RECOMMENDATION NO. 30

Recommendation to enterprises and sectors on prevention of burn-out

For healthy employees in healthy organisations

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RECOMMENDATION NO. 30 TO ENTERPRISES AND SECTORS ON PREVENTION OF BURN-OUT

FOR HEALTHY EMPLOYEES IN HEALTHY ORGANISATIONS

Contents

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FOR HEALTHY EMPLOYEES IN HEALTHY ORGANISATIONS

I. THE FRAMEWORK IN WHICH THIS RECOMMENDATION WAS FORMULATED

- The National Labour Council has been at the forefront of primary prevention of burn-out in the work-place in recent years.

"Primary prevention of burn-out in the workplace" refers to prevention policies that work to ensure the sustainable employability of workers without them suffering burn-out. It therefore concerns the organisational-level policies that (help to) ensure that employees stay healthy, engaged, enthusiastic or inspired at work. This can also contribute to create high-performance organisations.

The Council was charged with this task by the Interprofessional Agreement of 2 February 2017, the social partners' work programme for the years 20172018. Even back then, the social partners saw the prevention of burn-out among workers as a major social challenge.

The recommendations that can now be addressed to sectors and enterprises are based on the Council's previous initiatives in this framework.

In 2018, the Council outlined an approach to primary prevention of burn-out in enterprises[1]. Using pilot projects based on expert guidance, the social partners decided to test and finalise an approach to try to create meaningful and quality work on a larger scale against the backdrop of increasing work pressure and psychosocial stress. The idea is to prevent employees from being absent from work with psychosocial complaints in general and burn-out in particular.

The focus of the approach is on factors within the work organisation (work content, conditions of employment, working conditions and employment relations). The preventative approach advocated by the social partners involves the various actors interacting at the level of the enterprise (workers, management, consultative bodies, prevention advisers, human resources, other relevant persons). At the heart of this is a results-orientated methodology that, after the analysis phase, primarily supports the implementation of actions and prevention measures. The preventative approach focuses on a collective approach at the enterprise level. It is therefore not about coaching individual employees and/or managers.

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[1] The opinion no. 2.080 of 27 February 2018.

The Council was then able to test this view in a number of enterprises and sectors, where pilot projects ran between 2019 and 2021 (subsidised for the intervention of a project supervisor with this expertise)[2]. These projects were evaluated by the Council in 2021 and 2022, in collaboration with a number of academic experts[3].

Both evaluations showed that the stakeholders in most of the selected enterprises evaluated interventions for primary prevention of burn-out positively, regarding them as a good practice to make progress within enterprises on primary prevention of burn-out and psychosocial risks at work.

Now that, based on the pilot projects, the Council has a better idea of what works and can identify it as good practice, it can make recommendations for primary prevention approaches to burn-out, with the intention that good practices will be more widely adopted in enterprises and sectors.

- It should be noted that its initiatives form part of a wider range of policies on reducing psychosocial risks and work-related stress and burn-out prevention that have been and are being adopted at the federal level.

Back in 1999, the Council adopted Collective Labour Agreement No. 72[4], which defines the concept of stress, determines how an employer should implement a stress prevention policy, and defines the role of employees and their representatives in this regard. This is further explained in a guide to this CLA, which can be found on the Council's website (in Dutch)[5].

In addition to the pilot projects on secondary and tertiary prevention of burn-out, coordinated by the Federal Agency for Occupational Risks (FEDRIS) and the National Institute for Health and Disability Insurance (NIHDI), respectively – both institutions managed by the social partners – the government also worked out a federal plan "for the prevention of stress at work and for mental resilience" in 2020 and 2021, bringing together a number of measures at the three levels of prevention.

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[2] Chapter 2 of the Royal Decree of 26 November 2013 in implementation of Article 191, Section 3 of the Law of 27 December 2006 containing various provisions (I).
[3] Opinions nos 2.218 of 2 June 2021 and 2.330 of 29 November 2022. A topic dossier on the Council's website (in Dutch) explains more.
[4] Collective Labour Agreement No. 72 of 30 March 1999 on the policy for the prevention of stress resulting from work.
[5] Guide to CLA No. 72, 2004.

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Furthermore, in 2020, the Council asked a number of enterprises and sectors to work on more innovative work organisation as part of pilot projects[6]. These pilot projects will run until 31 March 2024; a second cycle of pilot projects will begin in 2024. Within these projects, the social partners intend to look for ways in enterprises to enable a smoother organisation of work for the employer and to improve work-life balance and career feasibility for the employee. This serves to promote employment and competitiveness of enterprises as well as the well-being of employees.

As will be shown below, focusing on the various components of the work organisation makes an essential contribution to the primary prevention of burn-out.

II. THE RECOMMENDATIONS

Based on its previous work, the Council provides the following six recommendations for the primary prevention approach by enterprises and sectors to prevent workers from being absent from work with psychosocial complaints in general and burn-out in particular.

These recommendations can be seen as a broad quality framework for good interventions, or as a good practice.

With regard to enterprises [7], it should be mentioned beforehand that employers have a statutory obligation to address any risk of burn-out among their employees. Well-being regulations state that every employer must identify the situations that may give rise to psychosocial risks at work, determine their risks (of which the risk of burn-out may be one[8]) and evaluate them.

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[6] Opinion No. 2.170 of 30 June 2020. Chapter 2/1 of the Royal Decree of 26 November 2013 in implementation of Article 191, Section 3 of the Law of 27 December 2006 containing various provisions (I). A topic dossier on the Council's website (in Dutch) explains more.

[7] For enterprises of the non/social-profit sector, in the text below, the term "enterprise" may be understood to mean "organisation".

[8] A psychosocial risk is the likelihood of psychological harm, whether or not accompanied by physical harm, resulting from exposure to one of the elements of the work organisation (see below), on which the employer has an impact and which objectively poses a risk (Art. 32/1 Well-being Act of 4 August 1996; Art. I.1-4 Codex on well-being at work).

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An employer should take appropriate preventative measures based on this risk assessment[9], to prevent the development of the risk of employee burn-out (known as primary prevention).

The social partners believe that the situation in enterprises should be considered and addressed in a broad sense (see in particular Recommendation 1). Hereafter, therefore, we will refer to a situation analysis, or rather, a portrait of the enterprise, which includes a risk analysis of psychosocial risks within the meaning of the regulations[10].

As far as sectors are concerned, it should be noted that they often play a role in informing their sector's enterprises about psychosocial risks, encouraging them to deal with them or directly guiding them in doing so. They do this, for example, with the help of the sector funds or training funds active within the joint (sub)committee. Fund initiatives can target individual enterprises or a collective coaching programme can be set up.

Accordingly, the recommendations below are also addressed to the sectors, so that their sectoral support initiatives are aimed at introducing the recommended good practices in these enterprises.

Recommendation 1: An integrated and multidisciplinary approach

According to well-being regulations, the priority in an employer's prevention policy should be measures of primary prevention[11].

Research has shown that the wellness approach to burn-out must target the individual as well as the organisational structure to yield true primary prevention (and with priority for the organisation, see below). The pilot projects also show that a more holistic approach, in which every individual action concerning psychosocial well-being is also accompanied by reflection and improvement at the organisational level, proves most successful.

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[9] Art I.3-1 and I.3-2 Codex on well-being at work.

[10] The Well-being Act of 4 August 1996 and the Codex on Well-being at Work, specifically Book 1, Title 3.

[11] Art. I.2-7 Codex on well-being at work. With regard to psychosocial risks, this is repeated in Art. I.3-2, paragraph two of the Codex on well-being at work.

The primary wellness approach to burn-out should prioritise attention to risks and improvements at the collective, team or organisational level. This also avoids the individualisation of the problem, which is not only unhelpful and contributes to the taboo surrounding burn-out, but can also create resistance.

Addressing the "collective" risk factors for psychosocial well-being and for the development of burn-out among employees should be prioritised. An employer should focus on the risk factors for employee burn-out (or the tools to mitigate them) at the collective, team or organisational level, taking into account its various sub-aspects.

Work organisation includes the structure of the organisation (vertical or horizontal), distribution of tasks, work procedures, management tools and coordination, general human resources policy, management roles and style, leadership development, employee participation in decision-making, their autonomy, etc.

Furthermore, the following sub-aspects of work organisation can be distinguished:

- job content: including the consistency, completeness and clarity of the employee's range of tasks, the intensity of the work (the workload), the diversity of the work, the emotional, psychological and physical strain involved in performing the tasks, etc.

- employment conditions: the modalities for implementing the employment relationship, such as the nature of the contract, work schedule, flexible working hours/systems, leave systems, evaluation systems, etc.

- working conditions: the material environment in which work is performed, such as noise, lighting, work equipment, work posture, work clothing, etc.

  and

- employment relations: this includes internal and external social relations and quality of these relations; in particular, the relationship with managers is important in this context. For example, these relationships are co-determined by means of contact, contact opportunities, formal/informal consultation, etc.

Interventions initiated from a collective perspective on organisational change may well benefit from concrete actions focused on individual employees and their managers. These actions might create 'quick wins' and might also be the essential building blocks for organisational change processes, which are often slower and less tangible in terms of results.

Therefore, the organisational-level approach is best combined with attention to resilience to psychosocial risks at the level of individual workers. These may include: training to improve knowledge and awareness of the issue of psychosocial risks and an employee's own work situation, as well as measures aimed at achieving behavioural change. Actions aimed at the individual also satisfy the need to consider the subjective component of work stress.

Special attention should also be paid to awareness, training and behavioural change among managers. Elements that could be considered here are competence management, talent management (recognition, development, deployment), learning opportunities and career opportunities. Specifically with regard to the risk of burn-out, it is useful to evaluate the health policy adopted by the enterprise.

Often a mix of actions is required for different aspects of work organisation. The broader the perspective, the more risk factors in the work organisation can be identified and addressed.

This integrated or holistic approach to both individual- and organisation-centred interventions will require the application of different areas of expertise (multidisciplinary).

Given the stratification and complexity of the subject matter, it may be necessary to seek external expertise. There is a great deal of expertise available in Belgium on the various aspects of work organisation, on competence/talent/learning management and on health policy. In particular, external services for occupational prevention and protection have experts in these areas (see also Recommendation 6 regarding sector expertise). It is important to ensure when bringing in external expertise that it is multidisciplinary in order to achieve the required integrated approach.

In short, the feasibility and workability of the job should receive priority attention, but this is best accompanied by providing workers and their supervisors with tools for their (demanding) jobs (such as working on values, behaviour, knowledge, attitudes, and health – both physical and mental).

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Recommendation 2: Prior commitment to creating a strong internal support base

Performing a situation analysis regarding the psychosocial well-being and burn-out risk among an enterprise's employees requires a great deal from an enterprise.

Moreover, due to the variety of possible risk factors, this analysis requires working with a bottom-up approach and in dialogue with a whole range of stakeholders in the enterprise, primarily the employees (see Recommendation 5 below).

It is therefore recommended that firm internal support is created within the enterprise beforehand for a robust well-being policy and, more specifically, a policy that is committed to the primary prevention of burn-out. It is recommended that the following two preliminary steps are observed to this end.

"Discovery" phase (see attached chart)

As a very first step, it is best to use didactics in an enterprise to create awareness about what (psychosocial well-being and) burn-out is. This is useful for all employees in the enterprise and can take the form of disseminating information (in a brochure, on the website, through an information session, etc.) about the condition, its symptoms, its influencing factors (and their interrelationships), and possible directions for solutions.

In particular, this will benefit the key people who will be part of the working group that will deal with the issue in the enterprise (representatives of different hierarchical levels and different services, human resources/HRM, the prevention adviser, the trusted representative, etc.), but also members of the committee for prevention and protection at work.

"Support" phase (see attached chart)

Then, in order to obtain the relevant input for the primary prevention approach, it is recommended as a second step to work to create a "positive" environment/culture, in which (mental) well-being and burn-out can be openly discussed and expressed and solutions sought, taking into account individual aspects.

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There are several ways to work on this. For example, a positive statement of intent can be drafted in which the employer defines his intention of a sincere and lasting commitment to the well-being of his employees. In doing so, an employer sends a powerful "we care" signal to his employees. In turn, employees are encouraged to get involved by speaking up about problems and helping to find solutions.

Broader efforts can also be made to create a culture of trust and respect. For example, consideration can be given to the desired corporate culture (the values of and in the enterprise), which can be defined in a document. Also, the methodology on "the speed of trust" can be implemented in the enterprise[12].

This creates internal support that not only serves as a (temporary) form of primary prevention itself, but – if used well – creates an effective basis for new (systemic) actions in the context of primary prevention of burn-out. It is then necessary to work on solutions when risk factors effectively surface, so that the support created does not drop off again afterwards.

Recommendation 3: A tailored situation analysis and approach

Like all wellness problems, burn-out (and its prevention) is a complex issue.

Hence the importance of avoiding "blind spots "and starting with a broad analysis of all the risk factors present (or the tools to mitigate them) in the enterprise and doing so at the collective, team or organisational level, taking into account the different sub-aspects of these (see Recommendation 1).

A picture of the enterprise should thus be created, a situation analysis, identifying both positive elements of enterprise policy and bottlenecks/improvements.

The prevention measures then taken must address the most critical and priority risk factors that were evaluated.

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[12] Title of a book by Stephen M.R. Covey ("Speed of Trust") from 2008 which describes this methodology.

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Screening tools and general, off-the-shelf questionnaires are, therefore, particularly useful in the context of awareness and initial assessment, but should be complemented by a thorough situation analysis, more tailored to the organisation. Since a situation analysis can bring out risk factors specific to the work organisation and (competence/talent/learning) management in a given enterprise (see above), a prevention approach tailored to the enterprise is necessary.

Recommendation 4: The approach should be embedded in the enterprise's longer-term strategic policy

The complexity of primary prevention and organisational change requires time and sustained attention and commitment to the issues. Care should be taken to avoid creating expectations for short-term resolution of detected problems that are then not met.

Systemic embedding of attention to burn-out within an integrated HR and prevention policy can guarantee the necessary resources (time, funds, staff), attention and multidisciplinary approach for the issue of burn-out prevention.

Under well-being regulations, the employer is ultimately responsible for a systemic, planned approach to prevention through a dynamic risk management system. In this way, prevention is secured and a systemic improvement process is supported.

Enterprises are therefore recommended to proceed through different phases for their primary burn-out prevention efforts, as provided for by the dynamic risk management system described in the regulations.

What is important here is to pay sufficient attention to an action-orientated approach from the very first phase, on the basis of a systemically embedded long-term strategy, in order to avoid the delay or failure to translate it into priority and concrete actions after the situation analysis.

It is also important here to provide systemic resources (financial, staff) to shape this policy in a sustainable way.

"Preparation" phase (see attached chart)

It is recommended that a preparatory phase includes the creation of a task force/project group (or possibly several teams, tackling separate topics), which will conduct a situation analysis of elements that may have an impact on employees' psychosocial well-being and, in particular, cause burn-out.

This involves creating a picture of the enterprise in which the bottlenecks/improvements are placed alongside the positive elements of enterprise policy that can have an impact on employees' psychosocial well-being (see Recommendation 1).

These are used as a basis for the general definition of work points (objectives) and outlining a vision for improvement.

It is recommended that this 'picture' be updated regularly. Specifically, the risk analysis of psychosocial risks in the enterprise should be carried out again on a regular basis (i.e. when circumstances change) and at least every 5 years[13]. This analysis is an integral part of the overall workplace risk analysis.

"Development" phase (see attached chart)

A plan is then drawn up in which policies/actions/programmes/training on the various sub-themes are provided and thus priorities are made concrete. Here, it is important to maintain coherence between the various actions.

Planning should be made as specific as possible by clearly defining the goal, methodology(s), resources, any training, those responsible, timing, for the various sub-topics, etc.

Planned actions for the primary prevention of burn-out are included in the employer's broader annual action plan for all areas of well-being, which in turn signs up in the global prevention plan for a 5-year term[14]. The intention is for the latter to be continuously adjusted based on the results of the implementation of the annual action plan over several years (see below).

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[13] Within the framework of drawing up the global prevention plan; Art. I.2-12 Codex on well-being at work.

[14] Art. I.3-7, paragraph one of the Codex on well-being at work.

"Implementation" phase (see attached chart)

Then the developed actions are actually taken. It is important to follow up actions closely. It is therefore best to monitor the short-term impact, for example, on the work climate, on employee engagement or their symptoms, or rather, on absenteeism.

Consideration should also be given to how information about this is collected (e.g. work meetings or performance monitoring).

Clear agreements on the criteria and method of monitoring will facilitate the final evaluation and also allow interim adjustments to be made during the implementation of the action plan in case of problems or bottlenecks.

"Evaluation" phase (see attached chart)

After the actions are rolled out, they are best evaluated in terms of their objectives (are other work points needed?), as well as the resources deployed (are other actions/methods needed?). The actions taken based on the risk analysis for psychosocial risks should be evaluated at least once a year[15].

As stated above, it is useful to set the criteria for evaluation in advance and monitor them.

The evaluation can be brought together in an evaluation report summarising the actions and their results, as well as bottlenecks and success factors.

The evaluation will be discussed in the task force and at other relevant levels of consultation (see below).

"Adjustment" phase (see attached chart)

The regular analyses of psychosocial risks and evaluation of the policies in place are intended to ensure that prevention measures are also adjusted and improvement actions follow.

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[15] Art. I.3-6, § 2, Codex on well-being at work.

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Therefore, the policy pursued is continuously adjusted in the event of changed circumstances (after evaluation)[16].

Recommendation 5: Bottom-up, participatory and in dialogue: the crucial role of employees (representatives)

As stated, the signals given by employees about their work situation are best collected and processed by a task force/working group within the enterprise, which should demonstrate multidisciplinarity. A "leader" for the work may be appointed within the working group if necessary. It is important to work from the bottom up and in dialogue with the various stakeholders in the enterprise.

In this context, the crucial role of the enterprise's consultation bodies (works council, committee for prevention and protection at work) and/or the trade union delegation in the enterprise should be underlined, in accordance with their respective competences.

The committee for prevention and protection at work in particular has an advisory role in this framework[17], and, in its absence, so does the union delegation[18].

It is recommended that the outcomes of the various phases of policy formulation described above be submitted to these bodies in advance for their opinion.

All employees and line managers should also be informed of the results of the situation analysis and the applicable preventative measures, and they and committee members should receive the necessary training to adequately apply the latter[19].

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[16] Art. I.3-7, paragraph two of the Codex on well-being at work.
[17] Regarding the results of risk analysis and proposals for collective prevention measures, see Art. I.3-48, Codex on well-being at work.
[18] Art. 52 Well-being Act of 4 August 1996.
[19] Art. I.3-52, Codex on well-being at work.

<u>Recommendation 6: From awareness to action, the important role of expertise in the sectors</u>

Translating the results of a situation analysis of psychosocial well-being in an enterprise and the risk of burn-out in particular into actions and action plans is a difficult step for many enterprises. Support and expertise from the industry is therefore welcome for them.

However, it remains important that actions are tailored to the specific context/work situation in the enterprises concerned.

The sectoral projects have a transversal scope and cover a wide variety of professional situations. This allows for the transferability of good practices through wide dissemination of prevention tools. An external perspective can help to achieve a cultural change, stay on track and support a broader vision of primary prevention.

III. SUMMARY

The recommended action for psychosocial well-being in the enterprise and primary prevention of employee burn-out in particular:

- is aimed at improving the psychosocial work environment in all its aspects (holistic);
- is based on internal support;
- is tailored to the enterprise's needs;
- targets both rapid improvements and long-term/permanent efforts;
- takes place from the bottom up, in dialogue with the various stakeholders in the enterprise, primarily the employees and their representatives; and
- benefits from the expertise the sectors can provide.

IV. OVERVIEW CHARTS

Two charts are included below, which clearly outline the 6 recommendations.

The first chart presents the key concepts of the 6 recommendations in a scheme that assumes a phased approach to prevent employees from being absent with psychosocial complaints in general and burn-out in particular.

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The following phases can be distinguished:

- discovery of the issue;
- creating internal support;
- preparation (the situation analysis);
- development of a policy;
- implementation of the policy;
- its evaluation; and
- any necessary adjustment.

The second chart gives an overview of the ways in which work can be done on psychosocial well-being in the enterprise and, in particular, on the primary prevention of burn-out, both by means of actions aimed at the collective work situation (priority) and actions aimed at the individual and the levers that can be used in the context of prior creation of support in the enterprise for this.

1. <u>A phased approach to prevent employees from being absent from work with psychosocial complaints in general and burn-out in particular</u>

PHASE	DESCRIPTION	POSSIBLE ACTIONS	DESIRED RESULT
DISCOVERY	• Awareness • Didactics • Training	• Provision of information (brochure/website to be developed) • Info-session • Training key people (managers, human resources department, prevention adviser, workplace prevention and protection committee, etc.)	• Basic knowledge of the problem, underlying factors, connection, solutions
SUPPORT	• Positive statement of intent • Culture of trust/respect	• Drafting and publishing statement of intent • Implementing 'trust' methodology • Corporate culture, values of and in the enterprise	• Sufficient support to openly discuss and address work situation, levers and take into account individual aspects/characteristics
PREPARATION	• Taskforce • Project group • Multiple teams (theme-based)	• Risk analysis • 'Picture' of the enterprise for the different aspects of the chart • Vision development • Formulating objectives	• Positive elements of company policy and bottlenecks/improvements identified • Work points (objectives) generally defined
DEVELOPMENT	• Developing policy/actions/programme/training/etc. on the various sub-themes • Ensuring coherence	• Work organisation and processes • Competence management • Talent management • Autonomy • Working conditions • Employment relations • Employment conditions • Health • Leadership development	• For the different components: purpose, methodology/ies, tools, possible training, responsible persons, timing, etc. clearly defined
IMPLEMENTATION	• Applying the approach defined in development	• Theme-dependent • Close follow-up by task force, key people, managers • Adjustment, consultation on when problems/bottlenecks occur • Monitoring	• Positive impact on work climate, engagement, absence, complaints
EVALUATION	• Evaluate objectives, experiences, results, methodologies, etc.	• Discussion in task force and at other relevant consultation levels	• Report summarising actions, results, bottlenecks, success factors
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2. <u>Ways of working psychosocial well-being in the enterprise and primary prevention of burn-out in particular</u>

Working on the primary prevention of burn-out	
Working on the employment situation	
Sub-topics	**Possible areas of intervention**
Work organisation: vertical structure	Integrated organisational and process design
Organisational processes: horizontal	Integrated organisational and process design
Company culture	Reflection (desired) culture
Work content	Selection, recruitment, task rotation, career policy, 'intrapreneurship', 'extrapreneurship'
Employment conditions	Social dialogue
Working conditions	Well-being at work, prevention services
Employment relations	Corporate culture, leadership, well-being at work
Working on individual characteristics/aspects	
Sub-topics	**Possible areas of intervention**
Competences: knowledge and skills	Competence management, employability
Talent	Talent management (recognition, development, deployment)
Personality/attitude	Company culture
Aspirations	Personal development, career management
Values	Working on values of individuals/organisation, well-being at work, resilience
Mental health	Well-being at work, resilience, personal resources
Physical health	Well-being at work, WHP: health promotion
Levers	
Sub-topics	**Possible areas of intervention**
Vision and strategy	Innovative work organisation
Leadership	Leadership development, serving leadership
Trust	Speed of trust
Respect	Working on respect: self-respect, dealing with others, respect for competences

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V. ANNEXES

There are a number of publications that provide "tools" to get started with this in prac-
tice, particularly those from the FPS Employment, Labour and Social Dialogue:

- "First aid for increased psychosocial well-being in SMEs", 2015.

  https://werk.belgie.be/sites/default/files/nl/modules_pages/publicaties/docu-
  ment/psychosoc%20risico/kmotoolsnl2015.pdf

- "Guide to the prevention of psychosocial risks at work", 2013, revised 2020.

  https://werk.belgie.be/sites/default/files/content/publications/NL/PSR_Gids_preven-
  tie_NL_2020.pdf

- "First aid in shaping a psychosocial risk prevention policy", 2019.

  https://werk.belgie.be/sites/default/files/content/documents/Wel-
  zijn%20op%20het%20werk/Onderzoeksprojecten/eerste_hulp_Rapport_NL_EIND.pdf

- "Shaping a psychosocial risk prevention policy – good learning practices", 2019.

  https://werk.belgie.be/sites/default/files/content/documents/Wel-
  zijn%20op%20het%20werk/Onderzoeksprojecten/Caseboek_NL.pdf

For a toolkit based on scientific research and supported by the FPS Employment, Labour
and Social Dialogue and the European Social Fund, see https://www.bes-
wic.be/nl/tools/psychosociale-risicos-sensibilisering-en-opleiding-tools

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