



ROUND OF MEETINGS

2018

BUILDING TODAY THE
PUBLIC ADMINISTRATION
OF TOMORROW

1st SESSION

**POSITIVE WORK ENVIRONMENT:
MISSION POSSIBLE**

22.MAR.2018



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Introduction

Throughout 2018, the Directorate-General for the Qualification of Public Employees (INA) is conducting a round of meetings entitled “Building Today the Public Administration of Tomorrow”, in which it aims to stimulate reflection and debate on the current and future challenges of Public Administration (PA).

Comprised of varied initiatives, including seminars and work sessions, and with the participation of diverse target audiences, it is intended that this diversity contribute to the informed debate on the subjects broached during the sessions. We believe that this initiative can become an important tool for the management and development of sustainable policies which are conducive to the improvement of employee well-being, their performance and the services rendered.

The first session, the subject of this brochure, took place on March 22, at the Torre do Tombo, under the motto, “Positive Work Environment: Mission Possible”. The first meeting goal was to discuss and analyse the subjects of Occupational Safety and Health (OSH) and the importance of these for the development of work environments which are safe for the employees and productive for the services.

The plenary session, attended by 432 participants, included speeches by national and international experts who shared their experiences and best practices, and workshops in the afternoon, in which public sector managers and employees participated, as well as representatives from the private sector.

The work sessions were conducted as discussion forums about the legal framework, opportunities and weaknesses of the Public Administration in this matter, as well as current initiatives under development by the Government, namely the obligation to provide OSH services throughout the PA by the end of 2019 and the corresponding action plan.

Through this meeting it was possible to couple the participation of all the stakeholders with the collection of proposals for action plans, and thus obtain a collective contribution towards the definition of a strategy that may become the most valuable return from this segment of the intervention. This brochure presents, throughout its pages, the main themes analysed and the primary conclusions from this first phase of the Round of Meetings.

Mário Centeno



The conception and implementation of sustainable public policies, which result in real gains for citizens, is only possible when the policy options are combined with the development of the organizational capacity of the Public Administration (PA). Valuation of employees, development of positive work environments and improvement of public administration are the three intervention axes defined by the Government to strengthen the organizational capacity of the PA. These axes, or focal points, are centred on the people, interconnected amongst themselves, and require reflection, action, evaluation and innovation.

Only with a strong PA, with motivated and involved employees, is it possible to realise public policies with efficiency, accountability and focus on social needs. Years of disinvestment have left deep scars

in the PA. The path of valuation is not automatic, it requires clear and responsible options that signal the return of a professional career path, as well as provide an expectation for living and motivation for public service.

In addition to those aspects related to careers, salaries and training, it is also necessary to ensure good working conditions. The work environment in the PA is a central concern, as a bad working environment generates demotivation, lack of confidence and dissatisfaction, aggravating phenomena such as absenteeism. To combat this climate, an increased effort from the Government is required, as well as a new orientation of the managers and employees, in order to build good working environments. Everyone has a role to play in this effort.

In the context of public administration modernisation policies, it is the responsibility of the Government to put priority on and visibility to the subject of occupational safety and health (OSH), as well as raise awareness among all agents. In this respect, currently in the legislative process, is the amendment to the General Labour Law on Public Functions (LTFP), which completes the transposition of the directive on OSH to the internal juridical order, and establishes the manner in which the corresponding regime shall be applied to the bodies and services of the PA.

“To value and empower the Public Administration to serve the country requires a concerted action by all those who have an active role in the development of good working environments: the Government, managers and employees.”

In parallel, the Government will implement an action plan to prepare the public services for effective enforcement of this law that requires all PA areas to create OSH services by the end of 2019. It is a transversal programme uniting the efforts of three government areas - labour, health and public administration – integrating information, training, networked teams and pilot projects to test processes and innovative methods. Investment in OSH has a positive effect on workers' health, as well as in their personal and family life, motivation and productivity, which is reflected in the quality of services provided to society.

But Government action alone is not enough: public leaders have a fundamental role. It is essential that they take on the role of managers and leaders of their teams to provide better work environments, identify and prevent risks, provide relevant information and adequate training, promote attendance, gain understanding of and combat the causes of absenteeism, ensure fairness in the sharing of workloads and implement mechanisms for employee involvement.

"Everyone has a role to play."

Additionally the employees have the responsibility to contribute to the collective well-being at work, in particular complying with the guidelines and protecting their individual health and safety, participating in the training provided and actively contributing to ensure the normal operations of the public service through their attendance and solidarity with their team.

To value and empower the PA to better serve the country requires a concerted action by all those who have an active role in the promotion of good working environments: government, leaders and workers. The development of positive work environments is a mission possible.

"The greatest public investment that can be made is that which is focused on quality, sustainable not only for the short-term but, above all, for the long-term. It is an investment with a guaranteed return for families and for businesses and, therefore, for the entire Country."



KEYWORDS

People | Valuation | Positive Environment | Management | Sustainability | Responsibility | Efficiency | Empowerment

KEYNOTE

Tim Tregenza



Network manager at the European Agency for Occupational Safety and Health (EU-OSHA)

"It is not possible to change an organizational culture without the full involvement of the workforce."

MAIN IDEAS

1. Work, in general, is good for people, providing self-esteem, identity, and personal fulfilment as well as being important for social inclusion
2. However, poor working conditions undermine physical and mental health. Current estimates are that there are about 200,000 work-related deaths per year in the EU of which only 3,000 will be the consequences of work related accidents.
3. The cost of poor working conditions is estimated at more than 3% of GDP.
4. It is essential to promote prevention culture for health and safety at work. Such a positive work environment requires leadership by example and active worker participation.
5. A holistic approach to health and safety is required that considers the physical and mental health of a diverse workforce and is implemented through the process of risk assessment.
6. Risk assessment identifies the hazards (things that can cause harm), risks (probability of harm occurring), and potential outcomes (the type of harm that could occur). This allows the prioritisation of prevention measures taking into account the diverse nature of the workforce.
7. All workers should be protected regardless of age, gender, cultural diversity, or type of work contract. A "life-course" approach is required to reflect the changing needs of workers as they age.
8. Lack of management commitment, lack of awareness of problems and solutions, budget constraints and lack of specialized knowledge in



psychosocial risk factors such as work-related stress are highlighted as strong barriers to worker protection.

“You have to lead by example.”

9. Workers and their representatives have to be actively involved in order to change the health and safety culture in an organisation

10. There is no single approach to wellbeing at work, although approaches cover job satisfaction, good working conditions, health at work, and quality of work. Typically in wellbeing at work programmes, there are elements of workplace health promotion (improving the overall health of the workers), family friendly policies to facilitate work-life balance, and more specific occupational health actions (such as preventing musculoskeletal disorders or work-related stress).

“Management commitment is the main driver of change. Occupational health and safety should be incorporated into the daily life of the organization, these cannot be handled separately.”



KEYWORDS

Leadership | Example | Participation | Involvement | Holistic Approach | Inclusion

1ST PANEL

Positive work environment



Ana Rosa

Expert in the field of occupational safety and health in the International Labour Organization (ILO)



Artur Alves Pereira

Director of digital transformation of Cisco Portugal



Vanda Cruz

Representative of Portuguese workers in the Luxembourg Committee - Advisory Committee on Safety and Health at Work (ACSH)



MODERATOR: Filipe Vaz

General Manager of Tema Central media company

All human beings have the right to pursue both their material well-being and their spiritual development in conditions of freedom and dignity, of economic security and equal opportunity.

(Declaration of Philadelphia - ILO 1944)

1. Within the ILO the Decent Work Agenda is under debate. It is based on four strategic goals (pillars):
(i) creation of decent employment opportunities;
(ii) extension of social protection;
(iii) strengthening of social dialogue;
and
(iv) guarantee of fundamental principles and rights at work.

Decent work is Goal #8 of the 2030 Agenda for Sustainable Development, established in 2015 by the United Nations.

"We have to create spaces for experimentation, for sharing, for collaborative work but also for collaborative learning throughout life."
(Ana Rosa)

2. Decent work is an essential factor of freedom and human dignity: it strengthens social cohesion, contributes to personal fulfilment and provides the material means for survival. Promotion of safe and healthy working conditions is an ethical and constitutional imperative. It is also a fundamental element of social justice and source of sustainable economic growth.

"Organizations are created by people for people." (Ana Rosa)

3. The future of work - which is already the present - presents important challenges, which are also opportunities, for both the public and private sectors, which require innovative solutions. In particular, this stems from the acceleration of technological advances, demographic changes (aging of the population, gender equality and territorial and professional mobility) and new risks (violence, stress, burnout, addictions, bio-technology).

4. Innovation in the field of labour relations and in new ways to organise work, in particular those which encourage collaboration and provide for improved reconciliation between working time and off time, is the attitude to pursue for the benefit of employers and workers.

5. The strengthening and diversification of training that provides for lifelong learning creates professional career paths which are more humanized and motivating and that contribute to reduce the risk of becoming outdated and isolated.

6. Positive work environments are only possible when they are based on a culture of OSH risk assessment and prevention, as well as on assurance of the quality of the work and on the reduction of the quantity and severity of occupational accidents and diseases. Improving and implementing real practical OSH laws and regulations are also fundamental.



7. Sharing resources, developing collaborative strategies and mechanisms and learning from best practices should be instituted in order to sustainably comply with OSH requirements.

8. Decent work also implies strong organizational ethics, knowledgeable and committed leadership, and the promotion of healthy habits and lifestyles.

9. A good working environment is the result of the combination of efforts and attention given to all aspects of occupational well-being: cognitive, psychosomatic, emotional, social and professional. It implies a process of continuous improvement within a context which facilitates innovation, development, reconstruction and integration of knowledge and skills, as well as the fulfilment of personal and professional goals.

“The humanization of work and the human dimension of work is something that must never be overlooked in a culture of prevention, as it is fundamental in an OSH management system.” (Ana Rosa)

10. Concerns about OSH, good working environments and workers' well-being are similar to both the public and private sectors, albeit with different realities. In the private sector, and especially as relates to the technology market, we are seeing increasing flexibility of work locations and models of service provision, dematerialization of processes and use of collaborative tools, as well as increased interaction and harmony between professional and personal life. These characteristics, crucial for building good working environments and working conditions, and as productivity catalysts, also specifically require responsibility, trust and commitment to fulfilling goals.

11. The system of work organization and job flexibility (temporary work, outsourcing, crowdsourcing, shared work, collaborative work, occasional work) change the concept of rights



and duties of employees and the entities that employ them and influence the form of OSH, as currently understood. Training is essential throughout the process and is the basis to ensure that everyone is involved and empowered for intervention and change.

"I try to fulfil all the company's goals and the company trusts that this is my goal". (Artur Pereira)

12. Society and public service have become faced with a paradigm shift. This heightens the questions of leadership and roles that managers, workers and their representatives play in the prevention of "toxic" environments and associated risks specifically psychological and social hazards.

"One of the paths that must be travelled is the creation of human resources departments that seek to effectively manage human resources, in all of its various aspects: training, capacity building, proximity to people and their needs." (Artur Pereira)

13. A study of 31 countries conducted by the University of Oxford in 2017, ranked Portugal as 23rd in terms of a PA development index, namely due to the evaluation of human resources management. When this data is combined with a 2015 DGAEP survey on worker satisfaction and motivation, clues to the way forward become apparent: 85% of public employees consider that they have good relationships with colleagues, and 75% a good relationship with the management. On the other hand, 44% consider that they have medium/high level of job satisfaction while 80% felt that they were undervalued, and only 33% of the respondents indicated that they are motivated.



"It's not about doing as I say, but doing as I do." (Vanda Cruz)

14. The promotion of positive work environments is a possible and real mission, and it is up to the PA to set the example, assuming the role of pioneer. Leadership plays an important role in relation to the necessary level of employee involvement, and must create the formal mechanisms needed to enhance this involvement and participation. It is important to train new leaders, diversify leadership models and make structures flexible with multidisciplinary teams.

"We talk about Health, an area (often) considered as an expense, but it is really an investment. An investment that generates return." (Vanda Cruz)

15. It is essential that OSH subjects are viewed as investments, rather than as expenses; international studies show that for each €1 invested in occupational health and prevention a return of €2.2 is generated.

KEYWORDS

Decent work | Organizational Ethics | Leadership | Flexibility | Investment | Innovation | Participation | Information | Training | Mission Possible

2ND PANEL

Case studies: Portuguese Statistics Institute (INE) and Lisbon City Council (CML)

INE CASE STUDY: **PSYCHOLOGICAL AND SOCIAL RISKS**

CML CASE STUDY:
DEPARTMENT OF HEALTH, HYGIENE AND SAFETY



José Magalhães

Chairman of the Committee on Occupational Safety and Health at the Portuguese Statistics Institute (INE)



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António Sousa Uva

Occupational Physician and Professor of the National School of Public Health



Carlos Jorge Pereira

Director of Services for the Promotion of Occupational Safety and Health, Authority for Working Conditions (ACT)



MODERATOR:

Graça Quintas

Head of the Department of Labour Law at CCR Legal

INE CASE STUDY: PSYCHOLOGICAL AND SOCIAL HAZARDS

MAIN CONCLUSIONS

1. We need to conduct a risk assessment in OSH and take the surroundings into consideration, integrating the functional structure and the ability to integrate all areas of the organization. In order to have this level of engagement, providing advanced training to all employees is vital. The case study presented utilised the S-ISW (Short Inventory on Stress and Well-being), which is a tool for the evaluation and development of well-being policies that contribute towards the creation and/or improvement of a healthy workplace.

“Building positive working environments is clearly a mission possible.”

(José Magalhães)

2. According to the Eupora/Pulso Europe ISW model well-being at work is the result of a combination of factors, which can be separated into five levels: (i) context, (ii) organization, (iii) team, (iv) task and (v) individual. By using this model, we may evaluate psychological and social hazards in the organization, and also know where to act and what to do in several areas. In the current case, some areas and specific combat measures were identified: stress (information and training), motivation (directed training; breaks from work for time to socialise), undesirable behaviour (information and training, healthcare at work, psychology of health) and absenteeism (monitoring).

“Institutions are the places where we spend most of our active time on a daily basis.”

(José Magalhães)



“Occupational safety and health are everyone’s responsibility, from the employee to the manager.”

(José Magalhães)

3. The evaluation of “psychological and social hazards” or, preferably, the evaluation of “well-being” is considered to be an act of courage, that allows assessing whether actions taken by an institution are motivating and of quality. It is of the utmost importance that managers know how to clearly identify concepts such as undesirable behaviour, harassment and violence in workplace, as otherwise the result will be commonplace or generalized abuse.

CML CASE STUDY | DEPARTMENT OF HEALTH, HYGIENE AND SAFETY

MAIN CONCLUSIONS

4. We champion Integrated Occupational Health and Safety as a shared responsibility on multiple levels, from employees up to managers. We have set these multifaceted goals to build “a cohesive and capable organization, which promotes well-being”.

OSH services in a complex organization such as the CML require Planning, Innovation and Control by Indicators: Planning to ensure that the vast responsibilities correspond with the multidisciplinary nature of our values; Innovation based on qualified and complementary Multidisciplinary Teams; Control of Indicators that allow us to diagnose the situation and measure the effectiveness of our interventions. To demonstrate the integration, we developed a Conceptual Model that frames OSH services as centred on the Employee and their relationships with direct managers, teammates and working conditions. Examples of measures taken:

- i. Multidisciplinary and Multilevel Health Surveillance and Prevention Protocols regarding working conditions and their effects on employee health, specific according to the job position, employee category, roles performed, gender and age, and which also integrate the applicable goals from the Priority Programmes conducted by the Directorate General for Health (DGS).

“Challenge the status quo in your organization. Don’t be afraid to innovate, encourage the creativity and intuition of your teams and learn from this where you diverge. It is in the richness of diversity that we create ideas.”

(Nuno Prata)



- ii. Occupational Health Indicators (OH) with methods validated for the Portuguese population, including a systematic and universal evaluation of the employees that is integrated into the daily activity of employee health surveillance and includes the identification of risk levels of this population. These OH Indicators additionally form the basis of the Prevention and Health Promotion Programmes.

“People are at the heart of our work and whom we dedicate ourselves to every day.”

(Nuno Prata)

- iii. We have innovated with the creation of Periodic Preventive Mental Health Sessions, included as part of the routine procedures prior to the Periodic Occupational Medicine Examinations, where individual and service psychological and social hazards can be identified and where employees are informed about and made aware of mental health issues.

DEBATE

5. To achieve well-being, an interdisciplinary approach that encompasses assessment and early intervention is essential. This intervention should occur in various contexts, particularly the social aspect, within the organization and in the teams in which the people are organised. It should value participation, assumption of responsibility, and respect for differences and creativity.

6. Health, in terms of its positive perspective, must be seen and addressed as a real organizational determinant, going beyond mere concept and legal application. Concern for both the services and the employees must be an integral part of good professional performance.

"The fact that people are in a team does not mean they do not feel alone."

(Maria Luísa Lima)

7. Loneliness in workplaces as a catalyst of stress and burnout. The feeling of being misunderstood, or being treated with indifference, can trigger a state of "hyper-vigilance", a serious health problem which causes different associated pathologies such as, for example, hypertension. To control such situations, inclusive leadership, mentoring networks and recognition of work performed are all required.



“If we are able to have healthier workers, for longer periods of time, certainly we will have an added value in public service and in social terms.”

(Carlos Jorge Pereira)

8. Training in OSH is essential. ACT and INA signed a protocol aiming to increase OSH training for PA employees and managers. Additionally, education has a fundamental role in the preparation of citizens with a greater awareness about these aspects.

9. Importance of reaction mechanisms – In the subject of harassment, for example, there is already a legal regime which is applicable to both the private sector and the public sector. It is desirable for organizations to implement codes of conduct that govern communication circuits, and which should prioritise primary prevention, thus avoiding the use of forms of reaction.

10. “Presenteeism” is an increasingly emerging term on both organizational and individual levels.

“If organizations treat people as people (rather than as mere resources) they will be concerned with their well-being and health, especially because this creates added value.”

(António Sousa Uva)



KEYWORDS

Stress | Psychological and Social Hazards | Well-being | Training | Motivation | Participation | Assessment | Multidisciplinary Vision | Prevention | Working Conditions | Health Promotion

CLOSING OF THE PLENARY SESSION

Fernando Araújo

Assistant Secretary of State and of Health



The degree of adherence to the initiative and the interest shown by all those who participated in it are a good indicator of the relevance that these matters assume in the current framework of the PA, along with other important aspects, such as careers and remuneration. The issues of health and happiness itself have a very positive impact on productivity, as well as on the perception that citizens have of the improvements in the quality of services rendered.

In Portugal, chronic diseases are a serious problem. One in ten Portuguese citizens is diabetic, the highest rate in Europe. One in three Portuguese citizens is hypertensive. One of every two Portuguese citizens are obese or overweight. This situation has an extremely important impact on the quality of life of the Portuguese people and on the Portuguese National Health Service (SNS), because although we are one of the countries with the highest average life expectancy.

We are also one of the European countries with the highest number of lost years of healthy life. Each year, more than 500 million Euros are spent on outpatient drugs for cardiovascular problems and diabetes.

Treating these factors as critical for the country, and setting the improvement of citizen life quality and the NHS sustainability as goals, we must invest in prevention, which is an area that must clearly involve working environments. This is a task which has been undertaken with training, with the schools, through the media and it is essential that this extend into the working environment, where we spend most of the day. It is important that there be services that include the workplaces for the prevention of diseases and accidents, which promote health, which know how to act in a preventive and early manner, and which promote the appropriate monitoring of employees and their rehabilitation. But it is also necessary to go further, with services which are able to inform and train managers and employees, services with the capacity to promote health literacy and more positive and healthier work environments.

“Finally, the PA views these problems (of occupational health) with the awareness that it is necessary to focus on disease prevention and health promotion, and that it is necessary to act!”

A less traditional approach to these issues has also been developed with the aim of promoting health and changing habits. This is the case, for example, with food, regarding which there is recently introduced legislation that restricts the sale of products which are potentially harmful to health and encourages the marketing of healthier food products. At the same time physical activity is being encouraged in a society that is one of most sedentary in Europe, and policies to cease smoking and addictive behaviours are being implemented.

It is in this context that the contribution of occupational health is critical for the success of these measures and policies. The fact that this priority is assumed as such in the PA, provides for a global and integrated approach and constitutes a real vector of change in organizations and the well-being of workers, reflecting in the service they provide for citizens.

“We need to focus on health literacy that promotes increasingly positive and healthier work environments.”

KEYWORDS

Health | Happiness | Early Intervention | Occupational Health | Productivity

Fátima Fonseca

Secretary of State for Public Administration and Employment



There are three images used throughout this session that clearly present the key ideas regarding the theme of work environments.

1. “We can’t build a house on a sandy foundation” – The approach regarding OSH subjects must be broad and comprehensive. We can’t handle these matters superficially. Any organizational intervention in this area should be based on a comprehensive approach to the risks faced by organizations, including not only physical hazards, but also psychological and social hazards, which deserve a more profound reflection, adequate for its real impact.

“Laws are also agents of change, but changes are made by people.”

2. “It takes two to tango” - OSH subjects require a collaborative approach, which goes beyond the dichotomy between rights and duties. With the involvement by entities, employers, employees and their representatives, the intervention is necessarily multilateral and each party plays an active and specific role that represents its contribution towards a common goal. A goal that can only be achieved through the joint efforts by all.

3. “Zero plus zero will always equal zero.” - It is necessary to turn words into action. Words mobilise, but it is action that transforms. And the only thing that turns the impossible into possible is the verb ‘to do’. We have a collective responsibility to act and to risk acting differently, because in only this way will it be possible to face the challenges and to integrate innovative processes with the more traditional models of organization and management within a complex and heterogeneous public administration, comprised of multiple realities.

These conclusions reinforce the relevance of the three intervention axes outlined by the government for the PA: the employees, the development of good working environments and the improvement of public management. However, the transformation of the PA is more than the sum of these parts. It requires a fourth element, indispensable for change: belief. To believe with conviction and persistence.

“Transforming the Public Administration is more than the sum of these parts: valuing employees, developing good work environments and improving public administration. To these intervention axes a fourth element must be added: belief.”

Changing the PA implies creating a transforming energy that resides in each of the elements that make up public service, in each employee, in each manager, in each team, in all organizations.

As an essential part of this process of change, the government presented a proposal for a legislative amendment which provides for the creation of OSH services throughout the PA by the end of 2019 and is developing an action plan sponsored by the Health, Work, and Public Administration. The plan's primary goal is to ensure these services are implemented within the established time frame and with the required coverage. The essential elements for this purpose include the promotion of multidisciplinary, cross-collaborative networking, activities for the sharing of information, training and awareness raising of all target audiences, and adaptability in response to organizational contexts and needs, and the encouragement to experiment, within the legal framework, to improve and innovate the management of people.

“Above all we are interested in building an action plan that will be participated in by those who are on the ground and who are well aware of the challenges faced by their organizations.”

Many times, improvement, change and innovation do not depend on high levels of investment or highly complex projects. A better PA is built of small daily individual changes and initiatives in the whole group and within the teams.

This is basically done from actions that by challenging and empowering management models, come to introduce better conditions, greater well-being within the teams, healthier and more motivated workers and, as a result, more productive services in work environments.

Legislating is our smallest challenge. The biggest challenge lies in achieving daily changes that have a purpose. And if it is certain that the laws are also agents of change, you make the changes with people. It is this simple fact that we must never forget and that will determine our degree of success in the achievement of our goals.

“What makes the difference between success and failure is doing, even if it is not done well at first, even if the initial result does not meet expectations.”



KEYWORDS

OSH | Involvement and Collaboration | Doing | Belief | Change | Management Models

Workshops

MAIN CONCLUSIONS

In order to identify the critical, facilitating and constraining elements, for the development of a positive work environment and an effective OSH culture within the Public Administration (PA), INA, ACT and DGAEP organized three workshops during which several experts will debate the subject. The main conclusions summarised from the work sessions, are:

CRITICAL FACTORS THAT FACILITATE AN OSH CULTURE IN THE PA

A positive work environment is the result of a culture that places the employee in the centre of the organisation's activity. It cannot be addressed as an automatic response stemming from the mere application of a legal framework. It requires the conception and development of an OSH model that, through concrete actions, encourages the development and management of a culture of prevention in OSH in the PA. To this purpose, legal, behavioural, structural and management questions arise that must be considered in the design of a comprehensive intervention strategy.

On the legal level, it is necessary to reinforce compliance by the PA bodies to act regarding OSH matters. The effectiveness of the law should be improved to provide cross-cutting and uniform action throughout all of the public bodies.

On a behavioural level, there must be encouragement for the commitment, involvement and participation by the managers and employees in the creation of good working conditions and in the development of a positive work environment. Two factors deserve particular attention - internal communication and training:

- **Internal communication:** is fundamental for the design and implementation of mechanisms for consultation of employees, through which

FACILITATING ELEMENTS

Commitment, involvement and participation by managers and employees

Fluid and effective internal communication, which provides for the involvement and clarification of employees and managers

Promotion of training and awareness building activities for managers and employees

Promotion of training of safety technicians and senior officers of occupational safety

Creation of OSH services, consisting of multidisciplinary teams

Development of a collaborative work network for the exchange of experiences, knowledge and good practices

the channels and instruments of internal communication dedicated to OSH issues must be analysed and redesigned, making them more effective in the involvement of workers and leaders and in the transmission of the message itself.

• Training and skill development in OSH

in the PA: training as a key element for the commitment and participation of employees in the construction of a culture of prevention in the workplaces. During the initial stage, focus should be on content to raise awareness of all employees and managers, and on the training of safety technicians and senior occupational safety officers. This should occur through various means (face-to-face, distance learning and mixed) and in accordance with action plans that provide access to training in a decentralised fashion.

Regarding the OSH structure and management system, the recommendation is to create OSH services, consisting of multidisciplinary teams equipped with resources and technical instruments which are suited to the activities to be performed and the associated risks.

The organizational structures of OSH services should be adjusted to the demands and diversity of the PA. If, on the one hand, it is important to respond to the reality and peculiarities of each public body, on the other, it is important to consider the possibility to group together OSH technical structures to generate economies of scale and a potentially more robust action, as in this way, the action will be more specialized.

It is necessary to develop and consolidate a collaborative work network, which provides the framework for experimentation with solutions, sharing of experiences and new training methodologies and the dissemination of best practices, without prejudice to the adoption of occupational safety and health plans in the sectoral scope, adjusted to the reality of each government area.

The structure and operational model of the services must stem from a diagnosis of the PA which includes the evaluation of the existing human, technical and financial resources and the resources required for the implementation of OSH services.



It should also include descriptions of the diverse work contexts, analysis of the most appropriate service models and include an approach which is collaborative both intra- and inter-organizationally.

OSH services should consider safety inspections to be a continuous source of information, essential for the construction of prevention plans and grounded intervention for the correction of non-conformities and deviations from standard practices.

The implementation of an OSH management system should be accompanied by the creation of transversal indicators that monitor the evolution of the system, and assess the effectiveness of the actions taken.

CRITICAL CONSTRAINING FACTORS FOR AN OSH CULTURE IN PA

It is essential that OSH is not dealt with as a cost, but rather as representing an investment. This is a perception that needs to be reversed, either through the demonstration of the costs associated with the lack of OSH, or through the effective commitment to the matter by the political power and management.

Budgetary and legal restrictions may also constitute a barrier to the development of effective OSH action, specifically by making it difficult to hire specialized technicians or to contract outsourced services, when relevant.

The existence of bureaucratic dysfunctions within the bodies and services of the PA, specifically the adoption of vertical mechanisms of internal communication which occur exclusively through the hierarchy, can hinder the implementation of the fluid and rapid mechanisms of internal communication which are desirable in OSH, and which facilitate involvement and participation by all employees and managers.

The absence of a census of existing OSH skills in the PA, namely concerning employees with specialized training and experience in this field does not allow the use and share of these skills, which impairs the services, as well as the motivation of workers who do not take advantage of their know-how.

CONSTRAINING ELEMENTS

Addressing OSH as a cost and not as an investment

budgetary and legal restrictions may compromise an effective action in OSH

Related dysfunctional bureaucracy, particularly as relates to communication, may make it difficult to develop a culture that encourages participation

Scarcity of information required for diagnostics, scheduling and monitoring

Lack of knowledge regarding the existing OSH skills in the PA



CONCLUSION

A positive work environment and the consolidation of a culture of prevention in OSH demand that the issues of occupational health and the prevention and monitoring of occupational and chronic diseases, psychological and social hazards and disabilities come to be treated as critical and strategic factors which determine the employee's quality of life and organizational development.

This is a mission that involves everyone, both management and employees, in a joint, collaborative and engaged work. This requires changes in values, attitudes and actions. But it is a mission possible, through the implementation of a strategy and a focused course of action that, not ignoring the constraints, capitalizes on the facilitating elements of the positive work environment and thus contributes to promoting improved public service.



KEYWORDS

Organizational Culture | Involvement | Commitment | Training | Information and Communication | Collaboration | Safety and Prevention

Biographical notes

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Degree in Geography from the University of Coimbra, with postgraduate degree in Management of Occupational Safety and Health. She has experience in training, as project manager of projects for the Promotion of Occupational Safety and Health (OSH) and as coordinator of the National Programme of OSH for the Authority for Working Conditions (ACT). Member of the Consortium of the European project *Mind Safety – Safety Matters*.

António Sousa Uva, Occupational Physician and Professor at the National School of Public Health

Occupational physician, immuno-allergologist and professor of Occupational Health at the National School of Public Health where he coordinates the Occupational and Environmental Health Department, the postgraduate course in Occupational Medicine and in Occupational Nursing and the specialization in Occupational Medicine of Masters in Occupational Health. Member of the CISP, Public Health Research Centre.

Artur Alves Pereira, Director of Digital Transformation at Cisco Portugal

Held the role of assessor to the Board of Directors of the Portuguese Agency for Investment and Foreign Trade (AICEP), responsible for the internationalization of Portuguese companies. He was also responsible for the management of companies held by AICEP, member of the supervisory and investments board of Portugal Ventures. Mentor in various acceleration programs. He was the General Manager for Web Summit in Portugal.

Carlos Jorge Pereira, Service Director for the Promotion of Occupational Safety and Health, ACT

He holds a Law Degree and a postgraduate degree in Political and Administrative Sciences from the Law School of the University of Lisbon and a degree in Occupational Safety and Hygiene from the Instituto Superior de Línguas e Administração [ISLA Language and Management Institute]. He is a government representative on the Advisory Committee for Safety and Health at Work and he is a member of the board of directors of the European Agency for Occupational Safety and Health (EU-OSHA), which is the national focal point of national strategies on occupational safety and health. He is also the coordinator of the Work Group for the preparation and monitoring of the National Strategy of Occupational Safety and Health 2015-2020.

Fátima Fonseca, Secretary of State for Public Administration and Employment

Secretary of State for Public Administration and Employment of the 21st Constitutional Government, since July 14, 2017. Master's Degree in Public Administration and Policies from the Instituto Superior de Ciências do Trabalho e da Empresa [ISCTE - University Institute of Lisbon], and a Law Degree from the University of Lisbon. She was Municipal Director of Human Resources for Lisbon City Council. Prior to this she was responsible for the area of administrative modernization, Director of the Municipal Modernization Office of Amadora Municipal Council, and the Director of the Model Development Unit and Organizational Innovation at the Institute for Innovation in State Administration. In 2017 she was named as Ambassador of the Decent Work Goal, set by the Alliance for Sustainable Development – *UN Global Compact Network* (Portugal).

Fernando Araújo, Assistant Secretary of State and of Health

Assistant Secretary of State and of Health of the 21st Constitutional Government, since November 26, 2015. Doctorate in Medicine from the Faculty of Medicine of Porto and postgraduate in Management from the Catholic University of Portugal. As a specialist in General Haematology, holding the level of Fellow, he was the Director of the Haematology Department at the Hospital Centro Hospitalar de S. João, EPE. He was a member of the National Council for the Portuguese National Health Services of the Portuguese Medical Association, President of the Board of the Specialty School of General Haematology of the Portuguese Medical Association, member of the Healthcare Services Competence Management Board of the Portuguese Medical Association. He is the co-author of more than 200 original texts, published in internationally recognised scientific journals.

Filipe Vaz, General Manager of Tema Central media company

He holds a Law Degree from the Catholic University, fellow Robert Schumann in the European Parliament, a postgraduate degree in Integrated Marketing Communication from ISG Management School and a Master's Degree in Communication Science from the Catholic University. He was an attorney, and the Director of External Relations at JCDecaux. He is currently the General Manager for Tema Central, and among other activities, edits the magazines *Pessoal* and *Líder*, and the informational sites *RHonline* and *Líder Magazine* and organizes the events *Best Team Leaders and Leadership Summit Portugal*.

Graça Quintas, Head of the Department of Labour Law at CCR Legal

She holds a Law Degree from the Law School of the University of Lisbon, is an attorney, Senior Associate and Head of Labour Law at CCR. She has worked in law in the practice areas of Labour Law and Social

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José Magalhães, Chairman of the Committee on Occupational Safety and Health of the Portuguese Statistics Institute

A Doctorate in Psychology, he is senior staff at the Portuguese Statistics Institute (INE). He is a lecturer at the University of Lisbon - ISCSP and at the Universidade Autónoma de Lisboa (UAL) [Autonomous University of Lisbon]. He is an integrated researcher at the Research Centre in Psychology of UAL and a guest of SOCIUS/ISEG. He belongs to the Technical-Scientific Group of the Portuguese Medical Association in the area of Burnout in the Medical profession; he is part of the research team at the UAL for the Promotion of Well-being and Quality of Life in the Nursing Profession, and he is a member of the Steering Group of the INE for the project of implementation of good practices in the management of Stress and Well-Being.

Maria Luísa Lima, Professor of the Department of Social and Organizational Psychology, ISCTE IUL

She holds a Psychology degree from the University of Lisbon and a Social Psychology PhD from ISCTE. She has performed a vast range of activity in teaching and scientific guidance at the ISCTE-IUL since 1982. Her research focuses on the application of Social Psychology on health and environmental issues and is reflected in numerous scientific publications. She was President of the Portuguese Association of Psychology. She is the author of the book, "Us and Them: the Power of Social Ties", by the Francisco Manuel dos Santos Foundation. She is an Honorary Professor at the University of Bath in the United Kingdom.

Mário Centeno, Minister of Finance

Minister of Finance of the 21st Constitutional Government, since November 26, 2015 and elected as President of the Eurogroup on December 4, 2017. He holds a PhD in Economics from Harvard University, USA, a Masters in Economics from the same university, and a Masters in Applied Mathematics plus a Degree in Economics, both from ISEG-UTL Lisbon School of Economics & Management. He is Professor at the Lisbon School of Economics & Management of the University of Lisbon. He was a Member of the Portuguese Parliament and advisor to the Directors of the Bank of Portugal, Deputy Director of the Department of Economic Studies of the Bank of Portugal, Chairman of the Work Group for the Development of Macroeconomic Statistics, in the Higher Statistical Council, member of Economic Policy Committee of the European Commission and an Economist at the Bank of Portugal. He was a member of the White Paper Commission of Labour Relations, member of the Editorial Board of the *Portuguese Economic Journal* and member of the Executive Committee of the European Association of Labour Economists.

Nuno Prata, Head of the Department of Health, Hygiene and Safety of the Lisbon City Council

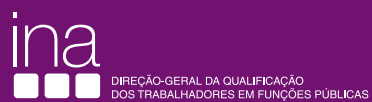
He holds a degree in Political Science, and postgraduate work in New Techniques of Value Creation in the Company, specialization in Public Policy, Executive MBA AESE/IESE, Course of Studies and Training for Senior Management of Local Administration and the HealthCare Management Program. Since 2011 he has served in the role of the of Director of Department of Health, Hygiene and Safety for the CML.

Tim Tregenza, Network Manager of the European Agency for Safety and Health at Work (EU-OSHA)

Tim Tregenza is Network Manager at the European Agency for Safety and Health at Work (EU-OSHA). Between 1992 and 1999, he worked as a labour inspector in the United Kingdom. From 2001 to 2009, he was a project manager at EU-OSHA before taking on his current role of the management of the network of national focal points and the external relations of the European Agency.

Vanda Cruz, Representative of Portuguese workers in the Luxembourg Committee (Advisory Committee on Safety and Health at Work (ACSH))

She is the representative of Portuguese workers on the Luxembourg committee: ACSH - Advisory Committee on Safety and Health at Work Chairperson, the tripartite group WP - Enforcement, representative of Portuguese/European workers in the tripartite group OKAG - OSH Knowledge Advisory Group in the European Agency for Safety and Health at Work. She is an alternate for the Portuguese workers on The Board of Directors of the European Agency for Safety and Health at Work.



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