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ANNEX 23

ANNEX

to the

Communication from the Commission to the European Parliament, the Council and the European Economic and Social Committee and the Committee of the Regions

State of the Digital Decade 2025: Keep building the EU's sovereignty and digital future

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SHORT COUNTRY REPORTS 2025

Portugal

Executive summary

Portugal records stable growth in digital public services and performs particularly well on access to e-health records. It faces challenges with artificial intelligence (AI) adoption by enterprises and their capacity to innovate as well as basic digital skills but can rely on solid connectivity networks.

Portugal shows a high level of ambition in its contribution to the Digital Decade having set 12 national targets, 92% of which aligned with the EU 2030 targets. The country is following its trajectories very well with 100% of them being on track (considering 2024 trajectories defined for 7 KPIs out of 8 analysed). Portugal addressed 77% of the 13 recommendations issued by the Commission in 2024 by making some changes through new measures.

In 2024 Portugal noted progress in all measured indicators, with its digital networks almost covering the full territory. The National Digital Strategy adopted in December 2024 announced ambitious plans regarding AI, data sharing, sovereign cloud and simplification through digital tools. However, while at least basic digital intensity of SMEs is slightly above the EU average, AI adoption by enterprises remains weak, and the scale-up support for start-ups is limited. On the other hand, the growing availability and use of digital public services for citizens and businesses, as well as the significant improvement in access to e-health records create a blueprint to build on. While basic digital skills remain unevenly distributed across society, more people acquired advanced digital skills, including in areas such as cybersecurity. Portugal is also involved in EU-wide cooperation in semiconductors and quantum technologies.

Digital Decade KPI [1]	Portugal				EU		Digital Decade target by 2030	
	DESI 2024 (year 2023)	DESI 2025 (year 2024)	Annual progress	National trajectory 2024 (3)	DESI 2025	Annual progress	PT	EU
Fixed Very High Capacity Network (VHCN) coverage	94.2%	94.6%	0.4%	94.2%	82.5%	4.9%	100.0%	100%
Fibre to the Premises (FTTP) coverage	92.3%	93.2%	0.9%	92.3%	69.2%	8.4%	100.0%	-
Overall 5G coverage	98.1%	98.7%	0.6%	98.1%	94.3%	5.9%	100.0%	100%
Edge Nodes (estimate)	14	27	92.9%	-	2257	90.5%	-	10000
SMEs with at least a basic level of digital intensity (2)	-	74.3%	2.7%	-	72.9%	2.8%	90.0%	90%
Cloud	32.3%	-	-	-	-	-	75.0%	75%
Artificial Intelligence	7.9%	8.6%	9.8%	-	13.5%	67.2%	75.0%	75%
Data analytics	38.6%	-	-	-	-	-	-	75%
AI or Cloud or Data analytics	54.4%	-	-	-	-	-	-	75%
Unicorns	1	1	0.0%	-	286	4.4%	2	500
At least basic digital skills	56.0%	-	-	-	-	-	80.0%	80%
ICT specialists	4.6%	5.2%	13.0%	4.5%	5.0%	4.2%	7.0%	~10%
eID scheme notification		Yes						
Digital public services for citizens	81.5	84.5	3.6%	81.5	82.3	3.6%	100.0	100
Digital public services for businesses	81.9	84.3	2.9%	81.9	86.2	0.9%	100.0	100
Access to e-Health records	86.0	88.1	2.4%	86.0	82.7	4.5%	100.0	100

(1) See the methodological note for the description of the indicators and other metrics
(2) DESI 2025 reports the version 4 of the Digital Intensity Index, that is comparable with the DII value from DESI 2023 (referring to year 2022) for the calculation of the annual progress. It is not comparable to the national trajectory that is based on version 3 of the index.
(3) National trajectory value if present in the national roadmap and if the indicator was measured in DESI2025 (year 2024)

Portugal

According to the special Eurobarometer on 'the Digital Decade' 2025, 71% of Portuguese citizens consider that the digitalisation of daily public and private services is making their lives easier. On the action of the public authorities, 89% consider it important to counter and mitigate the issue of fake news and disinformation online, and on competitiveness, 89% consider it important to ensure that European companies can grow and become 'European Champions' capable of competing globally.

A competitive, sovereign, and resilient EU based on technological leadership

Portugal enjoys robust connectivity infrastructure, with stable progress across the indicators and almost full 5G coverage. However, broadband and mobile take up are mostly lower than the EU average and so is 5G pioneer bands spectrum assignment. To engage more under the 'Chips for Europe' initiative, Portugal has set up a national chips competence centre. The country provides some contribution to European quantum initiatives. SMEs record at least basic digital intensity slightly above the EU average, but the take-up of AI by enterprises remains modest. Ambitious plans regarding sovereign digital solutions, such as AI development and cloud, and boosting the innovation ecosystem are partly supported by funding under the recovery and resilience plan. The country plans to increase the number of start-ups from just over 4 700 in 2024 to 6 000 by 2030 with anticipated spillover on the number of unicorns, as Portugal currently hosts only one such company. For Portuguese start-ups, access to funding at further growth stages remains an issue. The cybersecurity awareness of people and companies is growing, in part thanks to strong efforts by and the collaborative spirit of the authorities. However, NIS2 Directive still awaits transposition and implementation into national law.

Protecting and empowering EU people and society

Basic digital skills remain in the EU average, with significant gaps for people with lower levels of education and older people. However, in 2024 Portugal noted promising progress in the share of ICT specialists, including female ones. Some programmes are starting to promote gender convergence in this area but advanced digital skills are not prominent in Portugal's roadmap. Robust digital skills are, however, promoted in public administration, notably due to investments from Portugal's recovery and resilience plan. The country shows good progress on digital government, with visibly more people using such solutions and digital public services for citizens remain at high level. With a single Gov.pt app, digital identity might gain momentum. In addition, access to e-health records progressed rapidly over the last years, making Portugal one of the frontrunners. This might also be linked to the RRF investment in digital health transition. However, some challenges persist as digital services for businesses are below the EU average, in particular in cross-border context. Media literacy and child protection receive growing attention.

Leveraging digital transformation for a smart greening

Green and digital priorities are slowly gaining attention. With RRF support, Portugal is implementing a Digital and Smart Nation agenda, which envisages the creation of Urban Management Platforms and digital twins. These will leverage vast data on territories, as well as connectivity solutions, to respond to territorial challenges, including environmental and climate ones.

National digital decade strategic roadmap

Portugal submitted a fully revised national Digital Decade roadmap in December 2024, (with targeted adjustments until March 2025) containing more than 150 measures, including many new ones, revised targets and, for the first time, more than half of the required trajectories. It is largely based on the

[National Digital Strategy](#) and its action plan, on which stakeholders were consulted. The updates are aligned with the new Commission's priorities on AI, sovereignty and digital skills. The revised roadmap includes reporting on the consultation of stakeholders and addresses a substantial number of roadmap recommendations issued in 2024. Most targets align with the EU level goals for 2030, except for 7% target for ICT specialists (instead of 10%) by 2030. The revised roadmap continues to prioritise digital skills, digital public administration and the digitalisation of businesses. It is composed of 157 measures with a budget of EUR 2.15 billion, equivalent to 0.75% of GDP. The roadmap responds to majority of objectives, such as human-centred digital transformation, simplification, sovereignty and resilience. However, areas such as sustainability and inclusion lack specific focus, while competitiveness is not comprehensively covered.

Funding & projects for digital

Portugal allocates 21% of its total recovery and resilience plan to digital (EUR 4.5 billion)[1]. In addition, under cohesion policy, EUR 2.4 billion, representing 11% of the country's total cohesion policy funding, is dedicated to advancing Portugal's digital transformation[2].Portugal is a member of the Local Digital Twins towards the CitiVERSE EDIC and of the EUROPEUM EDIC. Portuguese entities are indirect and/or associated partners in the IPCEI on Microelectronics and Communication Technologies (IPCEI-ME/CT). Portugal is also a participating state of the EuroHPC Joint Undertaking (JU) and of the Chips JU.

Portugal has contributed to the Best Practice Accelerator[3] by sharing one best practice in the frame of the Green IT cluster (National Strategy for Smart Territories).

Digital rights and principles

According to a support study, Portugal has been one of the most active Member States in implementing the **[European Declaration on Digital Rights and Principles](#)**, with over 100 initiatives overall and 14 new initiatives launched in 2024. Portugal is most active in the [Declaration](#) area of digital education, training and skills. Less activity has been identified with regards to privacy and individual control over data. Measures in the area of freedom of choice appear to have most impact on the ground, in contrast to those addressing participation in the digital public space.

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[1] The share of financial allocations that contribute to digital objectives has been calculated using Annex VII to the Recovery and Resilience Facility Regulation. Last data update: 16 May 2025.

[2] This amount includes all investment specifically aimed at or substantially contributing to digital transformation in the 2021-2027 Cohesion policy programming period. The source funds are the European Regional Development Fund, the Cohesion Fund, the European Social Fund Plus, and the Just Transition Fund.

[3] The Best Practice Accelerator (BPA) is a platform that enables Member States to share successful measures and challenges encountered in their efforts to meet their Digital Decade targets and objectives. Best practices are made available to Member States via the BPA Repository and showcased in regular workshops, currently focused on three thematic clusters: Digital Skills, Green IT, and the Uptake of Digital Technologies.

Recommendations

- **Artificial Intelligence:** Support AI take-up and thus enable innovation by enterprises, including by timely implementation of ongoing and planned measures.

- **Basic digital skills**: Evaluate the take-up of the current measures and identify ways to address the remaining needs, notably to tackle the digital divide in the society.

- **Basic digital intensity of SMEs and advanced technologies**: Support the adoption of advanced digital technologies by businesses by fostering enhanced collaboration between public and private sector and academia and by identifying support measures for the medium-term.

- **Cloud:** Encourage cloud take-up, in particular implement the plans for sovereign cloud infrastructure.

- **ICT specialists:** Identify ways to attract ICT specialists, promote ICT studies, digital upskilling and reskilling options, and continue reinforcing gender balance in the field.

- **Green:** Consider introducing a coherent approach to twinning the digital and green transitions.

- **Scale-ups and unicorns:** Continue improving the business environment and access to finance for digital start-ups to grow into scale-ups, including by targeting business R&D with public support.

- **Semiconductors:** Continue efforts in semiconductors and strive towards leadership at EU level.

- **5G:** Consider assigning remaining 5G pioneer bands and promoting 5G take-up.