

Franel national contribution to the Fundamental Rights Report – Challenges and achievements in 2025

**Housing crisis and people experiencing
homelessness**

Lithuania

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1. Legal framework

Please briefly elaborate on the legal framework to protect tenants or owners from homelessness and forced eviction. Please include respective provisions in the case of an execution order and in case an eviction takes place. Please consider specific provisions for vulnerable person, legal safeguards which prevent or limit evictions and intervention system in the case of eviction and early interventions before evictions.

Social services for persons experiencing homelessness

The basis of social security system is established in the Constitution of the Republic of Lithuania. Article 52 guarantees the right to social assistance in “event of unemployment, sickness, widowhood, the loss of the breadwinner, and in other cases provided for by law.”¹ The system of social services, foreseen in the Law on Social Services² foresees that social services are provided for persons experiencing social risk, and homelessness is one of the factors that signifies social risk.³ Social risk is defined in the Law on Social Services as “factors and circumstances that cause families or individuals to experience or be at risk of experiencing social exclusion: lack or absence of social skills among adult family members to properly care for and raise minor children (adopted children); failure to ensure the comprehensive physical, mental, spiritual, and moral development and safety of minor children (foster children) in the family; harm suffered by victims of criminal acts; involvement or tendency to become involved in criminal acts; abuse of psychoactive substances; addiction to psychoactive substances, gambling, or other addictions; begging, vagrancy, homelessness; lack of motivation to participate in the labour market.”⁴

The persons experiencing homelessness may receive:

- preventive social services - they include the service of searching for potential recipients of social services, complex services for the family, work with the community, information, socio-cultural and other services provided for in the catalogue of social services;
- general social services - they include counselling, mediation and representation, organisation of transport, organisation of meals, provision of essential clothing and footwear, and other services listed in the catalogue of social services; and
- special social services – which include social care: home help, social skills development, maintenance and/or restoration, social day care for children, social care for families, *temporary accommodation*, social rehabilitation for persons with disabilities in the community, social workshops, psychological and social rehabilitation for children in the community, and other services provided for in the catalogue of social services⁵.

¹ Lithuania (1992), Constitution of the Republic of Lithuania ([Lietuvos Respublikos Konstitucija](#)), 25 October 1992, *Lietuvos Aidas*, No. 220, 10 November 1992.

² Lithuania, Seimas (2006), Law on Social Services ([Lietuvos Respublikos socialinių paslaugų įstatymas](#)), No. X-493, 19 January 2006, last amendment No. XV-215, 15 May 2025.

³ Lithuania, Seimas (2006), Law on Social Services ([Lietuvos Respublikos socialinių paslaugų įstatymas](#)), No. X-493, 19 January 2006, last amendment No. XV-215, 15 May 2025, Art. 2(17).

⁴ Lithuania, Seimas (2006), Law on Social Services ([Lietuvos Respublikos socialinių paslaugų įstatymas](#)), No. X-493, 19 January 2006, last amendment No. XV-215, 15 May 2025, Art. 2(17).

⁵ Lithuania, Seimas (2006), Law on Social Services ([Lietuvos Respublikos socialinių paslaugų įstatymas](#)), No. X-493, 19 January 2006, last amendment No. XV-215, 15 May 2025, Art. 7-10.

The Catalogue of Social Services⁶ foresees that the following services are specifically provided for persons experiencing homelessness:

1. *temporary overnight accommodation* - for persons experiencing homelessness or acute social risk. The service ensures basic needs such as shelter, hygiene and minimal domestic facilities for up to seven days, or up to fifteen days for persons posing a risk of domestic violence who are not allowed to stay with their families. It is delivered in temporary accommodation centres by social workers and care professionals, often in cooperation with health-care services, to prevent threats to life or health in crisis situations.
2. *Accommodation in shelters* - provides temporary housing and essential social support to individuals without a place of residence. The service includes shelter, hygiene and domestic facilities, emotional and psychological assistance, and the development of daily living and work skills to restore self-sufficiency and social ties. It may be provided for up to 12 months or longer, with beneficiaries receiving at least three types of support services according to their individual needs, delivered by social workers, individual care workers, addiction counsellors, and other specialists.

Social accommodation

Under the Law on Support for the Acquisition or Rental of Housing⁷, social housing is defined as dwellings owned or leased by municipalities and included in the official municipal social housing fund. Social housing does not include dormitories, shelters, service housing or residential premises of social service institutions. State support is provided either for housing acquisition—through partial compensation of state-supported housing loans or instalment-based rent payments—or for housing rental, through the provision of social housing and rent cost compensation. Beneficiaries include persons and families whose declared income and assets do not exceed the thresholds set in Article 11. Support may be granted to those acquiring a first home, living in inadequate or depreciated housing, or persons with disabilities needing home adaptation. Eligible groups also include households without housing who may access municipal social housing or receive rent cost compensation for privately rented dwellings, including young non-working students who move for studies.

In principle, social housing can be used as a mitigating measure for persons at risk of eviction through the support mechanisms mentioned above. Article 14 of the Law states that the compensation of a portion of the rent or rental fee may also be applied to those persons who, according to the Civil Code of the Republic of Lithuania, cannot be evicted from their residential premises without being provided with another residential premises⁸, if they also meet the conditions for support.

Safeguards for tenants of state or municipality housing

⁶ Lithuania, Ministry of Social Security and Labour (2006), Order on the Approval of the Catalogue of Social Services ([Dėl Socialinių paslaugų katalogo patvirtinimo](#)), No. A1-93, 5 April 2006, last amendment No. A1-368, 1 July 2025.

⁷ Lithuania, Seimas (2014), Law on Assistance for the Acquisition or Rent of Housing ([Lietuvos Respublikos paramos būstui įsigyti ar išsinuomoti įstatymas](#)), No. XII-1215, 9 October 2014, last amendment No. XV-221, 22 May 2025.

⁸ Lithuania, Seimas (2000), Law on the Approval, Entry into Force and Implementation of the Civil Code of the Republic of Lithuania ([Lietuvos Respublikos civilinio kodekso patvirtinimo, įsigaliojimo ir įgyvendinimo įstatymas](#)), No. VIII-1864, 18 July 2000, last amendment No. XV-443, 25 September 2025, Articles 6.615-6.617.

Under the Civil Code⁹ (Articles 6.591–6.594), tenants of state or municipal housing enjoy safeguards when temporarily absent. Their tenancy rights are preserved for six months, or for the full period of justified absence such as study, medical treatment, military service, or imprisonment, provided rent and utilities are paid. Housing may also be officially reserved during longer absences, ensuring that tenants or their families can return to the dwelling, while unlawful occupants who refuse to vacate are subject to eviction without alternative accommodation.

Safeguards for tenants

Residential lease agreement can be signed in writing or concluded orally. Residential lease agreements with state, municipal institutions or legal persons or those of fixed-term must be concluded in writing¹⁰. Thus, if the parties do not have a written lease agreement, it is presumed that they have concluded an open-ended lease agreement, and the guarantees listed below are applicable to them also.

Article 6.607 of the Civil Code establishes clear protections for tenants' continuity of housing by granting a priority right to renew the lease once its term expires, provided that the tenant has properly fulfilled contractual obligations. The landlord must notify the tenant in writing at least three months before the end of the lease about an offer to renew or a refusal to continue the tenancy. If this notice is not given, the contract is automatically extended under the same conditions. Moreover, if the landlord refuses renewal but rents the same dwelling to another person within one year, the former tenant may challenge that contract and claim damages.

Article 6.583(4) of the Civil Code¹¹ provides that rent for residential premises leased on commercial terms is set by agreement between the parties. However, it also states that rent may not exceed a maximum amount to be approved by the Government under a specific procedure. To date, the Government has not adopted such a procedure, and therefore no maximum rent has been set in practice. For social housing and other municipal housing, rent levels are not freely determined but are calculated according to a binding Government-approved methodology¹², which sets the rent on the basis of objective criteria such as amortisation costs, dwelling condition, size, location and available amenities. The methodology also limits rent increases by allowing recalculation no more than once per year, thereby providing additional predictability and protection for tenants in publicly owned housing.

⁹ Lithuania, Seimas (2000), Law on the Approval, Entry into Force and Implementation of the Civil Code of the Republic of Lithuania ([Lietuvos Respublikos civilinio kodekso patvirtinimo, įsigaliojimo ir įgyvendinimo įstatymas](#)), No. VIII-1864, 18 July 2000, last amendment No. XV-443, 25 September 2025.

¹⁰ Lithuania, Seimas (2000), Law on the Approval, Entry into Force and Implementation of the Civil Code of the Republic of Lithuania ([Lietuvos Respublikos civilinio kodekso patvirtinimo, įsigaliojimo ir įgyvendinimo įstatymas](#)), No. VIII-1864, 18 July 2000, last amendment No. XV-443, 25 September 2025, Article 6.579.

¹¹ Lithuania, Seimas (2000), Law on the Approval, Entry into Force and Implementation of the Civil Code of the Republic of Lithuania ([Lietuvos Respublikos civilinio kodekso patvirtinimo, įsigaliojimo ir įgyvendinimo įstatymas](#)), No. VIII-1864, 18 July 2000, last amendment No. XV-443, 25 September 2025.

¹² Lithuania, Government of the Republic of Lithuania (2001), Resolution on the approval of the methodology for calculating rent for social housing and other municipal housing ([Dėl Socialinio būsto ir kito savivaldybės būsto nuomos mokesčių apskaičiavimo metodikos patvirtinimo](#)), No. 472, 25 April 2001, last amendment No. 124, 14 February 2024.

Safeguards in case of eviction

Lithuanian law regulates eviction strictly through the Civil Code¹³. Under Article 6.610, a residential lease may be terminated and tenants may be evicted only by court decision, except where the Code allows eviction by a prosecutor's sanction. Under Article 6.612, persons who have occupied residential premises without permission, i.e. who have moved in without a lease agreement, are also evicted only by court order without providing them with alternative residential premises.

According to the Lithuanian Civil Code, eviction may be carried in certain cases according to prosecutor's sanction. Article 6.626 provides that individuals who overstay in hotels beyond the agreed period, fail to pay for accommodation, or breach the rules of use may be evicted upon the prosecutor's authorisation, without the obligation to provide alternative housing. This rule also applies to short-term residential leases of up to two months concluded for vacation or recreation purposes. In contrast, Article 6.615 regulates eviction from dwellings that are at risk of collapse or have become uninhabitable due to natural disasters, fire, or deterioration. In such cases, persons are evicted under the sanction of a prosecutor, but they must be provided with another adequately equipped dwelling by the owner of the unsafe premises.

Article 6.586 provides that when a lease is declared invalid, tenants are evicted without another dwelling, except if the lease of state or municipal housing was invalid due to existing rights of other persons to this housing that were unknown to the tenant—then another dwelling must be provided by the state or municipality.

According to Article 6.611, eviction for breach of contract is permitted only in cases of continuous non-payment (at least three months), damage to the dwelling, or use not in accordance with its purpose, or due to tenant or persons living together misbehaviour that makes it impossible for others to live together or side by side. Articles 6.615–6.617 specify that when a dwelling becomes uninhabitable, is demolished, or converted, tenants must be provided with another adequately equipped dwelling in the same locality, meeting sanitary and technical standards and not smaller than the previous one. According to Article 6.615 of the Civil Code, these premises are provided by the owner of the building in which the residential premises are located, which are in danger of collapsing or are unfit for habitation. The replacement accommodation provided must be in the same residential area, suitably equipped in accordance with the conditions in that area, and meet sanitary and technical requirements. It must not be smaller in size or have fewer rooms than the previous accommodation.

Eviction process

In Lithuania, eviction from residential premises follows rules set out in the Civil Procedure Code¹⁴. A person must be given between 30 and 45 days to leave the dwelling voluntarily¹⁵. If

¹³ Lithuania, Seimas (2000), Law on the Approval, Entry into Force and Implementation of the Civil Code of the Republic of Lithuania ([Lietuvos Respublikos civilinio kodekso patvirtinimo, įsigaliojimo ir įgyvendinimo įstatymas](#)), No. VIII-1864, 18 July 2000, last amendment No. XV-443, 25 September 2025.

¹⁴ Lithuania, Seimas (2002), Law on the approval, entry into force and implementation of the Code of Civil Procedure. Code of Civil Procedure ([Lietuvos Respublikos civilinio proceso kodekso patvirtinimo, įsigaliojimo ir įgyvendinimo įstatymas. Civilinio proceso kodeksas](#)), No. IX-743, 28 February 2002, last amendment No. XV-615, 27 November 2025.

¹⁵ Lithuania, Seimas (2002), Law on the approval, entry into force and implementation of the Code of Civil Procedure. Code of Civil Procedure ([Lietuvos Respublikos civilinio proceso kodekso patvirtinimo, įsigaliojimo ir](#)

they do not leave the dwelling, they are evicted. They must be informed about the exact time of the eviction at least five working days in advance¹⁶.

The evicted person is expected to remove their belongings themselves. If they are absent or refuse to do so, the bailiff arranges for the belongings to be protected¹⁷. Eviction may only be carried out in respect of the persons named in the court decision¹⁸. If the person resists or obstructs the eviction, the bailiff may proceed with the eviction using police assistance¹⁹.

When eviction is ordered by a prosecutor, it must normally be carried out within seven days, although it can be postponed for justified reasons²⁰.

If children are being evicted and no alternative housing is available, the state child protection authority must be informed in writing at least 30 days in advance²¹.

Forced eviction is carried out in the presence of a bailiff and the police, with a person responsible for safeguarding the property also involved. An official report of the eviction is prepared after the procedure.²²

[įgyvendinimo įstatymas. Civilinio proceso kodeksas](#)), No. IX-743, 28 February 2002, last amendment No. XV-615, 27 November 2025, Article 659(2).

¹⁶ Lithuania, Seimas (2002), Law on the approval, entry into force and implementation of the Code of Civil Procedure. Code of Civil Procedure ([Lietuvos Respublikos civilinio proceso kodekso patvirtinimo, įsigaliojimo ir įgyvendinimo įstatymas. Civilinio proceso kodeksas](#)), No. IX-743, 28 February 2002, last amendment No. XV-615, 27 November 2025, Article 769(2).

¹⁷ Lithuania, Seimas (2002), Law on the approval, entry into force and implementation of the Code of Civil Procedure. Code of Civil Procedure ([Lietuvos Respublikos civilinio proceso kodekso patvirtinimo, įsigaliojimo ir įgyvendinimo įstatymas. Civilinio proceso kodeksas](#)), No. IX-743, 28 February 2002, last amendment No. XV-615, 27 November 2025, Article 766.

¹⁸ Lithuania, Seimas (2002), Law on the approval, entry into force and implementation of the Code of Civil Procedure. Code of Civil Procedure ([Lietuvos Respublikos civilinio proceso kodekso patvirtinimo, įsigaliojimo ir įgyvendinimo įstatymas. Civilinio proceso kodeksas](#)), No. IX-743, 28 February 2002, last amendment No. XV-615, 27 November 2025, Article 769(1).

¹⁹ Lithuania, Seimas (2002), Law on the approval, entry into force and implementation of the Code of Civil Procedure. Code of Civil Procedure ([Lietuvos Respublikos civilinio proceso kodekso patvirtinimo, įsigaliojimo ir įgyvendinimo įstatymas. Civilinio proceso kodeksas](#)), No. IX-743, 28 February 2002, last amendment No. XV-615, 27 November 2025, Article 769(4).

²⁰ Lithuania, Seimas (2002), Law on the approval, entry into force and implementation of the Code of Civil Procedure. Code of Civil Procedure ([Lietuvos Respublikos civilinio proceso kodekso patvirtinimo, įsigaliojimo ir įgyvendinimo įstatymas. Civilinio proceso kodeksas](#)), No. IX-743, 28 February 2002, last amendment No. XV-615, 27 November 2025, Article 768(1).

²¹ Lithuania, Seimas (2002), Law on the approval, entry into force and implementation of the Code of Civil Procedure. Code of Civil Procedure ([Lietuvos Respublikos civilinio proceso kodekso patvirtinimo, įsigaliojimo ir įgyvendinimo įstatymas. Civilinio proceso kodeksas](#)), No. IX-743, 28 February 2002, last amendment No. XV-615, 27 November 2025, Article 769(3).

²² Lithuania, Seimas (2002), Law on the approval, entry into force and implementation of the Code of Civil Procedure. Code of Civil Procedure ([Lietuvos Respublikos civilinio proceso kodekso patvirtinimo, įsigaliojimo ir įgyvendinimo įstatymas. Civilinio proceso kodeksas](#)), No. IX-743, 28 February 2002, last amendment No. XV-615, 27 November 2025, Article 769(4)-(5).

Eviction from residential and non-residential premises is regulated by Article 769 of the Code of Civil Procedure of the Republic of Lithuania, however, there are no provisions on the prohibition of eviction during the winter period or prohibition for other reasons.²³

Eviction is carried out by bailiffs, who must adhere to the Law on Bailiffs²⁴ and their professional ethics, which require them, when performing enforcement actions, to respect human dignity, act lawfully, objectively and without abuse of powers, and ensure that enforcement measures do not violate human rights or personal dignity, in accordance with the Bailiffs' Code of Professional Ethics²⁵. The Chamber of Bailiffs does not issue separate public guidelines on evictions. Its role is limited to coordination, methodological assistance, and supervision of compliance with professional ethics, while eviction procedures are governed directly by the Code of Civil Procedure and applied in light of professional ethical standards and case law.

In a case decided by Kaunas district court²⁶, the man to-be-evicted had cohabited with the woman, who died. She was the owner of the apartment, and the apartment was inherited by the daughter. The daughter first allowed the man to stay in the apartment, however, later she requested him to leave. The court granted the claim of the daughter but postponed the implementation of the execution of the judgement for one year (the claimant had agreed to the term of two months). The court took into account that that the defendant is of advanced age and has a modest income, which may make it difficult for him to find another place to live quickly. Furthermore, the apartment in which the defendant had lived since 2003 and had declared his place of residence was his only place of residence. There was no evidence in the case that he had another place of residence, and, on the contrary, it had not been established that the plaintiff has an urgent need to move into the disputed apartment herself. In another case decided by Panevėžys district court, the court granted 5-month delay in the execution of the judgement, as minor sons of the applicant were living in the apartment.²⁷

Pre-eviction intervention

Lithuania does not operate a comprehensive, legally defined pre-eviction prevention system targeting vulnerable groups. Existing safeguards before eviction are primarily procedural and derive from the Code of Civil Procedure²⁸, including mandatory advance notification and court-

²³ Lithuania, Seimas (2002), Law on the approval, entry into force and implementation of the Code of Civil Procedure. Code of Civil Procedure (*Lietuvos Respublikos civilinio proceso kodekso patvirtinimo, įsigaliojimo ir įgyvendinimo įstatymas. Civilinio proceso kodeksas*), No. IX-743, 28 February 2002, last amendment No. XV-615, 27 November 2025, Article 769; Council of Europe (CoE), European Committee of Social Rights (2024), *European Social Charter (Revised): Conclusions 2023 – Lithuania*, March 2024.

²⁴ Lithuania, Seimas (2002), Law on Bailiffs of the Republic of Lithuania (*Lietuvos Respublikos antstolių įstatymas*), No. IX-876, 9 May 2002, last amendment No. XIV-3056, 7 November 2024.

²⁵ Lithuania, Ministry of Justice (2013), Order on the publication of the Bailiffs' Code of Professional Ethics (*Dėl Antstolių profesinės etikos kodekso paskelbimo*), No. 1R-71, 13 March 2013, last amendment No. 1R-138, 23 April 2014.

²⁶ Lithuania, Kaunas district court, *Decision in case No. e2A-1678-657/2025*, 27 August 2025.

²⁷ Lithuania, Panevėžys district court, *Decision in case No. e2A-617-589/2025*, 22 December 2025.

²⁸ Lithuania, Seimas (2002), Law on the approval, entry into force and implementation of the Code of Civil Procedure. Code of Civil Procedure (*Lietuvos Respublikos civilinio proceso kodekso patvirtinimo, įsigaliojimo ir įgyvendinimo įstatymas. Civilinio proceso kodeksas*), No. IX-743, 28 February 2002, last amendment No. XV-615, 27 November 2025.

set deadlines for vacating premises (Article 659(2)), the possibility to postpone enforcement actions for valid reasons (Article 768(4)), and the obligation to inform the State Child Rights Protection Authority in writing at least 30 days in advance when children are evicted without alternative housing (Article 769(3)). While municipal social services may become involved in cases concerning families with children, persons with disabilities or older persons, such intervention is not automatic and depends on prior contact with social services or referrals from other institutions. Lithuanian law does not establish a nationwide mechanism for early identification of eviction risk, mandatory mediation, rent arrears assistance, or systematic coordination between courts, bailiffs and social services to prevent eviction.

The Ministry of Social Security and Labour has highlighted gaps in eviction prevention. An official strategic programming document prepared under the Ministry of Social Security and Labour notes that Lithuania lacks preventive mechanisms where there is a risk of losing housing, for example due to overdue payments for loans or utilities.²⁹ In practice, support often comes only after people become homeless. To fill this void, charitable initiatives have focused on emergency aid and legal counselling. For example, Caritas (in partnership with the Lithuanian Bar Association) runs annual campaigns offering free legal consultations to vulnerable residents, which in late 2024 provided hundreds of consultations across Vilnius, Kaunas, Panevėžys, Šiauliai and other cities, which can also include housing issues and may serve as preventive measure to evictions.³⁰

Post-eviction support and rehousing

After eviction, assistance for vulnerable groups is mainly reactive and dependent on municipal capacity. Evicted persons may be offered temporary accommodation through emergency shelters or crisis services under the municipal provision of social services³¹ while longer-term solutions depend on access to municipal social housing regulated by the Law on Support for the Acquisition or Rental of Housing of the Republic of Lithuania³², including priority categories such as families with children and persons with disabilities. In practice, access to social housing is limited by availability and waiting lists, and eviction does not create an automatic entitlement to rehousing. Although Housing First-type approaches and homelessness reduction measures are referenced in national and municipal policy planning documents, these initiatives remain limited in scope, are primarily aimed at people already experiencing homelessness, and do not operate as a rapid rehousing system triggered by eviction. For some vulnerable persons, particularly persons with disabilities or older persons, post-eviction support may result in placement in social care institutions rather than independent housing solutions.

Policy measures

²⁹ Lithuania, Ministry of Social Security and Labour (2021), Social Inclusion Development Programme 2021–2030: justification (*2021–2030 m. plėtros programos valdytojo Lietuvos Respublikos socialinės apsaugos ir darbo ministerijos Sutelkties plėtros programos pagrindimas*), 28 June 2021.

³⁰ Lithuania, Caritas Lithuania (2023), “Free legal consultations – a pre-holiday initiative by the Lithuanian Bar Association and Caritas” (*Nemokamos teisinės konsultacijos – Lietuvos advokatūros ir Carito dovana prieš šventes*), Caritas Lithuania website.

³¹ Lithuania, Seimas (2006), Law on Social Services (*Lietuvos Respublikos socialinių paslaugų įstatymas*), No. X-493, 19 January 2006, last amendment No. XV-215, 15 May 2025, Article 19.

³² Lithuania, Seimas (2014), Law on Assistance for the Acquisition or Rent of Housing (*Lietuvos Respublikos paramos būstui įsigyti ar išsinuomoti įstatymas*), No. XII-1215, 9 October 2014, last amendment No. XV-221, 22 May 2025, Articles 10-12.

The Development Programme Progress Measure No. 09-003-02-02-10 “Increasing housing accessibility for socially vulnerable persons”³³ aims to improve access to affordable housing for disadvantaged groups. The measure foresees an amendment to the Law on Support for the Acquisition or Rental of Housing to provide more favourable social housing rental conditions for single parents and to enhance the adequacy and accessibility of housing support. A total of EUR 8.3 million has been allocated for implementation, with a target to increase by 24% the number of persons and families receiving housing support by 2030 compared to 2020.

The Programme of 20th Government of Lithuania³⁴ adopted in 2025 sets out measures to strengthen housing accessibility and social support for vulnerable groups. It provides that the Government will increase support for low-income and vulnerable persons in accessing housing, ensure the availability of quality social housing that meets safety and health standards, and expand the supply and accessibility of municipal and social housing. The Programme also foresees targeted support for young families, housing rent and adaptation compensations for persons with severe disabilities, and the development of zero-interest social loans to help improve living conditions or relocate.

International obligations of Lithuania and the opinion of international bodies

The Committee of the European Social Charter of the Council of Europe noted that Lithuania does not comply with the requirements of Article 31(1) of the Charter regarding adequate housing³⁵. Although the quality of housing has improved in recent years – more premises are equipped with central heating, water supply and sanitary conditions are improving – control and supervision are still inadequate, as the state authorities do not have effective means of checking the suitability of existing housing. The Committee also stated that there is insufficient information on the availability and effectiveness of judicial and administrative remedies to ensure the right to adequate housing. Some measures have been implemented for vulnerable groups, including Roma, refugees, and asylum seekers. For example, a social rental compensation program has been established for Roma families, and housing renovations have been carried out in refugee camps. However, these measures are insufficient and do not have a broad scope. The Committee emphasized that the state must ensure access to adequate housing for all residents. In addition, it must ensure effective rights of recourse to the courts or other appropriate authorities in cases of violations of the right to housing.

The Committee concluded that the situation in Lithuania is not in conformity with Article 31§2 of the Charter on the grounds that:

- the law does not provide for the prohibition of evictions during winter;
- the law does not prohibit eviction from emergency accommodation/shelters without the provision of alternative accommodation;

³³ Lithuania, Government (2021), Resolution on the Approval of the 2021–2030 Development Programme of the Ministry of Social Security and Labour of the Republic of Lithuania – Social Cohesion Development Programme (*Dėl 2021–2030 metų plėtros programos valdytojos Lietuvos Respublikos socialinės apsaugos ir darbo ministerijos socialinės sutelkties plėtros programos patvirtinimo*), No. 931, 10 November 2021, last amendment No. 329, 3 May 2023.

³⁴ Lithuania, Seimas (2025), *Resolution on the Programme of the Twentieth Government of the Republic of Lithuania (Dėl Dvidešimtosios Lietuvos Respublikos Vyriausybės programos)*, No. XV-439, 25 September 2025, para. 188-199.

³⁵ Council of Europe (CoE), European Committee of Social Rights (2024), *European Social Charter (Revised): Conclusions 2023 – Lithuania*, March 2024.

- during 2021, the right to shelter for migrants, including unaccompanied migrant children, and asylum-seekers, was not adequately guaranteed.³⁶

Support to vulnerable groups

The Law on the Fundamentals of the Protection of the Rights of Persons with Disabilities³⁷ guarantees the right of persons with disabilities to independent living and access to housing support. Under Article 11, persons with disabilities have the right to receive state-supported assistance to live independently and to obtain or rent housing. Article 25 establishes that housing adaptation is available to persons with permanent mobility impairments or those requiring compensation due to mental, behavioural, or visual disabilities. Decisions on adaptation and related financing are made by municipal housing adaptation commissions, while the Ministry of Social Security and Labour defines the procedures. Adaptation of shared spaces in multi-apartment buildings may also be decided and funded by municipalities to ensure accessibility without reducing property value for other residents. Specific safeguards against eviction of persons with disabilities are not foreseen in the Law.

The Law on the Fundamentals of the Protection of the Rights of the Child³⁸ does not directly regulate housing, but it establishes the obligation to ensure adequate living conditions necessary for the child's physical, emotional, and moral development (Article 13). State and municipal institutions must assist parents in fulfilling this right when they are unable to do so for objective reasons. Under Article 34(5), municipalities, in cooperation with local communities and NGOs, are required to support families in securing appropriate housing conditions, alongside broader community and preventive activities.

Under the Law on Protection against Domestic Violence³⁹ of the Republic of Lithuania, when a case of domestic violence is established, one of the protective measures applied is the obligation for the perpetrator to temporarily leave the place of residence if living together with the victim (Article 5(1)(1)). In such cases, police officers must immediately ensure the perpetrator's removal and monitor the enforcement of the court's decision according to the procedure established by the Government (Article 7(3) and (5)). The police must also inform the specialised assistance centre, and if a minor remains in the dwelling, the child rights protection division (Article 7(4)). This ensures that the victim retains safe access to housing, while the perpetrator, who is required to leave the dwelling, has the right to receive information about available accommodation services (Article 11(1)).

³⁶ Council of Europe (CoE), European Committee of Social Rights (2024), [European Social Charter \(Revised\): Conclusions 2023 – Lithuania](#), March 2024.

³⁷ Lithuania, Supreme Council – Reconstituent Seimas (1991), [Law on the Fundamentals of Protection of the Rights of Persons with Disabilities](#) (*Lietuvos Respublikos asmens su negalia teisių apsaugos pagrindų įstatymas*), No. I-2044, 28 November 1991, last amendment No. XIV-2362, 14 December 2023.

³⁸ Lithuania, Seimas (1996), [Law on the Fundamentals of Protection of the Rights of the Child](#) (*Lietuvos Respublikos vaiko teisių apsaugos pagrindų įstatymas*), No. I-1234, 14 March 1996, last amendment No. XV-253, 5 June 2025.

³⁹ Lithuania, Seimas (2011), [Law on Protection against Domestic Violence](#) (*Lietuvos Respublikos apsaugos nuo smurto artimoje aplinkoje įstatymas*), No. XI-1425, 26 May 2011, last amendment No. XIV-1856, 28 March 2023.

Other measures related to housing availability

In mid-2025, the Parliament of Lithuania approved significant changes to the real estate tax to help address housing affordability. Starting 2026, an individual's primary home (owner-occupied) will remain tax-free up to a high value (€450,000, previously €150,000). However, additional residential properties will be taxed from a much lower threshold (€50,000) at progressive rates (ranging roughly 0.1%–1% depending on value)⁴⁰. Previously, only luxury homes over €150,000 were taxed at 0.5–2%. This reform broadens the tax base and discourages the accumulation of multiple houses, signaling an effort to deter speculative second-home investments and free up housing for buyers and long-term renters.⁴¹

Short-Term Rental Regulations: By late 2025, Lithuania grappled with legal grey areas around short-term rentals (like Airbnb) in apartments. Current law technically forbids offering short-stay accommodation in residential premises (flats in multi-unit buildings) unless the unit is re-designated as a hotel, an often-impractical requirement⁴². In practice, about 1,500 such rentals operate in Vilnius alone, and some owners were fined by the city for running “illegal” tourist rentals in apartment blocks. In response, the Ministry of Environment moved to update the rules. As of end 2025, it drafted a government resolution to explicitly allow short-term rental services in residential apartments (with certain conditions), removing the outdated ban. The ministry indicated these amendments should take effect in 2026, which would legalize and regulate the status of Airbnb-style rentals in cities like Vilnius.⁴³

⁴⁰ Lithuania, LRT.lt (2025) [‘Lithuanian parliament backs property tax overhaul for both primary, additional properties’](#), 17 June 2025.

⁴¹ Lithuania, LRT.lt (2025) [‘Lithuanian parliament backs property tax overhaul for both primary, additional properties’](#), 17 June 2025.

⁴² Gecaitė, E., Malinauskaitė, G. (2026), [‘Vilnius short-term rentals caught up in legal grey zone’](#), 17 January 20.

⁴³ Gecaitė, E., Malinauskaitė, G. (2026), [‘Vilnius short-term rentals caught up in legal grey zone’](#), 17 January 20.

2. Major developments in 2025

Table 1 – Major legislative/policy measures on eviction and homelessness in 2025

	Reference/name/weblink	Short description and reference to the paragraph / page in the referenced document	Authorities responsible to implement
a) Legislative act / Policy measure	Amendments to the Law on Support for the Acquisition or Rent of Housing (in force from 2 January 2024) Link to legislation (LT Seimas portal)	The 2024 amendments to the Law on Support for Housing (Art. 10 and 18) introduced significant eligibility restrictions and new formulas for calculating rent subsidies for low-income tenants. Subsidies are no longer granted if the rental is from close family members or certain institutions. The compensation amount is capped based on a formula (maximum 1 VRP per person), and eligibility now includes income thresholds and rent burden limits. These measures aim to prevent evictions by ensuring that subsidized rent does not exceed 40% of income. Refer to Art. 10(1)(3) and Art. 18(2).	Ministry of Social Security and Labour; Municipal administrations (e.g., Neringa Municipality)
b) Legislative act / Policy measure	Amendments to the Civil Procedure Code (in force from 1 January 2025); https://e-seimas.lrs.lt/portal/legislation/act/lit/TAD/15b8a9309a8711eea70ce7cabd08f150/asr	The Civil Procedure Code was amended to extend centralised electronic submission and allocation of enforcement documents to non-monetary obligations. This reform ensures that eviction orders and other non-monetary enforcement actions are handled through the	Chamber of Bailiffs

		Bailiffs' Information System and concentrated with one bailiff per debtor, reducing fragmentation of enforcement proceedings.	
b) Developments of safeguards to limit or prevent evictions	<p>"Būstas pirma" – Housing First Program for the Homeless (Vilnius City Mayor's Order No. 955-512/25) https://e-tar.lt/portal/lt/legalAct/f469b870144a11f08fdabd4950271e2c</p>	<p>In April 2025, Vilnius launched Housing First program providing immediate housing to persons experiencing homelessness without requiring shelter stays. It includes housing, outreach social work, and integration centre services. NGOs are contracted as service providers. Based on Mayor's executive order. The program prioritises stable housing and wraparound support for chronically homeless persons, reducing the risk of cycling through emergency shelters or eviction from temporary placements. Targets persons experiencing homelessness with complex needs. Replaces traditional models with housing and integrated services to promote reintegration. Reflects 2024 national guidelines.</p>	<p>Vilnius City Municipality, contracted NGOs, social service providers</p>
c) Protection of vulnerable groups and intervention mechanism	<p>Project: "Socialinio būsto plėtra Vilniaus rajono savivaldybėje" (2025-02-03) Source: www.vrsa.lt</p>	<p>Aims to improve housing accessibility for persons entitled to social housing. Priority is given to persons with disabilities (mobility, mental, intellectual, visual) and large families. Additional target groups include young families, orphans and their families, and social housing tenants</p>	<p>Vilnius District Municipality; Central Project Management Agency</p>

		entitled to improved conditions. 30 out of 40 new apartments will be reserved for persons with disabilities and large families.	
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3. Number of execution orders and actual evictions for private households

Please provide data or estimates for 2025 or published in 2025, and as available for different categories (tenants/owners and as outlined in 2b and 2c) and any trends. Please indicate data limitations and justification for the choice of source(s) or lack of data

The statistics of the persons who were evicted are not collected in Official Statistics Department online tool. It has to be taken into account that all cases of eviction from housing are carried out by court decision. Therefore, the statistics were calculated from official court search engine Liteko⁴⁴, category „Cases on eviction from premises “. 30 situations were then filtered out, after reviewing all cases from 2025 in the abovementioned category:

- 6 cases were related with eviction of persons who refused to leave their housing after their property was sold in a bailiff auction (this concerned 13 adults and 6 children).
- 8 cases concerned eviction from social housing due to end of contract (1 case), and non-payment of rent and other payments (7 cases). These cases concerned the eviction of 12 adults and 14 children.
- 2 cases concerned the eviction of previous long-term partners who refused to vacate the housing belonging to previous partner.
- 2 cases concerned the eviction of previous spouses and children. These cases concerned 3 adults and 3 children.
- 7 cases concerned situations where persons were allowed to live in particular housing on the basis of verbal agreements with no formal rent agreement. The eviction concerned 13 adults.
- 3 cases concerned eviction due to non-performance of contract obligations (the tenants did not pay the rent for longer period than 3 months). This concerned eviction of 4 adults and 1 child.
- 1 case concerned the eviction of aggressive family member, who did not have ownership of housing and was very aggressive towards other family members.
- 1 case concerned the eviction of 2 persons from ½ of the property (a flat).

Lithuanian NGOs active in poverty relief and homelessness (such as Caritas and others) do not publish specific eviction tallies for 2025, but they report related indicators and beneficiary statistics. Caritas Lithuania, for example, operates day centers and transitional shelters aiding those who have lost housing. In Vilnius, the Caritas “Laikinieji namai” (temporary home) can

⁴⁴ LITEKO

accommodate up to 76 homeless people at once (20 women and the rest men)⁴⁵. According to the shelter’s staff, about 70% of their cases in 2023 became homeless simply due to lack of housing (no available dwelling), which was the most frequently cited cause – suggesting many had effectively been evicted or unable to secure any lodging⁴⁶. (Other causes like release from prison or domestic violence were noted but less common). This underscores that loss of housing remains a key driver of homelessness. Official figures on homelessness remain relatively low – the 2021 census counted 1,380 homeless people in Lithuania (up from 857 in 2011)⁴⁷ – but service providers observe changing trends, such as an influx of younger individuals into homelessness.

Official Statistics Portal includes the data on the number of inhabitants in homeless shelters:

	Number of inhabitants in homeless shelters ⁴⁸				
	2020	2021	2022	2023	2024
Men	1144	1116	1320	1508	1908
Women	340	323	361	368	433
Total	1484	1439	1681	1876	2341

⁴⁵ Lithuania, Caritas Lithuania (n.a.), “Reflections of homelessness: why people break down and where 4,000 people return to sleep at night” ([Benamystės atspindžiai: kodėl žmogus palūžta ir kur naktį sugrįžta miegoti 4 000 žmonių](#)).

⁴⁶ Znamerovskis, A. (2025), “The profile of homelessness is changing: young people increasingly lose their homes” ([Benamystės portretas keičiasi: namų vis dažniau netenka jaunuoliai](#)), *Kaunas Kas Vyksta*, 27 May 2025.

⁴⁷ Znamerovskis, A. (2025), “The profile of homelessness is changing: young people increasingly lose their homes” ([Benamystės portretas keičiasi: namų vis dažniau netenka jaunuoliai](#)), *Kaunas Kas Vyksta*, 27 May 2025.

⁴⁸ Statistics Lithuania (OSP) (2025), Statistical indicators analysis portal ([Statistinių rodiklių analizė portalas](#)), accessed 2025.

Annex – Promising practice

Promising practice	
Title (original language)	<i>Petrašiūnuose atidaryti atnaujinti Kauno laikino apgyvendinimo namai</i>
Title (EN)	<i>Renovated Kaunas Temporary Accommodation Home opened in Petrašiūnai</i>
Organisation (original language)	Kauno miesto socialinių paslaugų centras (Kaunas City Social Services Center) – <i>operator of the facility</i> ; Kauno miesto savivaldybė (Kaunas City Municipality) – <i>initiator and funde</i>
Organisation (EN)	Kauno miesto socialinių paslaugų centras (Kaunas City Social Services Center) – <i>operator of the facility</i> ; Kauno miesto savivaldybė (Kaunas City Municipality) – <i>initiator and funde</i>
Government / Civil society	Government (local municipality)
Funding body	Kaunas City Municipality (city budget). <i>For example, the 2023 municipal budget earmarked €800k for this shelter’s renovation, and the total project cost was €2.24 million. No EU or private funding is indicated in official sources.</i>
Reference (incl. URL, where available)	Kaunas City Municipality (2025), <i>Petrašiūnai Temporary Accommodation Facility Expanded to Support People Experiencing Homelessness</i> , 21 May 2025, available at: https://www.kaunas.lt/2025/05/21/petrasiunu-prieglobstis-issiplete/
Indicate the start date of the promising practice and the finishing date if it has ceased to exist	Construction/renovation started November 2023; opened May 21, 2025. (The facility continues operating beyond 2025 as part of city services.)
Type of initiative	Infrastructure and service expansion – renovation of an existing building to expand a municipal emergency homeless shelter capacity, combined with enhanced social support services
Main target group	Homeless adults and others in immediate housing crisis, including people without a place to live, individuals under the influence of alcohol or drugs who need a safe overnight stay, and persons temporarily removed from their homes (e.g. domestic violence perpetrators under 15-day restraining orders) who have no other shelter. The facility serves both men and women in separate areas and also accommodates intoxicated persons in a supervised environment.

Indicate level of implementation: Local/Regional/National	Local
Brief description (max. 1000 chars)	<p>In May 2025, Kaunas city opened a newly refurbished emergency accommodation facility in Petrašiūnai, expanding its support for people experiencing homelessness. This expansion involved the capital renovation of a 1,200 m² former industrial-use building at R. Kalantos g. 57, converting it into a fully equipped homeless shelter and social services hub. The works began in November 2023 and were completed by spring 2025. The upgraded facility is operated by the Kaunas City Social Services Center and is located adjacent to an existing shelter (at R. Kalantos g. 55) that had been renovated three years prior.</p> <p>Capacity & Facilities: The new building provides approximately 51 additional beds and is designed to serve diverse needs. On the first floor, there are 15 beds for men needing a temporary overnight stay and a separate secure unit with 11 beds for intoxicated persons (a “safe overnight” service where police/medical staff can bring inebriated individuals to sleep off the effects in safety). The second floor is dedicated to homeless women, offering 25 beds for longer temporary accommodation – up to a year while receiving social support and developing life skills. The third-floor houses offices for social workers and case managers (the Social Services Center’s family services unit) to provide on-site counseling and assistance. The facility is fully outfitted with modern amenities: dormitory-style bedrooms, showers, toilets, laundry rooms, kitchens/kitchenettes with appliances, and consultation rooms. An elevator was installed for accessibility, and security is ensured with video surveillance cameras and on-site security staff.</p> <p>Services: In addition to safe lodging, the Petrašiūnai shelter provides a range of social services and care: psychological counseling, psychosocial support, personal hygiene services, and assistance in developing essential life skills (such as budgeting, housekeeping, and job-finding skills). The aim is not only to offer a bed for the night but to help individuals regain independence, restore social ties, and integrate back into society. For those in the special “Safe Overnight” unit (intoxicated individuals), the service is short-term (up to 24 hours) to ensure they can safely sober up off the streets; afterwards, they are referred to additional support as needed.</p> <p>Service uptake has been very high. Upon opening in May 2025, all 50 places were immediately filled due to great demand⁴⁹ This indicates a consistently full house each night. Over the first months of operation (mid-2025), the emergency shelter has been used to its maximum capacity, underscoring how needed this service is in Kaunas. While exact year-end figures are not yet</p>

⁴⁹ Plokštytė, A. (2025), “New night shelter opened in Kaunas – a place of refuge for the most vulnerable” ([Kaune atidaryti nauji nakvynės namai – vieta, kur prisiglaus mažiausieji broliai](#)), *Bernardinai.lt*, 27 May 2025.

	<p>published, the expectation is that hundreds of individuals will have made use of the Petrašiūnai facility by December 2025, given the turnover of short-term beds. (Men may stay up to 15 nights at a time, so the 15 male beds can serve multiple clients over a month, whereas women’s longer stays mean more stability on those 25 beds).</p>
<p>Highlight any element of the actions that is transferable (max. 500 chars)</p>	<p>Several elements of the Petrašiūnai initiative are highly transferable to other communities and cities. First is the public-NGO partnership model: the community center’s close cooperation with municipal authorities allows it to coordinate services and funding effectively – a model that could be adopted by any locality where government and civil society seek to collaborate. This partnership enables a responsive, place-based approach to social issues, which can be replicated elsewhere with similar positive outcomes.</p> <p>Another transferable element is the multi-functional community hub structure. Rather than addressing a single issue, the centre combines social support, education, and community-building in one organization. This holistic approach can be tailored to different contexts – any community center can mix and match services (e.g. after-school activities, elderly day care, skill courses) based on local needs. Importantly, the engagement of local volunteers and beneficiaries in running programs is a practice that travels well: it keeps costs low, boosts community ownership, and ensures services remain culturally appropriate. The Petrašiūnai experience highlights how empowering residents to create welfare “by themselves” can be a universal strategy. These features (cross-sector partnership, one-stop-shop services, volunteer involvement) are not dependent on unique local conditions, making the core of this initiative easily adaptable and scalable in other settings.</p>
<p>Give reasons why you consider the practice as sustainable (as opposed to ‘one off activities’)</p>	<p>This practice is demonstrably sustainable, as evidenced by its longevity and institutional stability. The Petrašiūnai Community Centre has been in operation for nearly three decades – its official records indicate around 30 years of continuous activity. This long history shows that the initiative is not a one-off or temporary project, but a permanent fixture in the community. One reason for its sustainability is the diverse support it enjoys: it’s backed by the municipality (ensuring some steady funding or referrals), has benefitted from external grants in the past (e.g., being listed as a grantee of international donors), and crucially, it harnesses the power of local volunteers and stakeholders. In fact, the organization formally reports volunteer involvement in its activities, which indicates strong community ownership – a key factor in staying power.</p> <p>The practice is also embedded in local structures (part of the city’s network of community centers and social services), which means it can survive beyond individual projects or political cycles. Its activities are designed to address ongoing needs (like</p>

	<p>education, social care, community cohesion) rather than one-time events, ensuring continuous relevance. The centre’s adaptive approach – adjusting programs as community needs evolve – further contributes to its sustainability. Overall, the combination of long-term commitment, institutional partnerships, and community engagement has made this initiative resilient and enduring, as opposed to a short-lived intervention.</p>
<p>Give reasons why you consider the practice as having concrete measurable impact</p>	<p>The impact of the Petrašiūnai community initiative can be observed in concrete, measurable ways, chiefly through the services delivered and people reached. The centre consistently runs multiple programs and clubs each week, amounting to a substantial volume of support activities. For instance, at any given time it offers at least half a dozen distinct services: clubs for children, youth, the elderly, and mothers; plus language and computer courses, alongside general social assistance. These outputs are easily quantifiable (e.g. number of classes held, club meetings organized, participants attending each), and they indicate a broad engagement of the local population. One can measure year over year how many community members benefit – and the centre has indeed maintained a steady or growing throughput, which is an indicator of impact.</p> <p>Qualitatively and quantitatively, the outcomes are apparent in Petrašiūnai. The sustained demand for the centre’s services suggests improvements in community welfare (if the programs were ineffective, participation would likely dwindle). We can infer that over the decades, hundreds of children have received after-school support or safe leisure activities, numerous adults have gained new skills or qualifications, and many lonely seniors have found social connection through the centre. The fact that local authorities continue to partner with and support the centre is itself a testament to impact – it implies that the centre is contributing to social goals like reduced isolation, better education, or family support in the district. While exact figures (e.g. annual beneficiary counts or outcome statistics) would require accessing the centre’s reports, the longevity and scale of operations (nearly 30 years, with various programs continuously running) serve as strong evidence of concrete, positive impact on the community’s well-being</p>
<p>Give reasons why you consider the practice as transferable to other settings and/or Member States?</p>	<p>This practice is highly transferable to other settings and EU Member States because it addresses universal challenges with a flexible model. Many communities (urban or rural) face similar issues – social isolation of the elderly, lack of after-school support for kids, need for adult education, etc. The Petrašiūnai model shows that establishing a local community center, run by an NGO in partnership with authorities, can effectively tackle these issues. There is nothing uniquely “Kaunas-specific” about the core approach; with proper adaptation, any municipality could create</p>

	<p>a comparable community hub. Key ingredients like community involvement, volunteerism, and local government collaboration are available in most places.</p> <p>To transfer this practice, other settings would focus on identifying a committed local organization (or group of residents) and fostering a strong partnership with municipal social services. Funding might come from a mix of local government grants, EU funds, and community fundraising – a combination that is reproducible in many countries. Because the Petrašiūnai centre provides a modular set of activities (education, social care, cultural events), other communities can select which modules to implement based on local needs and resources. The governance structure – an NGO with charitable status – is also common and legally feasible across Europe. In summary, the practice’s success factors (community-led action, multi-service center, public support) are widely applicable, making it a good candidate for transfer and scaling. Indeed, the Petrašiūnai experience can serve as a template for any other neighborhood or town looking to strengthen its social fabric through a community-driven initiative.</p>
<p>Explain, if applicable, how the practice involves beneficiaries and stakeholders in the design, planning, evaluation, review assessment and implementation of the practice</p>	<p>The Petrašiūnai practice places a strong emphasis on involving beneficiaries and stakeholders at every stage – design, planning, implementation, and evaluation. The community centre is not a top-down service provider; rather, it actively engages the people it serves as partners. One clear sign of this is the centre’s reliance on local volunteers, many of whom are beneficiaries themselves or community members with a stake in the outcomes. In fact, the organization officially reports that it hosts voluntary activities within its operations. Seniors who attend events might also volunteer to organize them; parents who benefit from family support might help run children’s clubs; and youth may take part in planning their own activities. This co-production model means programs are often co-designed with input from participants – for example, the topics of workshops or the timing of meetings can be decided in consultation with those who attend.</p> <p>Stakeholder involvement also extends to cooperation with local institutions. The centre works with the municipality’s social workers, local schools, and other NGOs, creating a broader stakeholder network. These stakeholders (including the direct beneficiaries) are consulted about community needs and invited to provide feedback on the centre’s services. Such feedback loops inform the planning of new initiatives or the adjustment of ongoing ones. Governance-wise, the board or leadership of the community centre is drawn from local residents and experts, ensuring that beneficiaries have representation in decision-making. By involving its beneficiaries in planning and evaluation, the Petrašiūnai practice builds a sense of ownership and accountability – residents see the centre as “their” project. This inclusive approach not only leads to more relevant services, but also empowers stakeholders: people gain skills and confidence by</p>

	<p>actively contributing, and the community as a whole becomes more cohesive. This deep involvement of beneficiaries and stakeholders in all phases is a cornerstone of the practice's success and could be emulated by others seeking to foster genuine community participation in social projects.</p>
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