# MEDICAL LAW IN PORTUGAL

PAULA LOBATO DE FARIA



### KLUWER LAW INTERNATIONAL

## **Medical Law in Portugal**

### Paula Lobato de Faria

This book was originally published as a monograph in the International Encyclopaedia of Laws/Medical Law.

General Editor: Roger Blanpain Associate General Editor: Michele Colucci Volume Editor: Herman Nys



Published by: Kluwer Law International PO Box 316 2400 AH Alphen aan den Rijn The Netherlands Website: www.kluwerlaw.com

Sold and distributed in North, Central and South America by:
Aspen Publishers, Inc.
7201 McKinney Circle
Frederick, MD 21704
United States of America
Email: customer.service@aspenpublishers.com

Sold and distributed in all other countries by: Turpin Distribution Services Ltd. Stratton Business Park Pegasus Drive, Biggleswade Bedfordshire SG18 8TQ United Kingdom Email: kluwerlaw@turpin-distribution.com

DISCLAIMER: The material in this volume is in the nature of general comment only. It is not offered as advice on any particular matter and should not be taken as such. The editor and the contributing authors expressly disclaim all liability to any person with regard to anything done or omitted to be done, and with respect to the consequences of anything done or omitted to be done wholly or partly in reliance upon the whole or any part of the contents of this volume. No reader should act or refrain from acting on the basis of any matter contained in this volume without first obtaining professional advice regarding the particular facts and circumstances at issue. Any and all opinions expressed herein are those of the particular author and are not necessarily those of the editor or publisher of this volume.

Printed on acid-free paper.

ISBN 978-90-411-3313-7

© 2010 Kluwer Law International BV, The Netherlands

All rights reserved. No part of this publication may be reproduced, stored in a retrieval system, or transmitted in any form or by any means, electronic, mechanical, photocopying, recording, or otherwise, without written permission from the publisher.

Permission to use this content must be obtained from the copyright owner. Please apply to: Permissions Department, Wolters Kluwer Legal, 76 Ninth Avenue, 7th Floor, New York, NY 10011-5201, USA. Email: permissions@kluwerlaw.com

Printed and bound in Great Britain by CPI Antony Rowe, Chippenham and Eastbourne

The Author	3
List of Abbreviations	11
General Introduction	13
§1. GENERAL INFORMATION ABOUT PORTUGAL  I. Geography, Climate and Population Characteristics  II. Historical Note  III. Political and Judicial System  A. The Political System  B. The Judicial System  C. The Referendum System	13 13 14 16 16 18
§2. GENERAL INFORMATION ABOUT THE PORTUGUESE NATIONAL HEALTH CARE SYSTEM  I. General Data  II. The Portuguese Health Care System  III. The National Health Plan  IV. Main Administrative Structure of the Ministry of Health  A. Organic Statute of the Ministry of Health  B. The General-Directorate for Health  C. Regional Health Departments (ARS, I.P.)	20 20 22 27 27 27 29 30
§3. MEDICAL LAW  I. Legal and Medical: Two Overlapping Fields II. Medical Law, Bioethics and Biolaw in Portugal	32 32 33
Selected Bibliography	35
Part I. The Medical Profession	57
Chapter 1. Access to the Medical Profession	57
§1. Education and Internships	5

	I. Historical Note II. Undergraduate Medical Education	57 58
	III. Postgraduate Medical Education, Medical Internships and Titles	59
§2.	LICENSING: LEGAL CONDITIONS FOR THE PRACTICE OF MEDICINE	62
	I. Legal Diploma and Inscription in the 'Order of the Physicians'	62
	II. Recognition of Professional Qualifications	63
§3.	DIFFERENT POSSIBILITIES OF EXERCISING THE PROFESSION	64
	I. National Health Service	64
	A. Medical Careers	64
	B. Private Law Single Contract	65 66
	C. Sports Medicine II. Private Medical Activity	66
	III. Legal Framework of the Private Health Sector	67
Ch	apter 2. The Practice of Medicine	70
CII	apiel 2. The Fractice of Medicine	70
81	THE 'MEDICAL ACT'	70
<b>31.</b>	I. A Lacuna in Portuguese Medical Law	70
	II. The 'Medical Act' in the Penal Code	71
	III. Defibrillation Acts by Non-physicians	72
§2.	Non-conventional Therapeutics	73
	I. Definition and Requirements	73
	II. Relational Principles	74
§3.	THE ILLEGAL PRACTICE OF MEDICINE	75
	I. General and Historical Remarks	75
	II. Illegal Practice of Medicine as a Disciplinary Offence	76
	III. Illegal Practice of Medicine as a Criminal Offence	76
Ch	apter 3. Control over the Practice of Medicine	78
81	THE ORDER OF THE PHYSICIANS	78
31.	I. Origins	78
	II. Juridical Nature, Functions and Structure	78
	A. Juridical Nature and Main Functions	78
	B. Administrative Structure	79
	III. The Disciplinary Powers	80
	A. General Description	80
	B. The Code of Medical Deontology	80
	C. Other Professional Disciplinary Rules Sources	82
	D. Disciplinary Bodies, Sanctions and Procedure	83
	1. Disciplinary Bodies	83
	2. Disciplinary Sanctions	84
	3. Disciplinary Procedure	85

§2. Pub	LIC CONTROL	86
	Control of Legality over the Order of the Physicians	86
	General-Inspectorate for Health Activities (IGAS)	86
	Exclusive Public Powers	87
	Health Regulatory Authority	87
	Liability	88
,,	A. Civil Liability: Two Different Regimes	88
	B. Private Sector Rules: Contractual and Tort Liability	90
	C. Civil Liability Basic Elements	91
	1. Illicit	91
	2. Fault	
		91
	3. Damages	93
	4. Causality between the Illicit Fault and the Damages	93
X 77	5. Public Sector Regime: A New Regime	94
VI.	Criminal Liability	95
	A. Introductory Considerations	95
	B. Crimes Especially Related to the Medical Profession	97
	1. Privileged Homicide	97
	2. Homicide at Request of the Victim	97
	3. Incitation or Assistance to Suicide	98
	4. Homicide by Negligence	98
	5. Abortion	98
	6. Offence to Physical Integrity by Negligence	98
	7. Privileged Offence to Physical Integrity	99
	8. Medical Leges Artis Violation	99
	9. Arbitrary Medical-Surgical Procedures	100
	10. Violation of Privacy and Violation of Professional Secret	100
	11. Omission of Help	101
	12. False Certificate	101
	13. Common Danger Crimes	101
	To Common Dunger Crimes	101
83 MEI	DICAL ETHICS COMMITTEES	102
	National Council for Ethics in the Life Sciences	102
	Ethics Committees for Health	103
	Clinical Research Ethics Committee CEIC	103
111.	. Chilical Research Ediles Committee CEIC	104
D / II	m pi '' p' (pi' i'	
Part II.	. The Physician-Patient Relationship	107
Chapte	er 1. General Considerations	107
*		
§1. INT	RODUCTORY CONSIDERATIONS	107
	Paternalism versus Autonomy: No Clear Choice	107
	The Importance of Medical Secrecy	109
§2. The	E JURIDICAL NATURE OF THE RELATIONSHIP	110
-	In the Public Sector	110
	In the Private Sector	111

§3.	DUTIES OF PHYSICIANS TOWARD PATIENTS	112
	I. In Health Law	112
	II. In the Code of Medical Deontology	113
§4.	THE RIGHTS OF PATIENTS	114
0	I. The Rights of Patients in Portuguese Law	114
	II. The Constitution	114
	III. Health Bases Law	115
	IV. The Convention on Human Rights and Biomedicine	116
	V. The Law on the Access to Healthcare	117
	VI. Limits to Patients Rights	118
<b>§</b> 5.	THE MENTALLY ILL: A SPECIFIC RIGHTS FRAMEWORK	119
0	I. Legal Framework	119
	II. Rights of Mental Health Care Services' Patients	120
	III. Rights of Patients in Involuntary Placement	121
	IV. The Rights of an Involuntary Placed Mental Patient	122
	V. The Patients' Duties	123
	A. The Inheritance of European Fundamental Duties Theory	123
	B. The Duties of Portuguese Patients	124
	B. The Butter of Fortuguese Futients	121
Ch	apter 2. Physician-Patient Relationship: Biomedical Issues	126
§1.	Introductory Note on Biomedical Developments and the Law	126
82.	CLINICAL ESSAYS	128
3	I. Law 46/2004 of 19 August	128
	II. Ethical Committees	129
	III. Other Norms	130
	IV. Medical Devices Clinical Research	130
		100
§3.	DONATION, REMOVAL AND TRANSPLANTATION OF ORGANS,	101
	Tissues and Cells of Human Origin	131
	I. Organ, Human Tissues and Cells' Transplantation	101
	Legal Framework	131
	II. Scope of the Organ, Human Tissues and	
	Cells' Transplantation Law	132
	III. General Conditions and Principles	132
	IV. Removal from Living Donors	133
	A. Potential Donors	133
	B. Distinction between Regenerables and Non-regenerables	
	Organs and Tissues, and between Minor and Adult Donation	134
	C. Informed Consent	135
	D. Other Cases of Removal and Transplantation of	
	Organs and Tissues	135
	V. Removal from Cadavers	135
	A. Implicit Consent	135

B. Objection to the Removal of Organs: National Register	
of Non-donors	136
C. Certification of Death	136
§4. Medically Assisted Procreation	137
	137
I. Legal Framework	137
§5. Human Genetics	141
I. General Legal Framework	141
	141
II. Genetic Testing and Insurances III. Biobanks	143
IV. Database of DNA Profiles for Civil Identification and	143
	144
Criminal Investigation	144
§6. End-of-Life Issues	144
I. Rights of the Dying Patient	144
A. 'Right to Die with Dignity'	144
B. Palliative Care	146
II. Euthanasia and End-of-Life Decisions	147
A. Euthanasia	147
B. 'Homicide at Request of the Victim'	149
C. Instigation or Suicide Aid	149
III. Code of Medical Deontology and End-of-Life Decisions	150
§7. Termination of Pregnancy (Abortion)	151
I. The Existing Legal Regime	151
II. Termination of Pregnancy by a Physician	154
	154
III. Implementing the Law	155
IV. The Order of the Physicians and the IVG	
V. Short Historical Review on the IVG Regime	156
VI. The 2007 Referendum	156
§8. Sterilization	158
I. Surgical Contraception	158
The state of the s	
Part III. The Physician and the Health Care System	161
Chapter 1. The Physician Role in the Health Care System	161
et The December 11	161
§1. The Physician and Public Health	161
§2. THE PHYSICIAN IN THE NATIONAL HEALTH SYSTEM	163
I. Collegial Relations between Physicians	163
II. Competition between Professionals	165
III. The Physician and Health Insurance Companies	166
IV. The Physician and Medical Devices	166
V. Legal Medicine	167

§3. Relations with Other Health Care Providers	168
I. Pharmacists	168
II. Practice of Dentistry	172
A. Code of Deontology of the Order of the Dental Ph	nysicians 173
B. Dental Health Clinics	174
C. Professional Relations between Physicians and De	ntists 174
III. Nursing Professionals	174
A. Nursing Act	174
B. Professional Relations between Physicians and Nu	rses 175
IV. Paramedics	175
V. Physiotherapists	176
VI. Midwives	177
§4. RELATIONS WITH HEALTH CARE INSTITUTIONS	177
I. Hospitals	177
II. Centralized Procurement Schemes: Physician's Role	178
Index	181

### KLUWER LAW INTERNATIONAL

# **Medical Law in Portugal**

Paula Lobato de Faria

This book was originally published as a monograph in the International Encyclopaedia of Laws/Medical Law.

General Editor: Roger Blanpain Associate General Editor: Michele Colucci Volume Editor: Herman Nys



Published by: Kluwer Law International PO Box 316 2400 AH Alphen aan den Rijn The Netherlands Website: www.kluwerlaw.com

Sold and distributed in North, Central and South America by:
Aspen Publishers, Inc.
7201 McKinney Circle
Frederick, MD 21704
United States of America
Email: customer.service@aspenpublishers.com

Sold and distributed in all other countries by: Turpin Distribution Services Ltd. Stratton Business Park Pegasus Drive, Biggleswade Bedfordshire SG18 8TQ United Kingdom Email: kluwerlaw@turpin-distribution.com

DISCLAIMER: The material in this volume is in the nature of general comment only. It is not offered as advice on any particular matter and should not be taken as such. The editor and the contributing authors expressly disclaim all liability to any person with regard to anything done or omitted to be done, and with respect to the consequences of anything done or omitted to be done wholly or partly in reliance upon the whole or any part of the contents of this volume. No reader should act or refrain from acting on the basis of any matter contained in this volume without first obtaining professional advice regarding the particular facts and circumstances at issue. Any and all opinions expressed herein are those of the particular author and are not necessarily those of the editor or publisher of this volume.

Printed on acid-free paper.

ISBN 978-90-411-3313-7

© 2010 Kluwer Law International BV, The Netherlands

All rights reserved. No part of this publication may be reproduced, stored in a retrieval system, or transmitted in any form or by any means, electronic, mechanical, photocopying, recording, or otherwise, without written permission from the publisher.

Permission to use this content must be obtained from the copyright owner. Please apply to: Permissions Department, Wolters Kluwer Legal, 76 Ninth Avenue, 7th Floor, New York, NY 10011-5201, USA. Email: permissions@kluwerlaw.com

Printed and bound in Great Britain by CPI Antony Rowe, Chippenham and Eastbourne

### The Author



#### Prof. Paula Lobato de Faria, PhD

National School of Public Health – New University of Lisbon

Associate Professor of Health Law and Biolaw and director of the Masters Course in Health Management at the National School of Public Health (ENSP) of Universidade Nova de Lisboa (New University of Lisbon), Paula Lobato de Faria has also collaborated as a researcher at the Section for Medical Ethics of the University of Oslo. She was a consultant for the legal and ethical aspects to the National Agency for the Fight against AIDS (1987-2004) and the coordinator of the National Commission for the United Nations' Decade for the Education on Human Rights (1998-2002). From January to June 2004 she did a visiting scholarship in the Department of Health Law, Bioethics and Human Rights of the Boston University School of Public Health

(BUSPH), directed by Professor George J. Annas, where she started the Biennial Seminars on Health Law and Bioethics, a joint initiative of ENSP and BUSPH. Author of a large number of papers published both in Portuguese and international scientific journals, Prof. Paula Lobato de Faria has given multiple courses, seminars and conferences in Portugal and abroad in the fields of Health Law and Biolaw, especially on health care access and system, patients rights, biobanks and genetics, transmissible diseases, medical liability, informed consent, health data protection and confidentiality, medical error and patient safety. Her PhD subject was on the right to confidentiality and genetic data (published by Presses Universitaires du Septentrion - 'Données Génétiques Informatisées - un nouveau défi au droit à la confidentialité des données personnelles de santé', 1999). The author also collaborates in several international projects in the fields of biobanks, genetics and Public Health Law (within the European Public Health Law Network, EPHLN) and has worked as a consultant to the Ministry of Health regarding Health Law and Biolaw issues (transmissible diseases, biobanks, etc.). In 2003 she was a member of the executive board that prepared the Portuguese National Health Plan (2004–2010).

#### The Author

#### Collaboration

Sara Vera Jardim LLM (Heidelberg) and João Pereira da Costa Master in Health Care Management (ENSP/UNL), both health law jurists, collaborated in this monograph.

#### **Author's Advertence**

Portugal is under a constantly changing legal framework, mainly in the social sectors of health, labour and education. Reforms succeed one after the other, sometimes without sufficient time enough to be absorbed. Writing a monograph in medical law takes an inherent risk of being (at least partially) already outdated at the time of publication.

In a way this monograph is like a Cartier-Bresson typical image – it tries to catch movement in a frame. Medical law and health law in general are in constant movement these days in Portugal. Hence, health legislation is constantly changing the juridical shape of the Portuguese health system. We did our best to capture the moment. At least it will be a starting point or an historical element on the study of Portuguese medical law. This monograph is updated to September 2009.

The author recommends that readers ascertain whether the legislation mentioned in this monograph is subject to suffered any amendment before quoting it.

The Author	3
List of Abbreviations	11
General Introduction	13
§1. General Information about Portugal I. Geography, Climate and Population Characteristics II. Historical Note III. Political and Judicial System A. The Political System B. The Judicial System C. The Referendum System	13 13 14 16 16 18
§2. GENERAL INFORMATION ABOUT THE PORTUGUESE NATIONAL HEALTH CARE SYSTEM  I. General Data II. The Portuguese Health Care System III. The National Health Plan IV. Main Administrative Structure of the Ministry of Health A. Organic Statute of the Ministry of Health B. The General-Directorate for Health C. Regional Health Departments (ARS, I.P.)	20 20 20 20 20 20 20 20 20 20 20 20 20 2
I. Legal and Medical: Two Overlapping Fields II. Medical Law, Bioethics and Biolaw in Portugal	33
Selected Bibliography	35
Part I. The Medical Profession	5
Chapter 1. Access to the Medical Profession	5
§1. EDUCATION AND INTERNSHIPS	5

I. Historical Note	57
II. Undergraduate Medical Education	58
III. Postgraduate Medical Education, Medical Internships and Titles	59
§2. Licensing: Legal Conditions for the Practice of Medicine	62
I. Legal Diploma and Inscription in the 'Order of the Physicians'	62
II. Recognition of Professional Qualifications	63
§3. Different Possibilities of Exercising the Profession	64
I. National Health Service	64
A. Medical Careers	64
B. Private Law Single Contract	65
C. Sports Medicine	66
II. Private Medical Activity	66
III. Legal Framework of the Private Health Sector	67
Chapter 2. The Practice of Medicine	70
§1. The 'Medical Act'	70
I. A Lacuna in Portuguese Medical Law	70
II. The 'Medical Act' in the Penal Code	70
III. Defibrillation Acts by Non-physicians	72
§2. Non-conventional Therapeutics	73
I. Definition and Requirements	73
II. Relational Principles	74
§3. THE ILLEGAL PRACTICE OF MEDICINE	75
I. General and Historical Remarks	75
II. Illegal Practice of Medicine as a Disciplinary Offence	76
III. Illegal Practice of Medicine as a Criminal Offence	76
Chapter 3. Control over the Practice of Medicine	78
§1. The Order of the Physicians	78
I. Origins	78
II. Juridical Nature, Functions and Structure	78
A. Juridical Nature and Main Functions	78
B. Administrative Structure	79
III. The Disciplinary Powers	80
A. General Description	80
B. The Code of Medical Deontology	80
C. Other Professional Disciplinary Rules Sources	82
D. Disciplinary Bodies, Sanctions and Procedure	83
Disciplinary Bodies, Salictions and Procedure     Disciplinary Bodies	83
2. Disciplinary Sanctions	84
3. Disciplinary Procedure	85

§2. Public Control	86
I. Control of Legality over the Order of the Physicians	86
II. General-Inspectorate for Health Activities (IGAS)	86
III. Exclusive Public Powers	87
IV. Health Regulatory Authority	87
V. Liability	88
A. Civil Liability: Two Different Regimes	88
B. Private Sector Rules: Contractual and Tort Liability	90
C. Civil Liability Basic Elements	91
1. Illicit	91
2. Fault	91
3. Damages	93
4. Causality between the Illicit Fault and the Damages	93
5. Public Sector Regime: A New Regime	94
VI. Criminal Liability	95
A. Introductory Considerations	95
B. Crimes Especially Related to the Medical Profession	97
Privileged Homicide	97
	97
2. Homicide at Request of the Victim	
3. Incitation or Assistance to Suicide	98
4. Homicide by Negligence	98
5. Abortion	98
6. Offence to Physical Integrity by Negligence	98
7. Privileged Offence to Physical Integrity	99
8. Medical Leges Artis Violation	99
9. Arbitrary Medical-Surgical Procedures	100
10. Violation of Privacy and Violation of Professional Secret	100
11. Omission of Help	101
12. False Certificate	101
13. Common Danger Crimes	101
§3. Medical Ethics Committees	102
I. National Council for Ethics in the Life Sciences	102
II. Ethics Committees for Health	103
III. Clinical Research Ethics Committee CEIC	103
III. Chinical Research Ethics Committee CERC	104
Part II. The Physician-Patient Relationship	107
Chapter 1. General Considerations	107
N	1.05
§1. Introductory Considerations	107
I. Paternalism versus Autonomy: No Clear Choice	107
II. The Importance of Medical Secrecy	109
§2. The Juridical Nature of the Relationship	110
I. In the Public Sector	110
II In the Private Sector	111

§3.	Duties of Physicians Toward Patients	112
	I. In Health Law	112
	II. In the Code of Medical Deontology	113
§4.	THE RIGHTS OF PATIENTS	114
	I. The Rights of Patients in Portuguese Law	114
	II. The Constitution	114
	III. Health Bases Law	115
	IV. The Convention on Human Rights and Biomedicine	116
	V. The Law on the Access to Healthcare	117
	VI. Limits to Patients Rights	118
§5.	THE MENTALLY ILL: A SPECIFIC RIGHTS FRAMEWORK	119
	I. Legal Framework	119
	II. Rights of Mental Health Care Services' Patients	120
	III. Rights of Patients in Involuntary Placement	121
	IV. The Rights of an Involuntary Placed Mental Patient	122
	V. The Patients' Duties	123
	A. The Inheritance of European Fundamental Duties Theory	123
	B. The Duties of Portuguese Patients	124
Ch	napter 2. Physician-Patient Relationship: Biomedical Issues	126
§1.	Introductory Note on Biomedical Developments and the Law	126
82	CLINICAL ESSAYS	128
84.	I. Law 46/2004 of 19 August	128
	II. Ethical Committees	129
	III. Other Norms	130
	IV. Medical Devices Clinical Research	130
		130
§3.	DONATION, REMOVAL AND TRANSPLANTATION OF ORGANS,	
	Tissues and Cells of Human Origin	131
	I. Organ, Human Tissues and Cells' Transplantation	
	Legal Framework	131
	II. Scope of the Organ, Human Tissues and	
	Cells' Transplantation Law	132
	III. General Conditions and Principles	132
	IV. Removal from Living Donors	133
	A. Potential Donors	133
	B. Distinction between Regenerables and Non-regenerables	
	Organs and Tissues, and between Minor and Adult Donation	134
	C. Informed Consent	135
	D. Other Cases of Removal and Transplantation of	
	Organs and Tissues	135
	V. Removal from Cadavers	135
	A. Implicit Consent	135