Portuguese Municipalities
ANPC	National Civil Protection Authority
ARU	Urban rehabilitation area
AT	Tax and Customs Authority
BEI	European Investment Bank
BNA	National Tenancy Office
CCDR	Regional Coordination and Development Committee
CIG	Commission for Citizenship and Gender Equality
CIP	Confederation of Portuguese Industry
CMVM	Portuguese Securities Market Commission
CPCI	Confederation of Portuguese Civil Construction and Property
CPTED	Crime Prevention Through Environmental Design
DGAJ	Directorate-General for Justice Administration
DGEG	Directorate-General for Energy and Geology
EBF	Statute on Tax Benefits
ENICC	National Strategy for the Social Integration of Roma Communities
Euroconstruct	Network of 19 European countries for construction, finance and business forecasting
FCT	Portuguese Science and Technology Foundation
FEPICOP	Portuguese Federation for the Construction Industry and Public Works
FIEC	The European Construction Industry Federation
FIIAH	Real Estate Investment Fund for Residential Letting
ICOMOS	International Council on Monuments and Sites
IHRU.	Institute for Housing and Urban Rehabilitation, I.P.
II	Institute of Informatics, I.P - Social security
IMI	Municipal property tax
IMT	Municipal Transaction Tax
INCI	Institute of Construction and Real Estate, I.P.
INE	National Institute of Statistics
INR	National Institute of Rehabilitation
IRN	Institute of Registries and Notaries
PSI	Portuguese Insurance Institute
ISS	Social Security Office
LNEC	National Civil Engineering Laboratory
LNEG	National Laboratory for Energy and Geology
MAEC	Assessment Method of the State of Repair
MAOTE	Ministry of Environment, Spatial Planning and Energy
MSA	Social Rental Market
n/a	not available
NRAU	New urban rental scheme / system
ORU	Urban rehabilitation operation
PAEF	Plan for Economic and Financial Adjustment
PER	Special re-housing programme of 1993
PES	Social Emergency Program
PII	Plan for Immigrant Integration
PNAC	National Climate Change Programme
PNAEE	National Action Plan for Energy Efficiency
PNAER	National Action Plan for Renewable Energies
PNAP	National Policy on Architecture and Landscape
PNPOT	National Spatial Planning Policy Programme
Pordata.	PORDATA, Database organised by the Foundation, Francisco Manuel dos Santos
Portugal 2020	Partnership agreement between Portugal and the European Commission for the period from 2014 to 2020
RERU	Exceptional Regime for Urban Rehabilitation
RGEU	General Regulation on Urban Buildings
RJRU	Legal Framework on Urban Rehabilitation
SIIAH	Real Estate Investment Company for Residential Letting

1 Population and housing censuses of 1991 and “Livro branco da política de habitação em Portugal” [white paper on housing policy in Portugal] published in 1993.

2 “O Parque Habitacional e a sua Reabilitação – Análise e Evolução 2001-2011” (INE and LNEC) publication available at [http://www.ine.pt/xportal/xmain?xpid=INE&xpgid=ine\\_publicacoes&PUBLICACOESpub\\_boui=165231362&PUBLICACOESmodo=2&xlang=pt](http://www.ine.pt/xportal/xmain?xpid=INE&xpgid=ine_publicacoes&PUBLICACOESpub_boui=165231362&PUBLICACOESmodo=2&xlang=pt)

3 INE Census: <http://censos.ine.pt/xportal/xmain?xpid=CENSOS&xpgid=censos-pt-mundo>

4 Portada: <http://www.pordata.pt/>

5 Housing Portal: <http://www.portaldahabitacao.pt/>

6 Average number of live children born by women of childbearing age (15 to 49 years old), assuming these women were subject to the fertility rates observed at the time. Figure resulting from the sum of the fertility rates by age, year by year or in five-year periods, between the ages of 15 and 49, observed over a given period (usually a calendar year). The figure of 2.1 children per woman is considered the minimum generation replacement rate in developed countries (metadata – INE).

7 Average number of daughters of women subject to the fertility rates observed at the time of reference, assuming that mortality between birth and reproductive age is equal to zero. It is equivalent to the synthetic fertility rate multiplied by the proportion of live female births (about 48%) (metadata - Eurostat)..

8 Quotient between the number of people living in nuclear families and the number of resident nuclear families (metadata – INE).

9 Relationship between the elderly and the youth population, defined as the quotient between the number of people aged 65 or older and the number of people between the ages of 0 and 14 (usually expressed in 100 (10<sup>2</sup>) people between the ages of 0 to 14) (metadata – INE)..

10 A group of people who reside in the same dwelling and are related (de jure or de facto), occupying all or part of the dwelling. Any independent person occupying all or part of a dwelling is also considered a nuclear family (metadata – INE).

11 INE Censuses.

12 Difference between the number of live births and the number of deaths in a given period of time (metadata – INE).

13 Difference between immigration (entry) and emigration (exit) in a given region during the year (hence, net migration is negative when the number of emigrants exceeds the number of immigrants). Most countries, do not have exact figures on immigration and emigration, the migration balance is usually calculated based on the difference between the population and the natural growth variation between two periods (adjusted migratory balance). Consequently, statistics on migration balances are affected by all the statistical inaccuracies in the two components of this equation, especially population changes (metadata – Eurostat).

14 A family dwelling consisting of a division or set of divisions and its annexes in a building of a permanent nature or in a part that is structurally separate from the building, and has a separate entrance that provides direct access or through a garden or land to a path or a common passage inside the building (staircase, hallway or gallery, among others) (metadata – INE).

15 Unoccupied family housing which is available for sale, lease, demolition or in any other situation at the time of reference (metadata – INE).

16 Figures resulting from the analysis of INE censuses. Number of conventional family dwellings relative to the number of people or families.

17 Figures resulting from the analysis of INE censuses, X Population Census (1960), I, II, III, IV and V of Housing Censuses (from 1970).

18 Figures resulting from the analysis of INE censuses.

19 This figure corresponds to the surface area of dwellings (including foyers, interior corridors, toilets, storage, other divisions with a similar purpose and wall cabinets) measured from the inner perimeter of the walls that limit it, ignoring coving and skirting boards up to 30 cm in length, inner walls, partitions and ducts.

20 Figures resulting from the analysis of INE censuses.

21 Conventional family dwellings with a surplus of divisions as measured by the number of people who live therein in accordance with the overcrowding rate.

22 Family dwelling with a deficit of divisions as measured by the number of people who live therein in accordance with the overcrowding rate.

23 Investigation into the characterisation of social housing in Portugal, INE 2012.

24 Housing Europe Review 2012, published by CECODHAS Housing Europe's Observatory, October 2011, available at <http://www.housingeurope.eu/resource-105/the-housing-europe-review-2012>

25 IHRU, 2014. Data provided by AT.

26 Verification of the need for intervention in the following building parts: structure, cover, walls and exterior window frames.

27 Period of construction of the building. This period may correspond to the construction of the building itself, the construction of the main part of the building (when different parts of a building correspond to different times) or reconstruction of the building that has undergone a complete transformation (metadata – INE).

28 Tap water: although there are dwellings in buildings with running water, only dwellings with running water are considered. Toilets: only dwellings with sanitary facilities inside the dwelling are considered. Kitchen: the existence of a kitchen only takes occupied conventional dwellings into consideration, such as ordinary places of residence, excluding: non-conventional dwellings. From 1991 onward, dwellings with a kitchen and kitchenette were taken into account. Sewer: in 1970, covers the number of dwellings with a sewage system, regardless of whether or not these have a private bathroom. From 1981 onward, only includes dwellings with a toilet, with or without a discharge device, connected to the public sewage system or to a private sewage system.

29 Accommodation that does not entirely satisfy the demands of a conventional family dwelling due to the type and precarious construction, because it is mobile, improvised and was not built for habitation, but functions as the ordinary place of residence of at least one family residence at the time of reference.

30 Occupied family dwellings that constitute the ordinary place of residence of at least one family with banking acquisition costs (metainformação- INE).

31 Information provided by Euroconstruct, FIEC and the Association of Construction Companies and Public Works and Services (AECOPS).

32 Statistics on Construction Works Completed INE Censuses.

33 Information provided by Euroconstruct, FIEC and AECOPS.

34 Figures resulting from the analysis of INE censuses.

35 Value of the buildings transacted during the calendar year/Total number of the buildings transacted during the calendar year - Statistical Yearbook of Portugal – INE.

36 INE Censuses.



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37INE Censuses.

38Study conducted by IHRU “1987-2011 O investimento do Orçamento do Estado no setor da habitação” [The 1987-2011 State Budget investment in the housing sector] available at <http://www.portaldahabitacao.pt/opencms/export/sites/portal/pt/portal/docs/noticias/Esforco-do-Estado-em-Habitacao.pdf>

39 FEPIOP conjuncture analyses.

40CPTED - Crime Prevention Through Environmental Design. Information available at <http://www.cpted.net/>. The General Administration Directorate for Internal Affairs launched a manual of good practices on this methodology, the first manual published in Portugal on CPTED – Crime Prevention through the built environment – available at: <http://www.dgai.mai.gov.pt/files/conteudos/livro.pdf>.

41Doc- Designing Out Crime. Information available at <http://www.designingoutcrime.com/>

42 Relative weight of the production volume in the maintenance and rehabilitation sector for built housing in the construction sector The percentage shown was calculated.

43 Relative weight of the number of dwellings completed in the maintenance and rehabilitation sector for built housing over the that of new construction.

44 Relative weigh of number of rented conventional dwellings over the total number of existing dwellings.

45 There is no information available because this is a new policy to developed in the future.

46 “Construction and Housing Statistics”, INE, 2011.

47 Percentage of the number of vacant conventional dwellings over the existing total.

48 Characterisation of Social housing Survey, INE, 2012.

49 Verification of the need for intervention in the various components of a building, INE, censuses of 2011.

50Main equipment and infrastructure of housing, INE, censuses of 2011.

51 Number of non-conventional dwellings in the 2011 census, INE.