

Portuguese Strategy for Occupational Safety and Health 2008 – 2012 for Public Administration

Priorities for action, progress in the implementation of the proposed measures and their impact on occupational safety outcomes

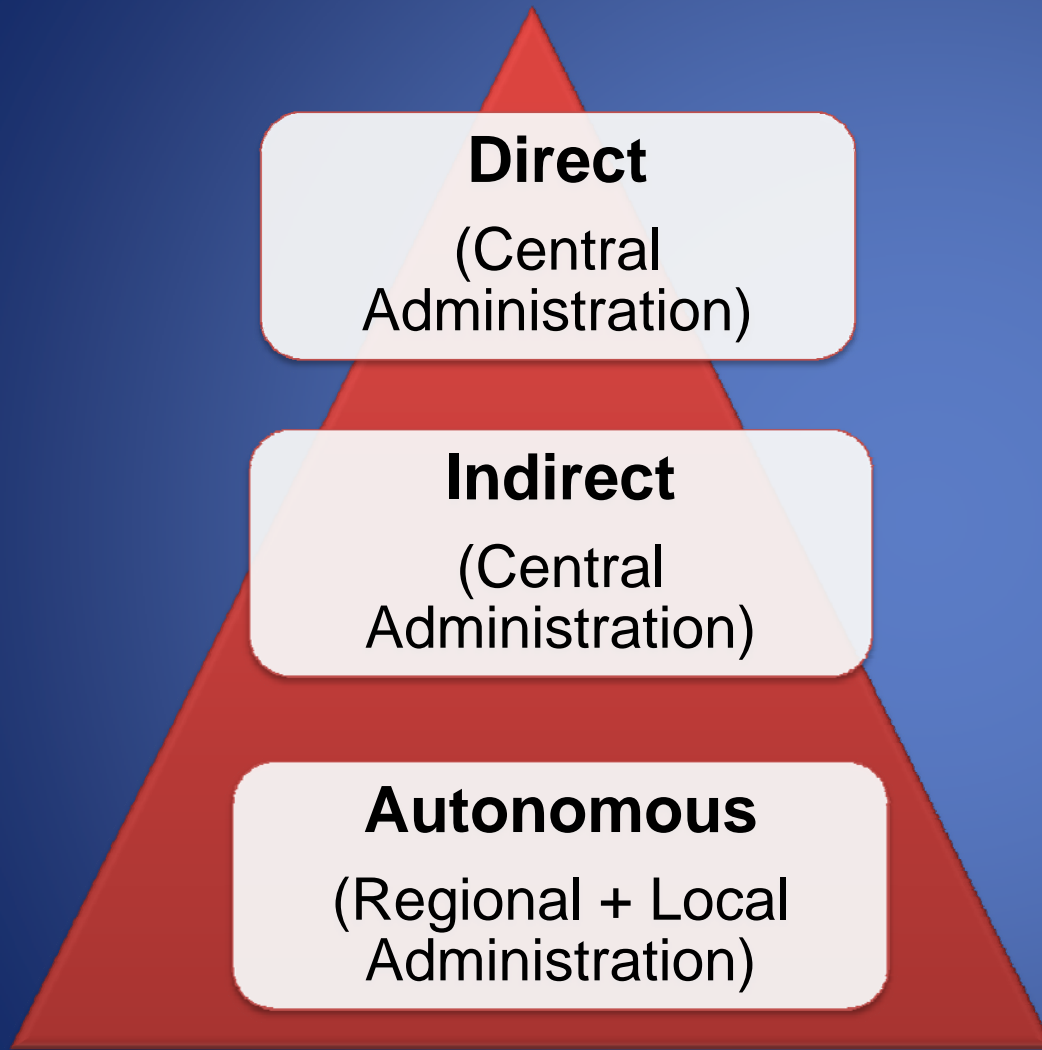
Portuguese Institute of Public Administration

Conceicao Baptista

Claudia Anjos

Matilde Gago

Portuguese Public Administration Structure (3 levels)



Public Employment in numbers:

- 663 167 workers
- 512 355 workers in Central Administration
- 150 812 workers in Regional + Local Administration

Key facts of Employment in Central Administration

- Women represent 61,4% of workers
- The proportion of workers aged 45 – 64 represent 48,5% of all workforce
- Around 55,1% have higher education qualification
- The groups of teachers, health and military & security forces all together represent 61,6% of employment in central administration level
- The number of jobs in central administration decreased by 9,5% in 2009 over 2005. The largest decrease was in the Ministry of Agriculture, Rural Development and Fisheries (34,1% less public jobs).

Data from Information System for State Organization (SIOE) of DGAEP.

Two modes of public employment legal relationship

Mode of appointment of individual employment contract (e.g. Inspection bodies)

Mode of employment contract in public functions



One Scheme for Occupational Safety and Health legal Regulations. The same OSH principles and provisions for all Public Administration sector

Two Schemes for managing the treatment, repair and recovery from illness or incapacity in result of an accident at work (Social Security System Vs General Pensions Fund) . Public entities (in the scheme of the State Enterprise sector) transfer responsibility to insurers.

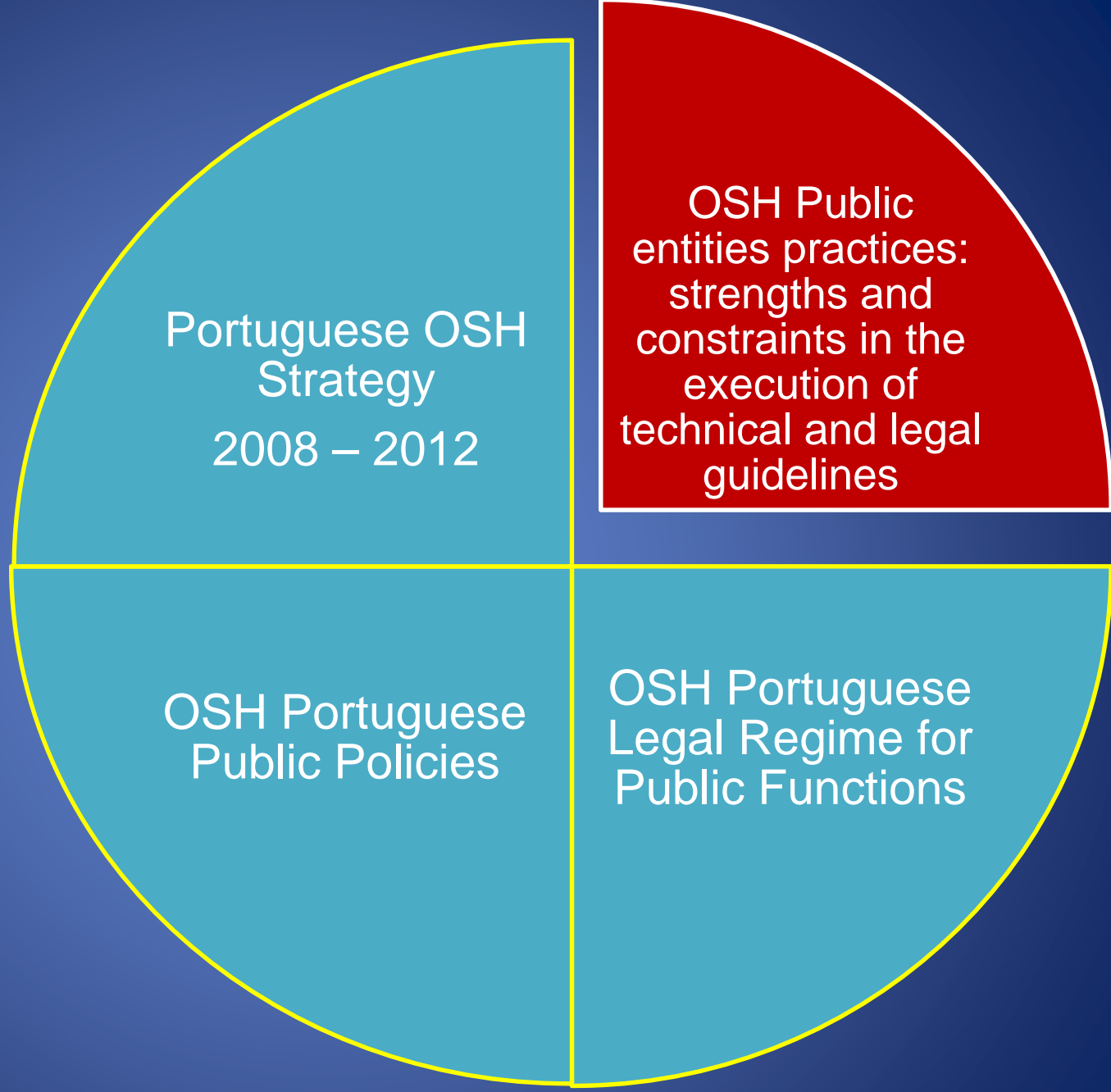
Main Occupational Safety and Health Regulations for Public Administration sector

The employment contract regime in public functions (Law n° 59/ 2008).

Regime of accidents at work and occupational diseases (Decree law n° 503/99)

It applies to both modes of employment legal relationship.
Exception: Workers who perform duties in public entities (in the scheme of the State enterprise sector), are subject to the regime of accidents provided for in the Labour Code (Law n°99/2003). In this case, the employer must transfer the responsibility for redressing damages arising from accidents.

Several Public
Entities responsible
for promoting the
implementation and
evaluation of OSH
guidelines,
regulations, technical
standards and other
measures set out for
Portuguese Public
Administration sector



Public entities/departments responsible for the implementation and monitor of OSH action plans in Public Administration sector

Working Conditions Authority
(Ministry of Labour)

General Directorate of Health
(Ministry of Health)

General Pensions Fund

National Center for Protection against Occupational Risks

General Directorate for Administration and Public Employment

“Agency” for Shared Resources of Public Administration

Office of Strategy and Planning (*Statistics*) (*Ministry of Labour*)

Portuguese OSH Strategy 2008 – 2012

- Follows the main orientations of the *Community Strategy on Health and Safety at Work* for the period 2007-2012. The Community Strategy aims for a 25% reduction in the total incidence rate of accidents at work in the EU 27 by 2012.

Commission proposes that the Member States pay special attention to:

- Prevention and health surveillance
- Rehabilitation and reintegration of workers
- Responses to social and demographic change
- Coordination between, on the one hand, policies on health and safety at work and, on the other, policies on public health, regional development and social cohesion (...)

Portuguese Public Administration OSH Strategy: Convergence or divergence to *Comission* priorities?

Evolution of indicators on Occupational Accidents in Public Administration

2004 - 2008

This statistical portrait concerns *Section L – Public Administration and Defense; Compulsory social security.*

Leaves out *Section M – Education and Section N – Health and Social Work.*

Data is presented according to ESAW – Section L (codification)

Reporting procedure

- The main source of information for calculating statistics on occupational accidents is based on evidence provided by the **insurers and the social security system**. The reporting procedure is mainly based on the notification of the accidents to the insurer.
- Data is then collected by the *Portuguese Office of Strategy and Planning* (Ministry of Labour) which produces (delayed) annual reports of all activity sectors.
- Portugal extract from their national data the information in accordance with ESAW methodology.

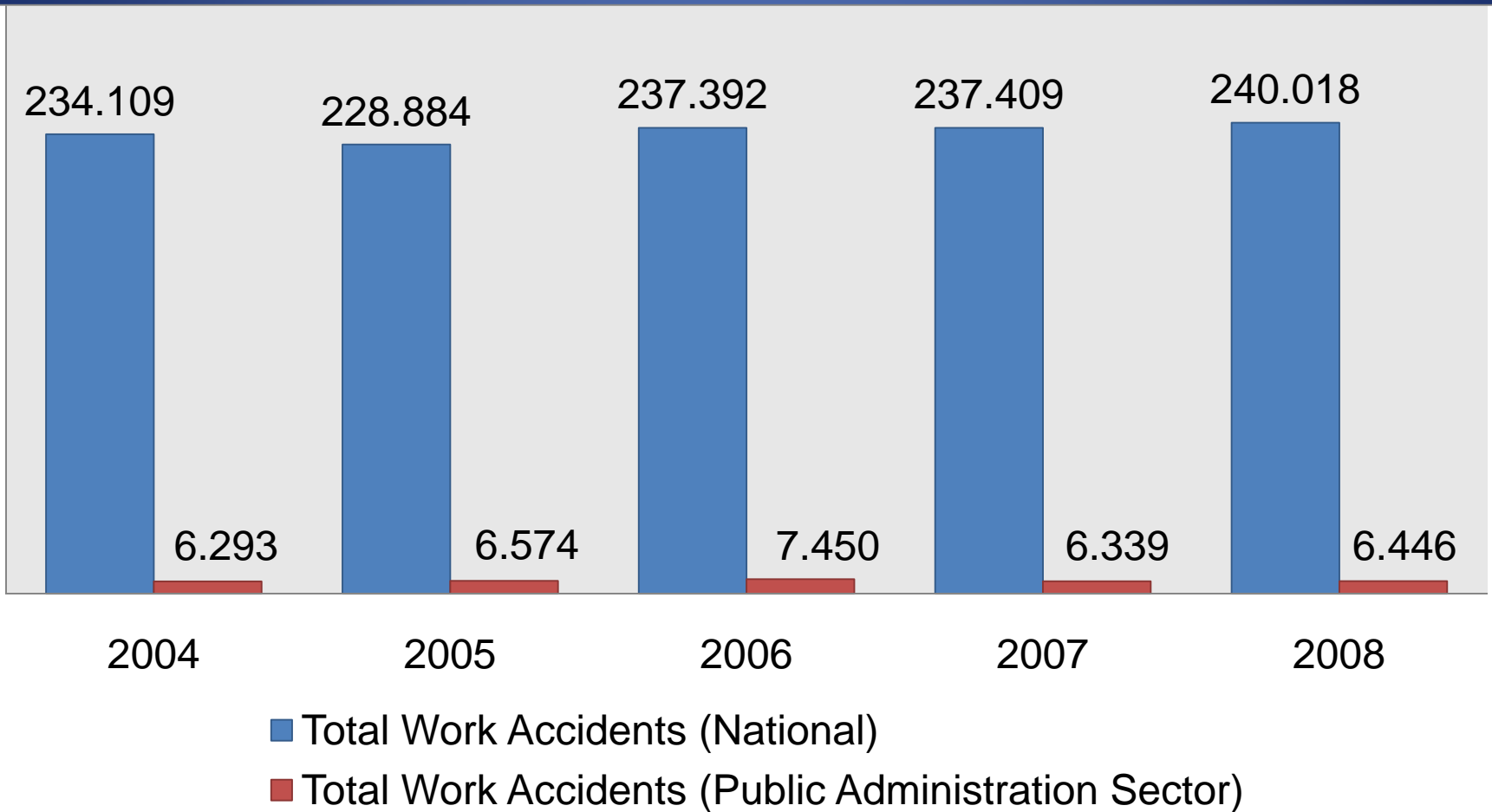
- The Portuguese statistical portrait concerning *Section L – Public Administration and Defense; Compulsory social security* (ESAW methodology) leaves out all the civil servants who are signatories to the General Pension Fund. Statistics consider only civil servants who are signatories of social security system /insurers system. Notification and registration procedures of occupational accidents and diseases suffer from “bureaucratic attitude” which result in under reporting and lack of information:
- According to the data of the General Directorate for Administration and Public Employment, the section *Public Administration and Defense; Compulsory social security* accounts for 182 709 public employees which represents 34,9% of employment in central government. Leaves out the groups of *Education and Human Health* which altogether represents 63,8% of central government employment (*reference date: 31.12. 2009*).

How to tackle the progress in the implementation of Portuguese OSH Strategy 2008 – 2012, for Public Administration?

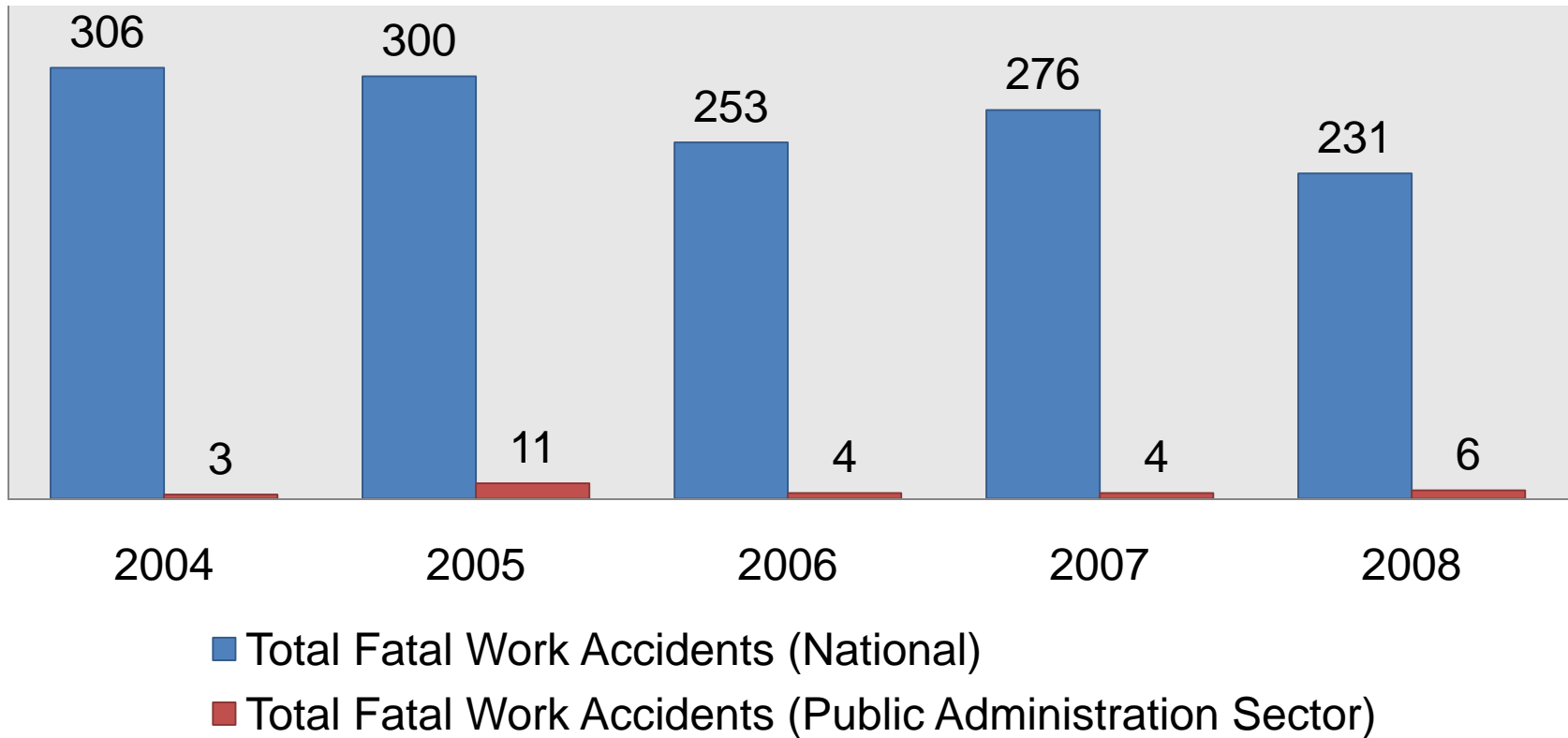
Considering, for example:

- Different notification process and a great amount of *under reporting* within public services (concerning occupational accidents)
- Lack of information (civil servants population is not fully covered)
- Difficult “putting into practice” OSH regulations in public services
- Inexistence of a public administration Profile (Where are we? What should we do? Strengths, Weaknesses, Opportunities and Threats)

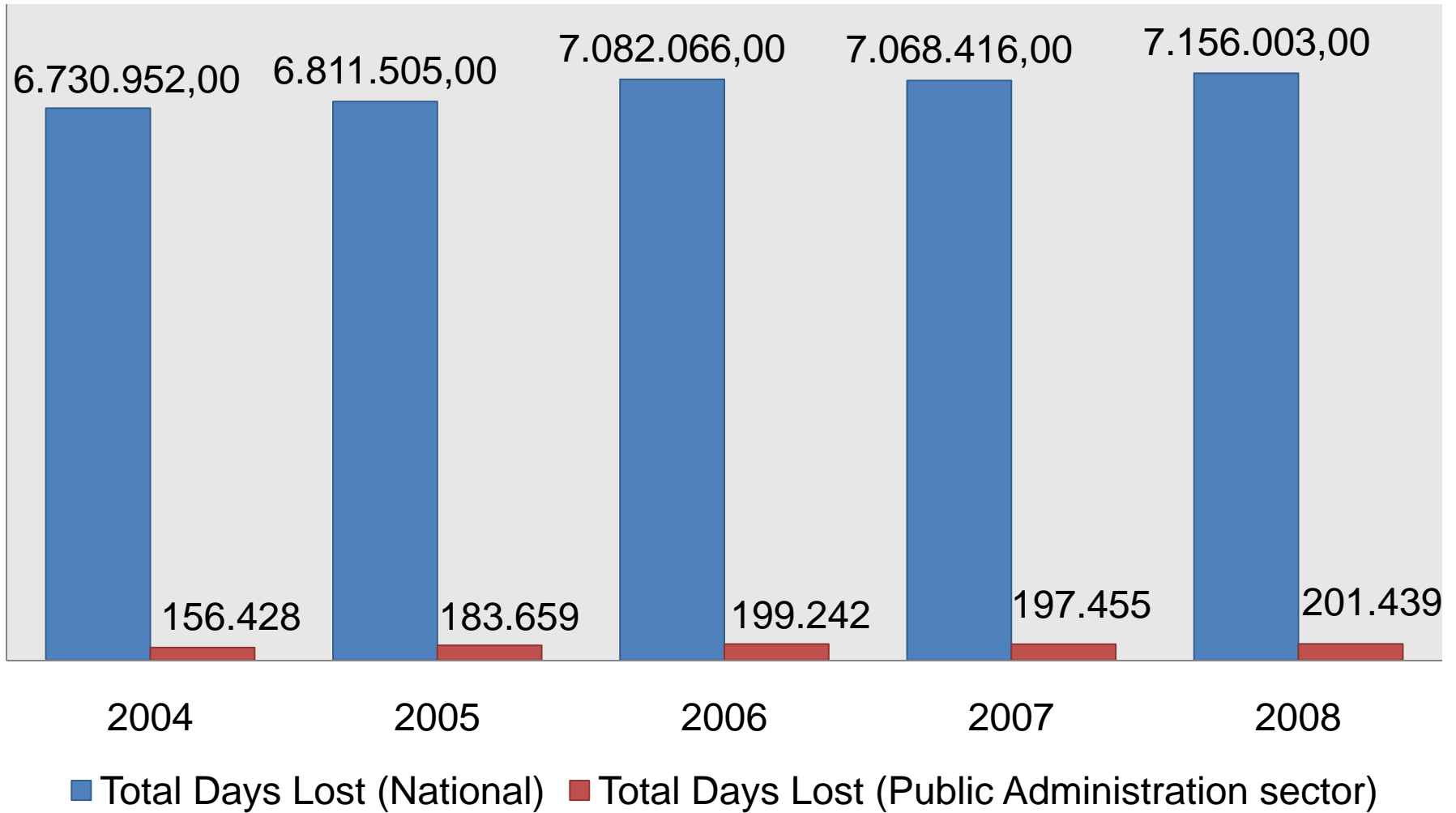
Total Work Accidents



Fatal Work Accidents



Working Days Lost



The most frequent *Deviation* (direct cause) in public administration work accidents

2004	2005	2006	2007	2008
Body movement under or with psysical stress (generally leading to an internal injury)				

This classification embraces *lifting, carrying, pushing, slipping without falling* (ESAW Methodology)

Progress in the implementation of key development priorities set out in the Portuguese OSH Strategy

(2008 – 2012)

- Public Administration sector Follow up Process -

The qualitative analysis / discussion on Strategy implementation

Ensure that statistics and information on national strategies are collected and that qualitative indicators are developed to enhance knowledge of progress achieved in the areas of health and safety at work.

OSH Strategy 2008 – 2012 main orientations and measures with impact in Public Administration	Progress against targets	Current status
<p>Conduct <i>The National Survey on Working Conditions</i></p>	<p>In execution</p>	<p><i>Working Conditions Authority</i> is preparing to launch the public procurement process</p>
<p>Revitalize the <i>National Day of Prevention and Safety at Work (28thApril)</i></p>	<p>Executed</p>	<p>Local Administration setting the example: Information campaigns directed to vulnerable groups and high risks activities (Seminars, Workshops, Coaching, Training courses) . The importance of Trade Unions is information dissemination.</p>

OSH Strategy 2008 – 2012 main orientations and measures with impact in Public Administration	Progress against targets	Current status
<p>Organize and promote prevention programs for occupational hazards in all 3 levels of public administration (central, regional and local)</p>	<p>In execution</p>	<p>Local Administration setting the example (once again): conducting the <i>Safety at Work Survey for municipalities</i>; implementing OSH services; Continuous safety representatives engagement to the development of a positive safety culture within their services</p>

OSH Strategy 2008 – 2012 main orientations and measures with impact in Public Administration	Progress against targets	Current status
Restructuring the statistical system related with OSH indicators	In execution	Creation of <i>Labour Market Statistics Group</i> (e.g. aims to develop new indicators for public policies evaluation). <i>Need to fully harmonize OSH indicators with ESAW project criteria.</i>
Creating a single model of work accidents formal participation & Closing map for OSH cases (Public and Private sector)	Not started	

OSH Strategy 2008 – 2012 main orientations and measures with impact in Public Administration	Progress against targets	Current status
<p><i>Working Conditions Authority</i> should manage and disseminate information about occupational injuries and illnesses as a result of enforcement and fatal accidents reporting acts</p>	<p>In execution</p>	<p>Coordination with <i>GEP</i> (statistics of occupational injuries resulting from accidents) and with <i>CNPRP</i> (repair of occupational illness). Both entities belong to <i>Ministry of Labour</i>.</p>

OSH Strategy 2008 – 2012 main orientations and measures with impact in Public Administration	Progress against targets	Current status
Ensure effective diagnosis of occupational diseases	In execution	Developing strategies to a better and effective coordination between <i>Working Conditions Authority</i> and <i>Ministry of Health</i>
Define and implement coordination mechanisms between public services responsible for OSH prevention and inspection acts	In execution	At the moment, the efforts are, mainly, between inspecting bodies concerning their combined intervention.

OSH Strategy 2008 – 2012 main orientations and measures with impact in Public Administration	Progress against targets	Current status
<p>Organize and promote coordination efforts between OSH public administration central structures and OSH regional (Azores and Madeira) public structures</p>	<p>Executed</p>	<p>Training of physicians for occupational health services; Training and counselling concerning the need to implement OSH departments in public services; Information campaigns directed to vulnerable groups and high risks activities (Seminars, Workshops)</p>

OSH Strategy 2008 – 2012 main orientations and measures with impact in Public Administration	Progress against targets	Current status
<p>Improve, simplify and actively promote the implementation of specific OSH legal norms and technical standards (in order to contribute to a better understanding of legal provisions and technical requirements)</p>	<p>In execution</p>	<p>(In process of) Ratification of several ILO Conventions and Recommendations; elaboration of specific safety regulations for construction sites and for fisheries sector; design and approval of <i>The employment contract regime in public functions</i> (Law nº 59/ 2008) covering OSH principles for all public administration.</p>

OSH Strategy 2008 – 2012 main orientations and measures with impact in Public Administration	Progress against targets	Current status
<p>Improve the quality of OSH services and enhance expertise of stakeholders responsible for creating better work conditions</p>	<p>In execution</p>	<p>Encourage (within the public and private sector) OSH internal services Vs OSH activities transfered to external entities; Promote training programs specifically design to workers' representatives , senior OSH officers and occupational physicians. The important role of Trade Unions.</p>

OSH Strategy 2008 – 2012 main orientations and measures with impact in Public Administration	Progress against targets	Current status
Invest and enhance the role of social partners (e.g. Trade Unions) in improving physical and mental working conditions at workplace	In execution	Introduce OSH issues in collective bargaining process. <i>Safety is not a technical issue, it's a everybody issue.</i>

**Factors hindering the implementation and evaluation
of Portuguese OSH Strategy 2008 - 2012**

Financial crisis and Administrative Public Administration Reform context



Enhances an organizational public administration climate characterized by resistance attitudes towards new organizational practices and new roles/functions/procedures needed to accomplish the outcomes proposed in the Portuguese OSH Strategy 2008-2012.

- Absence of Public Administration Profile scheme in order to conceive a good action /prevention Plan. We do have a strategy but *what point do we leave?*
- Coordination problems between different public entities to ensure the implementation of OSH legal orientations and other public policies related to the promotion of work conditions (bureaucratic interaction processes which cause entropy and hamper the ability to understand the playing field of each entities and their relationship concerning the intervention in Public Administration).

- Lack of organized and fully implemented OSH services in most Public Administration entities . As a consequence, a significant difficulty arises in electing OSH Commission and Workers Safety Representatives, in each public service (mainly central public administration entities).

Nevertheless, good examples can be found in the Justice sector, in the Military Forces sector and in Municipalities (Local administration). In the latter, an important effort and investment has been made to implement OSH regulations (with senior OSH technicians assistance) and to provide information and training to all workers.

Overall, in Portugal there are 20,000 qualified senior OSH technicians but only few of them work in public administration sector.

- Difficulty to obtain statistics on occupational accidents and occupational diseases (updated and extended to the entire public sector). Information concerning OSH indicators is influenced by different modes of public employment legal relationship, how the notification system operates and how the public entities are organized to collect, manage and share those useful OSH data.
- The incidence rate (work accidents and occupational diseases) in public administration sector is not available. Consequently, it's difficult to make credible and valid comparisons, for example, between Portugal and other countries, between sectors (public and private) and across time series.



How to monitor OSH Public policies and OSH Strategy?

- Statistical data on accidents at work in public administration takes on average 18 / 20 months to be available. Accidents are recorded as *fatal* when the victim died within one year after the day of the accident. For instance, the closing statement of the year 2009 will only be fully completed until 31 December 2010.



It seems difficult to evaluate OSH Strategy progress concerning the impact of *concluded / executed* measures on statistics of occupational accidents, injuries and illness in public administration.

Fact: Still only a small minority of civil servants has access to OSH services in Public administration entities.

OSH Strategy should depart from a situation analysis and then include priorities for action and quantitative and qualitative objectives (discriminated) in order to monitor their progress. Responsibilities should be defined for each major stakeholder concerning each measure. Update the strategy in light of the actual National financial constraints?

The National Survey on Working Conditions (applied to public administration) must be a priority in order to fully understand the public administration OSH Profile.

Diagnose and monitor OSH trends.. Improve reporting systems ... Implicate social partners and all public workers (positive OSH culture) ... Articulate policy options to improve workplace health and safety.

Thank You.

conceicao.baptista@ina.pt