19TH EUROPEAN RESEARCH CONFERENCE ON HOMELESSNESS

PORTUGUESE SOCIAL EMERGENCY HOTLINE-144

PRESENTATION
MARTA BORGES &
ALEXANDRA CAMILO

DATA COLLECTION BY NACIONAL SOCIAL EMERGENCY HOTLINE

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PORTUGUESE SOCIAL EMERGENCY HOTLINE - 144

PSEH, OPERATES THROUGH THE NUMBER 144,

24 HOURS A DAY, EVERY DAY OF THE YEAR

FEATURES - PUBLIC HOTLINE, FREE OF CHARGE, INTEGRATED IN THE INSTITUTE OF SOCIAL SECURITY, I. P.

GOAL - ENSURE THE RESPONSE TO EMERGENCY OF CRISIS SITUATIONS, THAT REQUIRE IMMEDIATE ACTION IN THE FIELD OF SOCIAL PROTECTION.

TARGET - ALL PERSONS AND FAMILIES WHO ARE IN PORTUGAL IN A SITUATION OF VULNERABILITY AND A LACK OF PROTECTION

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- **SOCIAL EMERGENCY** - SITUATIONS OF VULNERABILITY THAT CONSTITUTE A REAL DANGER, CURRENT OR IMMINENT, RESULTING FROM NOT BEING ASSURED THE MINIMUM CONDITIONS OF PROTECTION, AND THAT REQUIRE AN **IMMEDIATE SOCIAL INTERVENTION**;

- **CRISIS** - SITUATIONS OF VULNERABILITY AND UNPROTECTION RESULTING FROM NOT BEING ASSURED, IN THE SHORT TERM, OF THE MINIMUM CONDITIONS OF SOCIAL PROTECTION, THEREFORE URGENT ACTION AND **REFERRAL TO THE APPROPRIATE SERVICES IS REQUIRED**.

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NACIONAL SOCIAL EMERGENCY HOTLINE - 144

144 HOTLINE | RISK ANALYSIS FRAMEWORK

(DESPROTECTION(D)+DANGER(D)

VULNERABILITY (V)/STRENGTHS(S)

SOCIAL EMERGENCIES (SE)

ADAPTED FROM (WISNER ET AL., 2012: 24)

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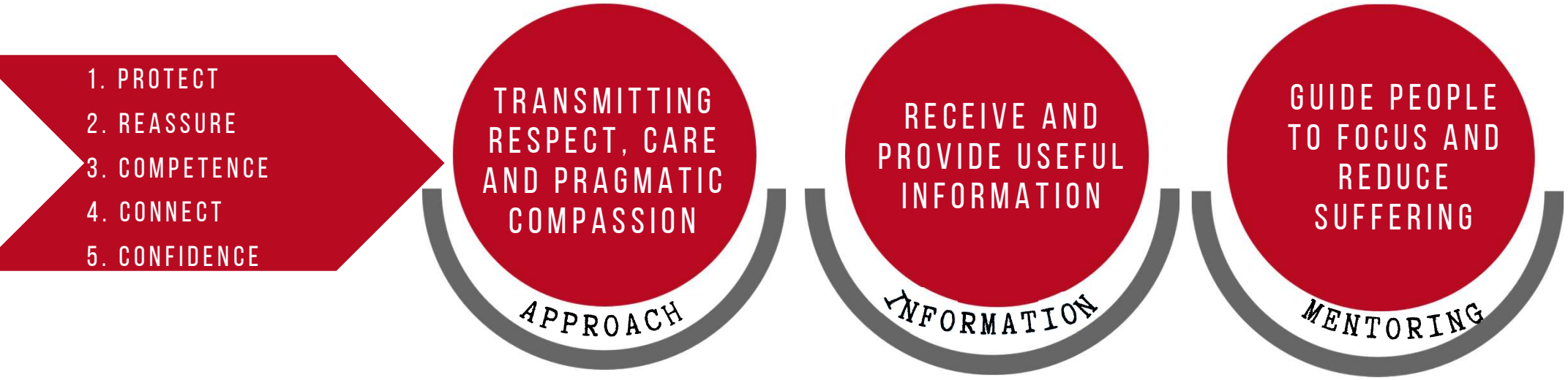
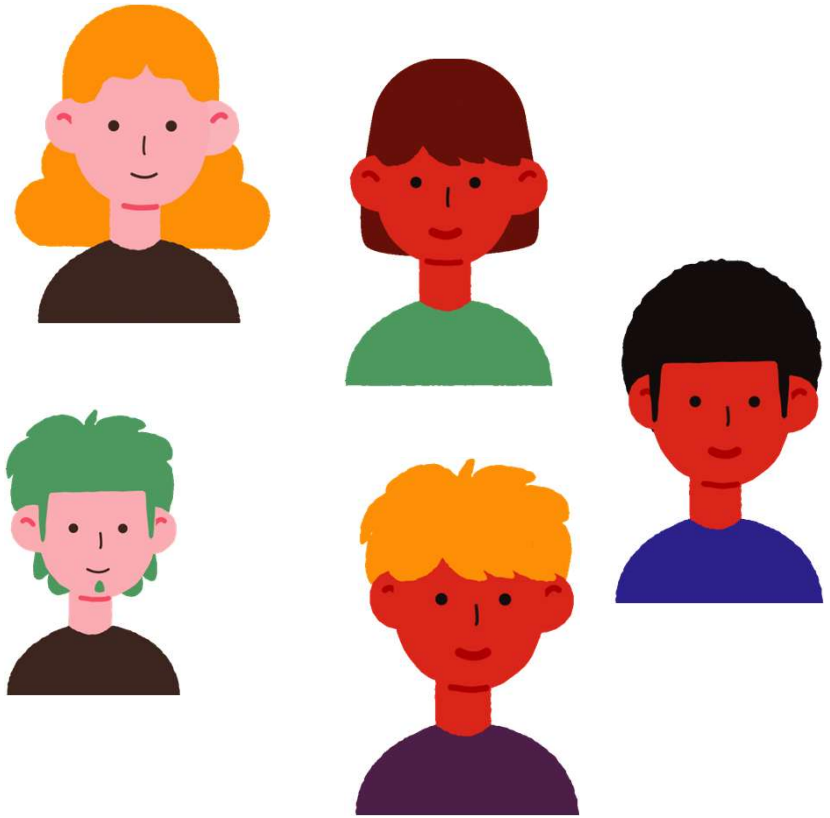
THERAPEUTIC DIMENSION OF THE CRISIS INTERVENTION



NACIONAL SOCIAL EMERGENCY HOTLINE - 144



OUR MAIN CLIENTS:

- DOMESTIC VIOLENCE (PHYSICAL, PSYCHOLOGICAL, SEXUAL, ETC.).
- HOMELESSNESS
- ABSENCE/LOSS OF AUTONOMY (ECONOMIC REASONS, UNEMPLOYMENT, ILLNESS, ISOLATION AND OTHER FACTORS).
- DISPLACEMENT (EVICTION, FIRE AND FAMILY BREAKDOWN).
- CHILDREN AND YOUNG PEOPLE IN DANGER (ABANDONMENT, MISTREATMENT, VICTIMS OF SEXUAL ABUSE, RUNNING AWAY FROM HOME/INSTITUTION, ETC.).
- ABANDONMENT (PERSON ABANDONED OR LEFT TO THEIR OWN MEANS AND/OR INCAPABLE)
- NEGLECT (CHILDREN, YOUNG PEOPLE, ELDERLY PEOPLE AND DISABLED PEOPLE)
- OTHER ISSUES INCLUDE BEGGING AND VICTIMS OF HUMAN TRAFFICKING.
- MIGRANTS

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NACIONAL SOCIAL EMERGENCY HOTLINE - 144

144 HOTLINE | ANALYSED CALLS

68.039

ANALYSED CALLS SINCE 2021

7.623

TOTAL OF CALLS ANALYSED UNTIL JULY 2025

13.659

TOTAL OF CALLS ANALYSED 2024

17.298

TOTAL OF CALLS ANALYSED 2023

13.822

TOTAL OF CALLS ANALYSED 2022

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NACIONAL SOCIAL EMERGENCY HOTLINE - 144

144 HOTLINE | TOTAL NUMBER OF PEOPLE

96.041

ANALYSED CALLS SINCE 2021

10.566

TOTAL OF PEOPLE ANALYSED UNTIL JULY 2025

18.684

TOTAL OF PEOPLE ANALYSED UNTIL JULY 2024

21.895

TOTAL OF PEOPLE ANALYSED UNTIL JULY 2023

26.188

TOTAL OF PEOPLE ANALYSED UNTIL JULY 2022

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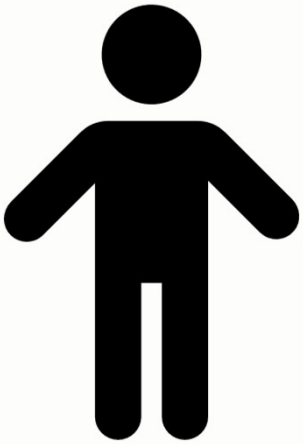
144 HOTLINE | DISTRIBUTIONS BY GENDER SINCE 2021

HALF OF THE PEOPLE WHO CALL THE HELPLINE ARE AGED BETWEEN 31 AND 64.



48%

47%

1%

29% OF PEOPLE WHO CALL THE HOTLINE HAVE NEVER CONTACTED SOCIAL SERVICES BEFORE.

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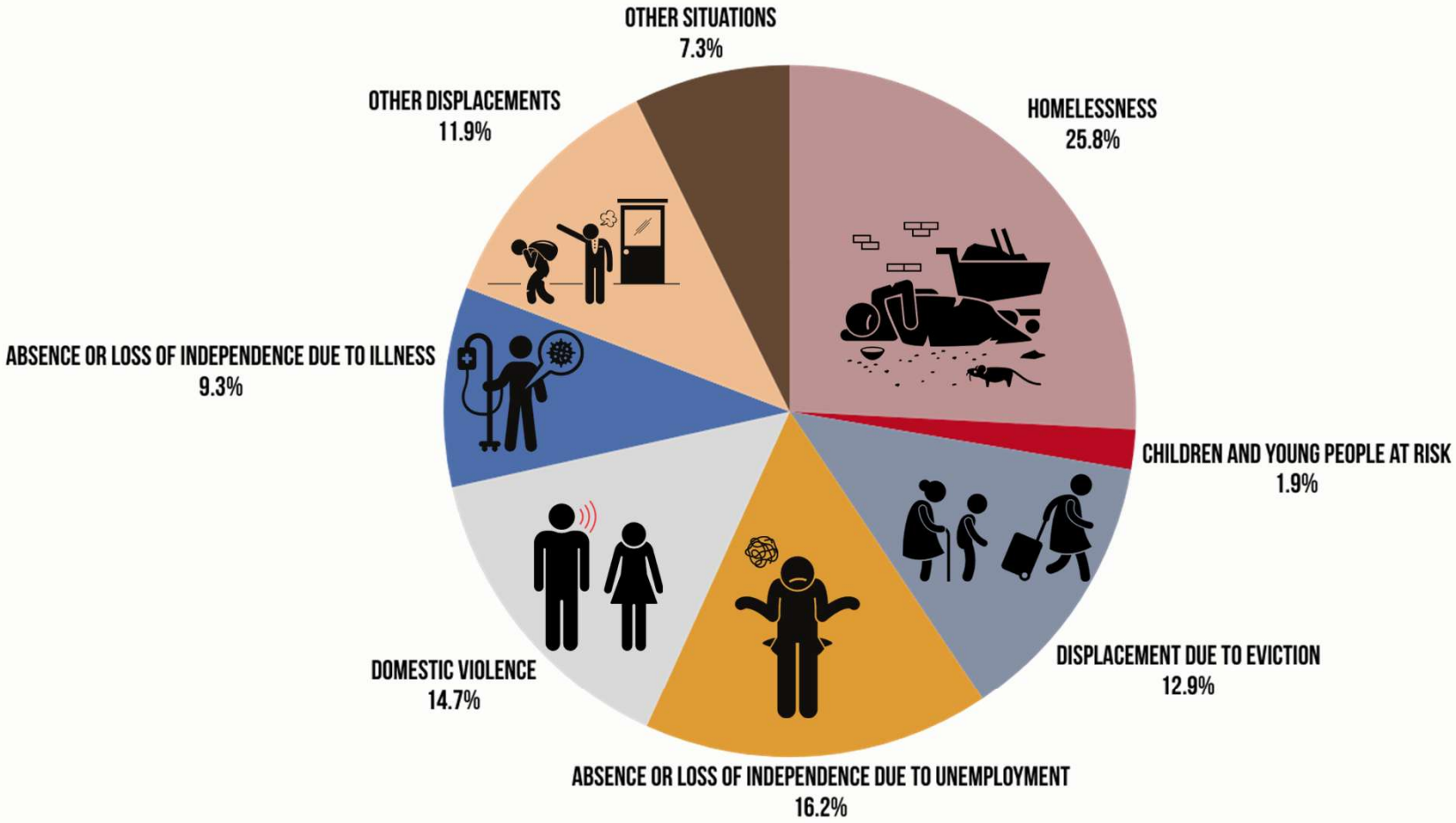
NACIONAL SOCIAL EMERGENCY HOTLINE - 144

144 HOTLINE | DISTRIBUTIONS BY TYPOLOGY SINCE 2021



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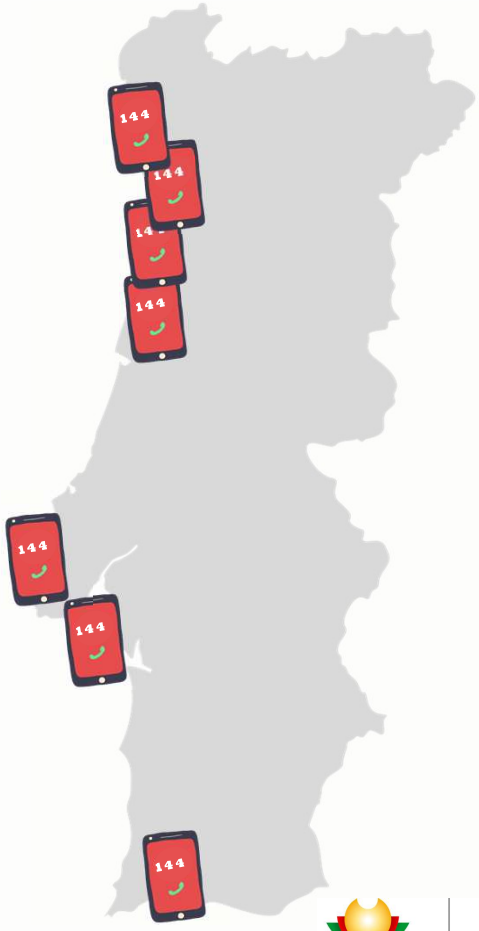
NACIONAL SOCIAL EMERGENCY HOTLINE - 144

144 HOTLINE | DISTRIBUTION OF ACTIVATIONS OF THE 144 LINE ACROSS THE COUNTRY



LISBOA	24.961	37%
PORTO	12.508	18%
SETÚBAL	5.197	12%
FARO	3.516	5%
AVEIRO	2.985	4%
BRAGA.	2.675	4%
COIMBRA	2.597	4%

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NACIONAL SOCIAL EMERGENCY HOTLINE - 144

144 HOTLINE | DISTRIBUTION OF EMERGENCY CENTERS ACROSS THE COUNTRY

EMERGENCY CENTER'S

EMERGENCY CENTER'S 2.0

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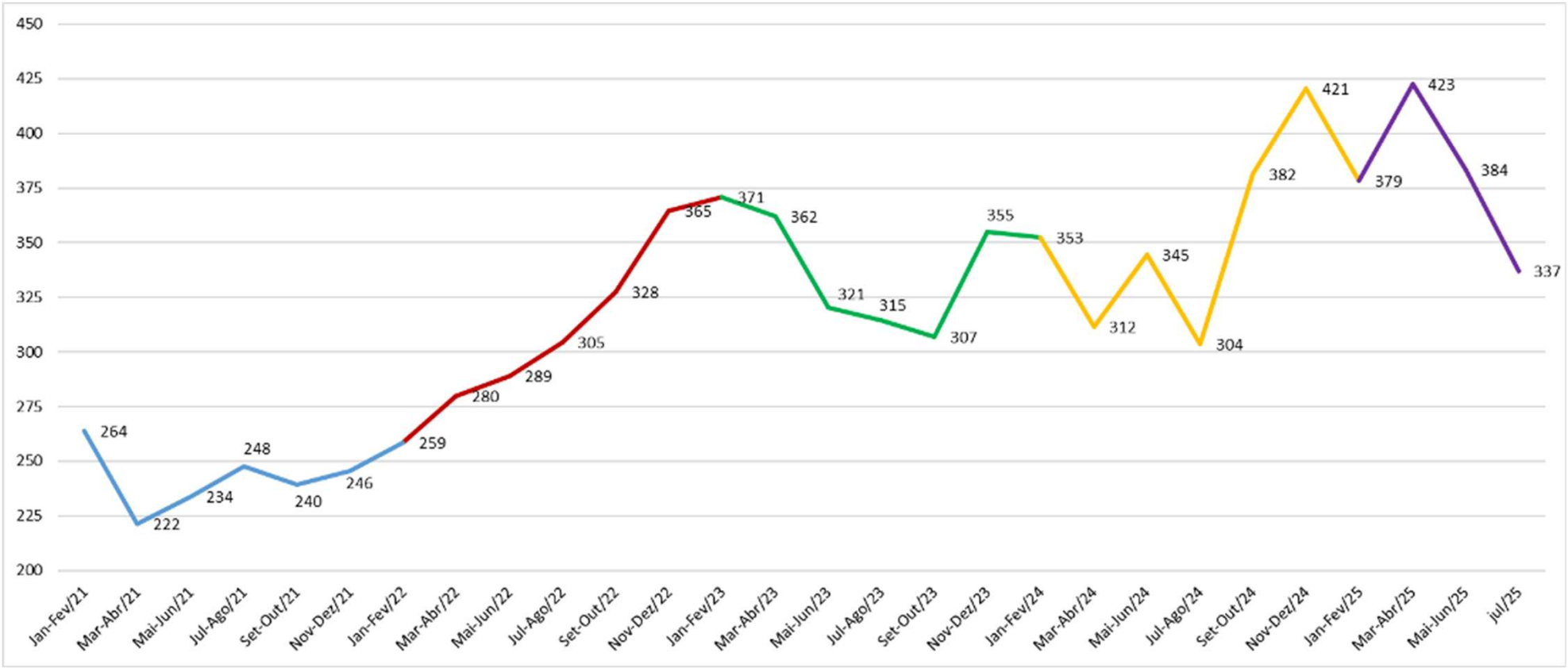
EVOLUTION OF REQUESTS FOR HOMELESS PEOPLE AT 144 SINCE 2021



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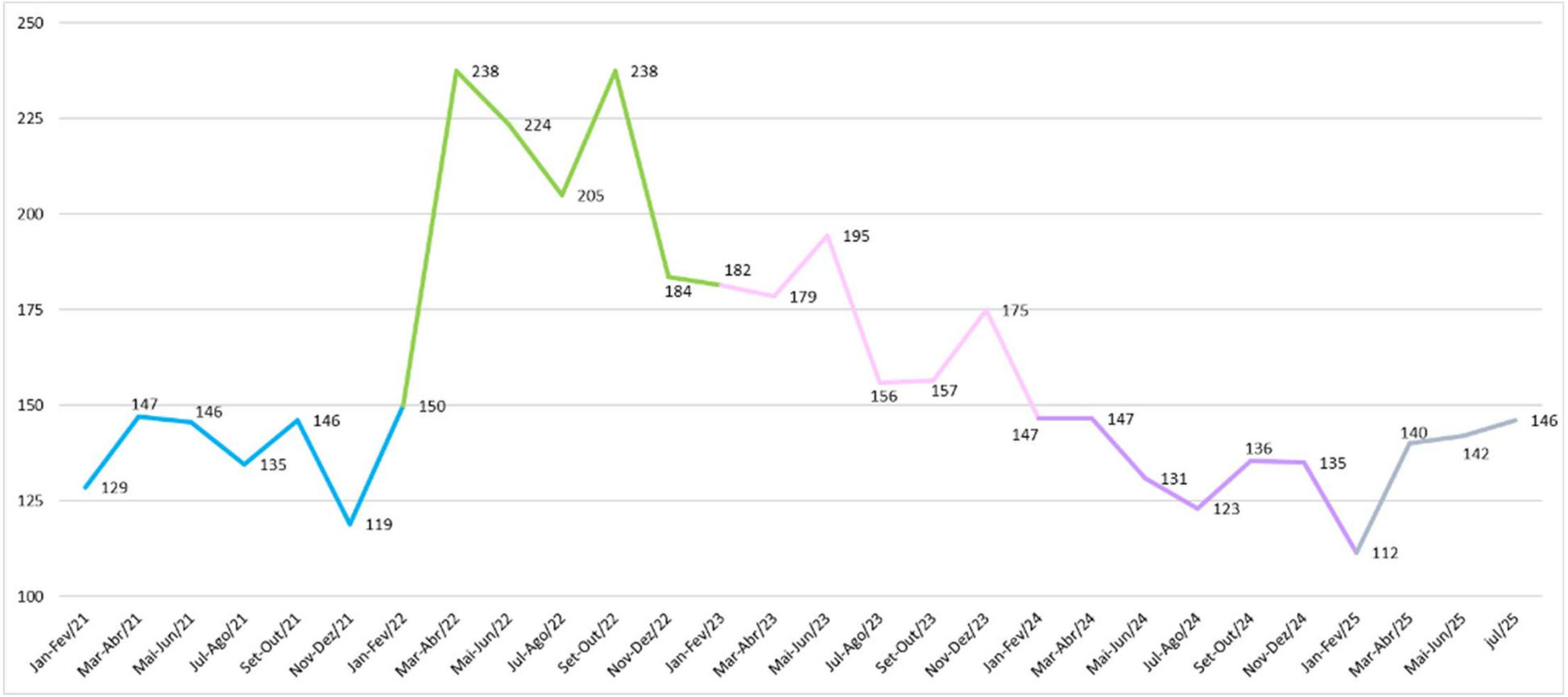
NACIONAL SOCIAL EMERGENCY HOTLINE - 144

EVOLUTION OF REQUESTS FOR DISPLACEMENTS AT 144

SINCE 2021



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NACIONAL SOCIAL EMERGENCY HOTLINE - 144

144 HOTLINE | INTERVENTION MODEL

HARM REDUCTION

- PRAGMATISM
- HUMANISTIC VALUES, MAINTAINING A FOCUS ON THE DIGNITY AND RIGHTS OF THE PERSON;
- PROMOTE NON-JUDGMENTAL SERVICES;
- FOCUS ON HARM REDUCTION RATHER THAN DEMANDING ELIMINATION OF THE PROBLEM AT THE OUTSET;
- BALANCING COST BENEFITS FOR THE PERSON IN THEIR SITUATION;
- HIERARCHISING PROBLEMS BY PRIORITISING THE MOST URGENT.

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NACIONAL SOCIAL EMERGENCY HOTLINE - 144

144 HOTLINE | CHALENGES

- MENTAL HEALTH
- ACTIVE CONSUMERS
- DEPENDENT PEOPLE OF WORKING AGE
- EMERGENCY TRANSITIONAL SPACES

- PUBLIC POLICY INFLUENCER
- UNBUREAUCRATIC SERVICE
- SERVICE FOR ALL
- ACCESS TO THE SOCIAL SECURITY SYSTEM
- SOCIAL EMERGENCY LABORATORY

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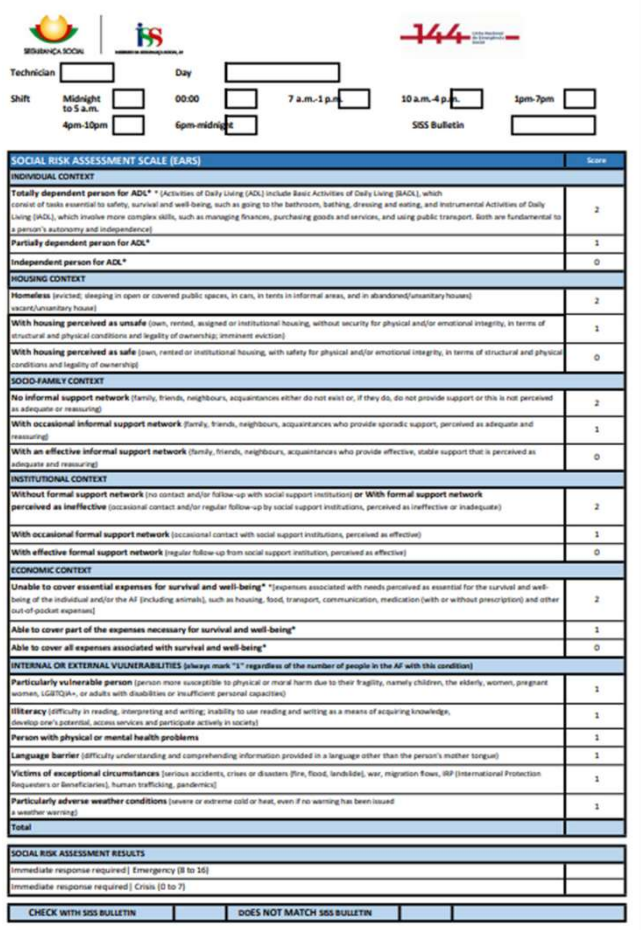
NACIONAL SOCIAL EMERGENCY HOTLINE - 144

144 HOTLINE | SOCIAL RISK ASSESSMENT SCALE (SRAS)



Technician ☐ Day ☐

Shift: Midnight to 5 a.m. ☐ | 00:00 ☐ | 7 a.m.-1 p.m. ☐ | 10 a.m.-4 p.m. ☐ | 1pm-7pm ☐ | 4pm-10pm ☐ | 6pm-midnight ☐ | SISS Bulletin ☐

SOCIAL RISK ASSESSMENT SCALE (EARS)	Score
INDIVIDUAL CONTEXT	
Totally dependent person for ADL* * (Activities of Daily Living (ADL) include Basic Activities of Daily Living (BADL), which consist of tasks essential to safety, survival and well-being, such as going to the bathroom, bathing, dressing and eating, and Instrumental Activities of Daily Living (IADL), which involve more complex skills, such as managing finances, purchasing goods and services, and using public transport. Both are fundamental to a person's autonomy and independence)	2
Partially dependent person for ADL*	1
Independent person for ADL*	0
HOUSING CONTEXT	
Homeless (evicted; sleeping in open or covered public spaces, in cars, in tents in informal areas, and in abandoned/unsanitary houses)	2
With housing perceived as unsafe (own, rented, assigned or institutional housing, without security for physical and/or emotional integrity, in terms of structural and physical conditions and legality of ownership; imminent eviction)	1
With housing perceived as safe (own, rented or institutional housing, with safety for physical and/or emotional integrity, in terms of structural and physical conditions and legality of ownership)	0
SOCIO-FAMILY CONTEXT	
No informal support network (family, friends, neighbours, acquaintances either do not exist or, if they do, do not provide support or this is not perceived as adequate or reassuring)	2
With occasional informal support network (family, friends, neighbours, acquaintances who provide sporadic support, perceived as adequate and reassuring)	1
With an effective informal support network (family, friends, neighbours, acquaintances who provide effective, stable support that is perceived as adequate and reassuring)	0
INSTITUTIONAL CONTEXT	
Without formal support network (no contact and/or follow-up with social support institution) **or With formal support network perceived as ineffective** (occasional contact and/or regular follow-up by social support institutions, perceived as ineffective or inadequate)	2
With occasional formal support network (occasional contact with social support institutions, perceived as effective)	1
With effective formal support network (regular follow-up from social support institution, perceived as effective)	0
ECONOMIC CONTEXT	
Unable to cover essential expenses for survival and well-being* *(expenses associated with needs perceived as essential for the survival and well-being of the individual and/or the AF (including animals), such as housing, food, transport, communication, medication (with or without prescription) and other out-of-pocket expenses)	2
Able to cover part of the expenses necessary for survival and well-being*	1
Able to cover all expenses associated with survival and well-being*	0
INTERNAL OR EXTERNAL VULNERABILITIES (always mark "1" regardless of the number of people in the AF with this condition)	
Particularly vulnerable person (person more susceptible to physical or moral harm due to their fragility, namely children, the elderly, women, pregnant women, LGBTQIA+, or adults with disabilities or insufficient personal capacities)	1
Illiteracy (difficulty in reading, interpreting and writing; inability to use reading and writing as a means of acquiring knowledge, develop one's potential, access services and participate actively in society)	1
Person with physical or mental health problems	1
Language barrier (difficulty understanding and comprehending information provided in a language other than the person's mother tongue)	1
Victims of exceptional circumstances (serious accidents, crises or disasters (fire, flood, landslide), war, migration flows, IRP (International Protection Requesters or Beneficiaries), human trafficking, pandemics)	1
Particularly adverse weather conditions (severe or extreme cold or heat, even if no warning has been issued a weather warning)	1
Total	

SOCIAL RISK ASSESSMENT RESULTS	
Immediate response required	Emergency (8 to 16)	
Immediate response required	Crisis (0 to 7)	

CHECK WITH SISS BULLETIN		DOES NOT MATCH SISS BULLETIN		

THE SOCIAL RISK ASSESSMENT SCALE (SRAS) IS A **TOOL DESIGNED TO HELP PROFESSIONALS MANAGE SOCIAL EMERGENCIES**. IT PROVIDES GUIDANCE TO HELP MAKE CONSISTENT ASSESSMENTS, DECISIONS AND RESPONSES. THE SCALE CONSIDERS DIFFERENT RISK DIMENSIONS. SINCE THESE DIMENSIONS ARE INDEPENDENT OF EACH OTHER, THEY CAN CHANGE SEPARATELY, **BUT IT IS THE TOTAL SCORE THAT MATTERS.**

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NACIONAL SOCIAL EMERGENCY HOTLINE - 144

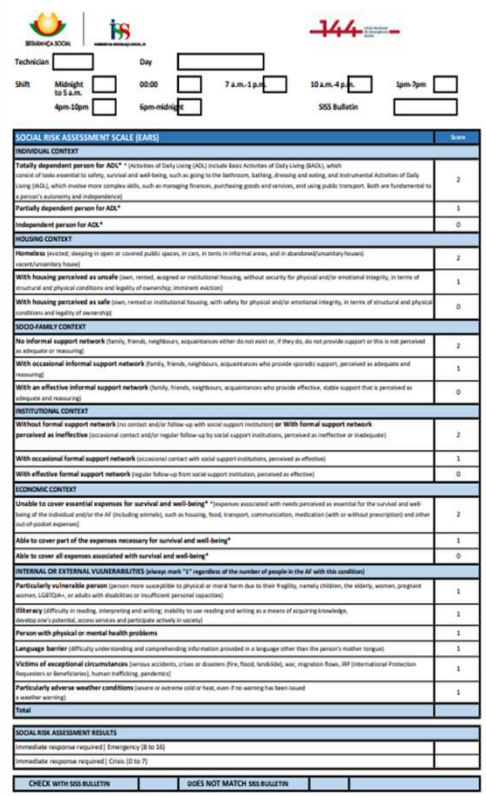
144 HOTLINE | SOCIAL RISK ASSESSMENT SCALE (SRAS)

THE AIM OF SRAS IS TO PROVIDE A CLEAR FRAMEWORK FOR ANALYZING RISK IN SOCIAL EMERGENCIES. IT CONSIDERS:

- AUTONOMY IN DAILY ACTIVITIES;
- HOUSING CONDITIONS;
- INFORMAL AND FAMILY NETWORKS;
- FORMAL SUPPORT;
- ECONOMIC RESOURCES.

IT ALSO CONSIDERS SPECIFIC VULNERABILITIES THAT INCREASE RISK.

EACH ITEM FALLS INTO A SEPARATE RISK CATEGORY.



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Particularly adverse weather conditions (severe or extreme cold or heat, even if no warning has been issued a weather warning)	1
Total	

SOCIAL RISK ASSESSMENT RESULTS	
Immediate response required | Emergency (8 to 16)	
Immediate response required | Crisis (0 to 7)	

CHECK WITH SISS BULLETIN ☐ | DOES NOT MATCH SISS BULLETIN ☐

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NACIONAL SOCIAL EMERGENCY HOTLINE - 144

144 HOTLINE | SOCIAL RISK ASSESSMENT SCALE (SRAS)

METHODOLOGY

IN ORDER TO APPLY THE SCALE TO DIFFERENT EMERGENCIES, IT FIRST HAD TO BE VALIDATED. THIS WAS ACCOMPLISHED BY OUR HOTLINE TEAM BETWEEN 15 MAY AND 15 JULY 2025, UTILIZING A SUBSTANTIAL COLLECTION OF CASE HISTORIES COVERING **1,002 CASES**.

- EACH OF THE FIVE CORE ITEMS WAS SCORED: **0 (BEST), 1 (INTERMEDIATE) OR 2 (WORST);**
- SIX VULNERABILITIES WERE ADDED, **EACH WORTH ONE POINT;**
- TOTAL SCORE = **ITEM SUBTOTAL + VULNERABILITIES**;
- CLASSIFICATION: **CRISIS (0–7) OR EMERGENCY (8–16).**

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NACIONAL SOCIAL EMERGENCY HOTLINE - 144

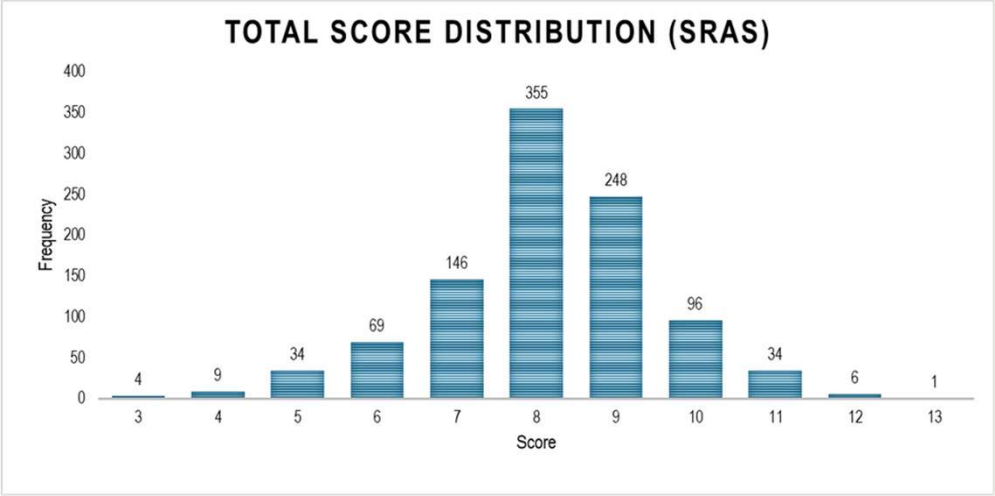
144 HOTLINE | SOCIAL RISK ASSESSMENT SCALE (SRAS)

RESULTS

WE ANALYSED 1,002 RECORDS, EQUAL TO 46% OF CALLS RECEIVED BY THE 144 HOTLINE IN THAT PERIOD.

- **690 CASES (68.9%)** WERE CLASSIFIED AS **EMERGENCY**
- **312 CASES (31.1%) AS CRISIS**
- RULE APPLIED: **0–7 = CRISIS; 8–16 = EMERGENCY**

AS SHOWN IN THE TABLE, **35% OF RESPONSES SCORED AT THE MINIMUM EMERGENCY LEVEL.**



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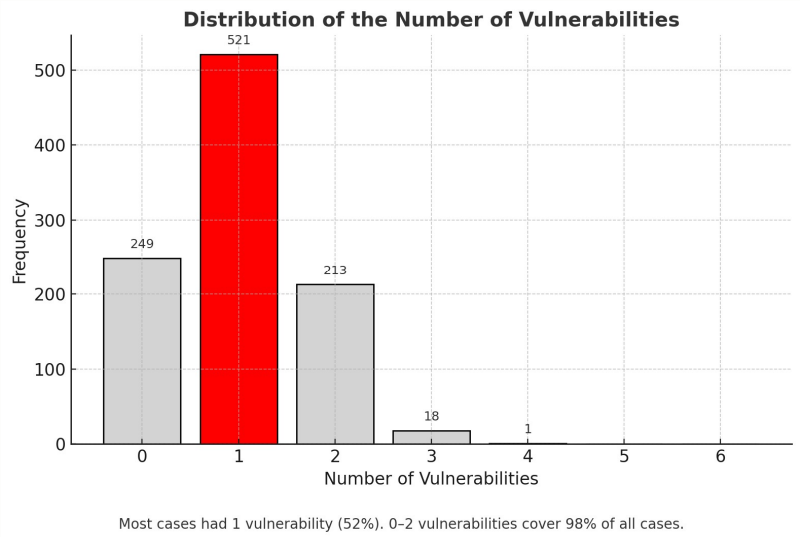
NACIONAL SOCIAL EMERGENCY HOTLINE - 144

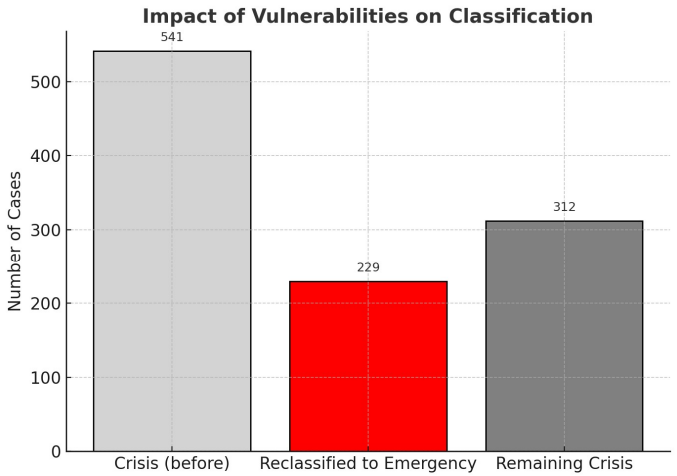
144 HOTLINE | SOCIAL RISK ASSESSMENT SCALE (SRAS)

THE ROLE OF VULNERABILITIES IN RISK CLASSIFICATION

- MOST PEOPLE HAD AT LEAST ONE VULNERABILITY (98% HAD 0–2).
- VULNERABILITIES SHIFTED 229 CASES (42.3% OF CRISIS) INTO EMERGENCY.
- THEY REVEAL HIDDEN RISKS NOT CAPTURED BY CORE ITEMS (E.G., MENTAL HEALTH, LANGUAGE BARRIERS).



Most cases had 1 vulnerability (52%). 0–2 vulnerabilities cover 98% of all cases.



229 cases (42.3% of Crisis) were reclassified as Emergency due to vulnerabilities.

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144 HOTLINE | SOCIAL RISK ASSESSMENT SCALE (SRAS)

MAIN CONCLUSIONS

ALTHOUGH THE SCALE SHOWED LOW INTERNAL CONSISTENCY, THIS IS NOT NECESSARILY A WEAKNESS AS RISKS ARE DIFFERENT DIMENSIONS THAT ARE NOT EXPECTED TO MOVE TOGETHER.

- THE OFFICIAL CUT-OFF POINT OF ≥8 (EMERGENCY) IS **SUPPORTED BY THE DATA**;
- **VULNERABILITIES MUST NOT BE UNDERESTIMATED AS THEY CAN INCREASE THE LEVEL OF PRIORITY**, EVEN WHEN THE CORE ITEMS APPEAR NON-CRITICAL.
- CURRENT VALIDATION WAS **INTERNAL**;
- **EXTERNAL VALIDATION** WITH INDEPENDENT OUTCOMES IS **REQUIRED**;
- SRAS SHOULD BE USED AS A FORMATIVE INDICATOR AND THE **TOTAL SCORE** SHOULD BE INTERPRETED AS **THE SUM OF THE VARIOUS RISKS RATHER THAN AS A SINGLE LINEAR SCALE.**

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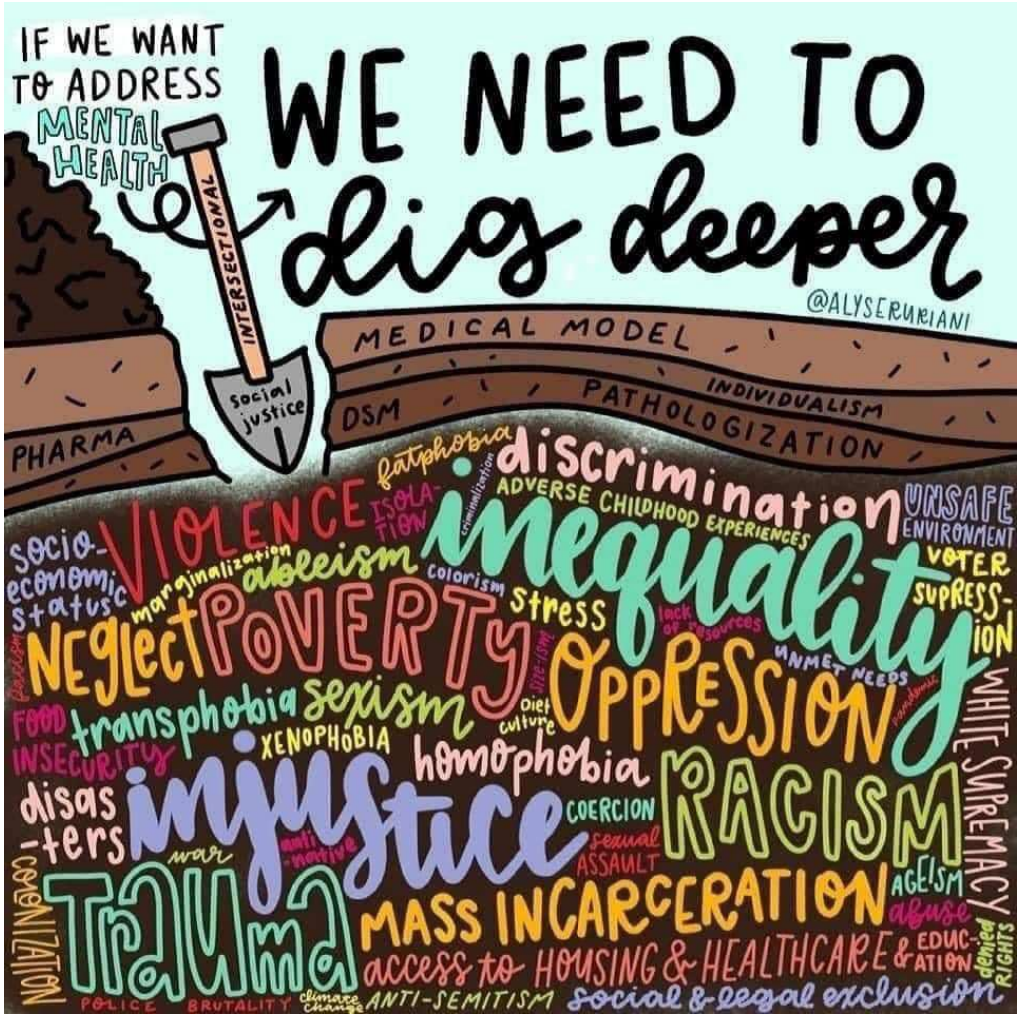
NACIONAL SOCIAL EMERGENCY HOTLINE - 144



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THANK YOU ALL

MARTA.B.BORGES@SEG-SOCIAL.PT
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