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Report on the ETUCE Survey on Teachers' Work- related Stress

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1. Introduction

1.1. Context

On 8 October 2004 ETUC, UNICE/UEAPME and CEEP signed the Framework Agreement on work-related stress, which shall be implemented by all member organisations of the signatory bodies before 8 October 2007. As stated in the introduction of this autonomous Framework Agreement signed by the European social partners, *“Work-related stress has been identified at international, European and national levels as a concern for both employers and workers. Having identified the need for specific joint action on this issue and anticipating a Commission consultation on stress, the European social partners included this topic in the work programme of the social dialogue 2003-2005”*.

Undoubtedly, teachers are among the professions reporting the highest level of work-related stress. The increasing workload on teachers, the role overload, the increased class size per teacher and an increasing number of pupils behaving in an unacceptable way are some of the trends identified in several European countries as leading to a rise in stress-related illnesses. This subject therefore merits further attention from teacher unions, particularly within the context of industrial relations and the social dialogue.

ETUCE is currently implementing a one year project (from 1 November 2006 to 1 December 2007) titled *“Improving expertise on teachers’ work-related stress and assisting ETUCE member organisations in implementing the ETUC-UNICE/UEAPME-CEEP autonomous framework agreement on work-related stress”*. Six teacher unions are involved as project partners: Lärarförbundet (Sweden), GEW (Germany), FNE (Portugal), ESTUS (Slovenia), MUT (Malta) and the National Education Section of Solidarnosc (Poland). Henrik Billehøj, from DLF (Denmark), is the project expert.

The main aim of the project is to improve expertise and to exchange information and best practices on teachers’ work-related stress. The following specific objectives are to be achieved:

1. Assess and improve teacher unions’ expertise on the stress factors (stressors) for teachers, their effects and approaches to eliminate or at least reduce them;
2. Promote the development of industrial relations on this issue in the education sector;
3. Assess the ETUC-UNICE/UEAPME-CEEP autonomous Framework Agreement on work-related stress from a “teachers’ perspective”;

4. Assist ETUCE member organisations in implementing and monitoring the implementation of the above mentioned framework agreement.

In order to achieve these objectives, several activities have been planned. This survey is an important component of the project.

1.2. Aim and methodology

This report summarises the data collected by means of a questionnaire (Annex 1) sent to all ETUCE member organisations and associated member organisations in all the EU, EFTA and candidate countries in March 2007. The purpose of the questionnaire was to gather useful information from the respondents on the identification of stress factors (stressors) and stress indicators in teachers' work in primary, secondary and vocational education sectors. In addition, the questionnaire was intended to measure the level of implementation of the European Framework Directive 89/391/EEC on health and safety at work¹ (hereinafter the "Framework Directive") in the different countries - concretely, to gather information on the risk assessment systems on work-related stress and particularly on how this system is put to use in schools - and the level of awareness and implementation by teachers' unions of the European Social Partners' Framework Agreement on work-related stress². Finally, the survey gathers some examples of good practices for preventing and tackling work-related stress in schools.

An important issue to take into account is that drafting a set of questions on the above matters is a risky undertaking, essentially because stress factors and indicators can be interpreted in different ways, and the content of the questionnaire could be perceived differently as a result. In order to facilitate the task of the respondents, concrete definitions of the stressors and indicators - as well as information on the system of risk assessment - were included in the questionnaire.

It is worth mentioning that the questionnaire was not aimed at conducting scientific research on the causes and consequences of stress amongst teachers, so the results of this report must be interpreted with some reservations. One of the main aims of this project is the successful

¹ Directive 89/391/EEC of 12 June 1989 on the introduction of measures to encourage improvements in the safety and health of workers at work, Official Journal (OJ) L 183, 29/06/1989, p. 1 (Corrigendum OJ L 275, 05/10/1990, p. 42)

² The Framework Agreement on work-related stress was signed by UNICE/UEAPME, CEEP and ETUC on 8 October 2004. Its implementation should be carried out within three years after its date of signature by the member organisations of the signatory bodies.

implementation of the European social partners' Framework Agreement by national teacher trade unions. Rather than carry out an academic exercise by addressing the questionnaire to teachers themselves and by using a recognised methodological tool to assess psychosocial factors of work-related stress, we are primarily endeavouring to improve the unions' knowledge and awareness of this topic and to foster the exchange of experiences among unions from different countries. For this reason, the questionnaire was explicitly addressed to the ETUCE member organisations. The results of this survey will enable us to assist ETUCE member organisations in the implementation of the Framework Agreement. A draft version of this report is to be presented and discussed during the ETUCE seminar in Ljubljana on 21 and 22 September 2007.

1.3. Participating organisations and countries

The questionnaire was sent to all 115 ETUCE member organisations and associated member organisations in EU/EFTA and candidate countries. In total, 38 unions responded from 27 countries. Some unions represented teachers in more than one of the three sectors of education surveyed. In total, 32 respondents were from unions that are organised in the primary sector, 30 from the secondary sector and 22 from the vocational education sector.

The limited number of respondents (38) signifies that the results contain a degree of uncertainty. However, the results show some useful trends on teachers' work-related stress, on the current national systems on risk assessment of work-related stress and on the awareness and implementation of the European Framework Agreement by the respondents.

The unions which answered the questionnaire are indicated in Annex 2. In this annex the unions are broken down by country, with details on their organisation in the three sectors of education scrutinized. The fact that unions from three sectors of education (primary, secondary and vocational) from 27 European countries have responded to the questionnaire allows for some insightful comparisons, especially as regards stressors and indicators. This study will not focus on the number of members of the unions when making the comparisons, as it is the experience and tacit knowledge of the health and safety experts from the unions which provided the valuable information for this study.

2. Stressors and stress indicators for teachers

The first part of the questionnaire relates to the stressors as causes or factors of stress affecting teachers in their daily work, and to the stress indicators providing evidence that teachers have been or are being affected by stress.

2.1. Stressors

The unions were asked to give sixteen stressors (stress factors) a score between one (smallest impact) and five (biggest impact)³. These stressors cover different aspects of a teacher's professional life. Therefore, work-related stressors can for example be related to the content of work, the working conditions, the social environment and relationship with colleagues, the job insecurity and career opportunities, the respect of personal integrity, etc. In [Table 1](#), the stressors are ranked according to the average of the answers from all 38 participating unions.

Table 1: Ranking of stressors as assessed by teacher unions

Ranking of stressors	Average score
1. Workload / working intensity	3.80
2. Role overload	3.61
3. Increased class size per teacher	3.52
3. Unacceptable pupils behaviour	3.52
5. Bad school management / lack of support from management	3.29
6. Insufficient funding for the school / lack of resources	3.07
7. Bad social climate / atmosphere in the school	3.00
8. Low social status of teachers	2.96
9. Self-defeating beliefs	2.84
9. Fear of conflict	2.84
11. Lack of parental support	2.79
12. Poor pay	2.69
13. Evaluation apprehension	2.53
14. Lack of social support from colleagues	2.41
15. Lack of job stability and security	2.27
16. Lack of career development	2.25

As the table shows, “workload / working intensity” is ranked as the (significantly) most important stressor by the unions, while “role overload” is ranked second. This illustrates how the amount of work together with the multiplication of areas of responsibility and roles constitute the main stressors for teachers.

³ Please notice that the stressors and stress indicators are defined in the questionnaire, Annex 1.

With the exception of the “unacceptable pupils’ behaviour”, which constitutes a growing and serious problem in the majority of European countries – notice that the stressor appears in third place in the list - the following stressors in the ranking are more linked to the work management in the school or to school administration for instance “increased class size per teacher” (ranked third with the same score as “unacceptable pupils’ behaviour”) “bad school management” (ranked fifth) and “bad social climate / atmosphere in the school” (ranked seventh). It is worth noticing that the unions do not see “lack of social support from colleagues” as an important stressor (ranked fourteenth), but mainly emphasise problems with, and lack of support from the school management.

We can therefore assume that the most important stressors for teacher unions are related to working organisation and processes (working time arrangements, content and division of tasks) as well as to the working conditions and environment. The results seem to indicate that national teacher trade unions are mostly concerned about how the assignments are managed at the workplace. If work-related stress is to be prevented, the tasks allocated to teachers ought to be compatible with the individuals’ resources and capabilities in terms of time and workload.

It is worth mentioning, that the average ranking of stressors further reveals that traditional issues of concern for trade unions like wages, job stability and career development are placed at the bottom of the list and that teacher unions place concerns linked to the daily life in school as the most important stress hazards for teachers. As we can see in the overall average shown in table 1 above, stressors linked to working conditions like “poor pay” and “lack of job stability and security” are ranked twelfth and fifteenth, respectively.

Furthermore, the national trade unions have been asked to include in their answers to the questionnaire other stressors they consider as creating a risk for teachers’ health in their country. The Danish DLF and the Italian CGIL unions have included “changes” as an important stressor for teachers (marked 4 by the two unions). CGIL underscores that the impact of these changes is even more significant when resulting from reforms in the education sector, done without any social partners’ consultation. This union also reports about the stress created by the increasing presence of pupils with special needs and immigrant pupils, and the lack of additional training for teachers (initial or in-service), which is not always provided. Both stressors have been given a high mark (score 4) by CGIL.

Other unions pay further attention to stressors directly linked to teachers' working conditions like noise (GEW, Germany), school temperature (SSTA, Scotland) and lack of appropriate learning materials (SEH, Hungary). The Estonian trade union, EEPU, and French SE-UNSA report about stress created by the excessive amount of time-consuming bureaucratic tasks of teachers.

Table 2 below shows some differences among the three educational sectors involved in the survey -- primary, secondary and vocational education -- as regards the ranking of stressors.

Table 2: Ranking of stressors by educational sector as assessed by teacher unions

Ranking of stressors	All sectors		Primary	Secondary	Vocational
	Total	Average	Average	Average	Average
1. Workload / working intensity	320	3.80	3,87	3,80	3,72
2. Role overload	304	3.61	3,62	3,53	3,72
3. Increased class size per teacher	296	3.52	3,46	3,33	3,90
3. Unacceptable pupils behaviour	296	3.52	3,46	3,53	3,59
5. Bad school management / lack of support from management	277	3.29	3,15	3,26	3,27
6. Insufficient funding for the school / lack of resources	258	3.07	3,00	2,93	3,36
7. Bad social climate / atmosphere in the school	252	3.00	3,00	3,00	3,00
8. Low social status of teachers	249	2.96	2,96	2,96	3,00
9. Self-defeating beliefs	240	2.84	2,81	2,83	2,95
9. Fear of conflict	239	2.84	2,87	2,76	2,90
11. Lack of parental support	235	2.79	2,68	2,83	2,90
12. Poor pay	226	2.69	2,62	2,56	2,95
13. Evaluation apprehension	213	2.53	2,53	2,53	2,54
14. Lack of social support from colleagues	203	2.41	2,25	2,36	2,72
15. Lack of job stability and security	191	2.27	2,25	1,96	2,72
16. Lack of career development	189	2.25	2,25	2,10	2,45

With a few exceptions, the three sectors of education rank the stressors with a similar score. The first five stressors are the same for all three sectors represented in the survey. Nevertheless, it can be noticed that the most important average, stressor “workload / working intensity,” is ranked number one for both primary and secondary education levels, while it is ranked second for vocational education. The most important stressor for the vocational education sector is “increased class size per teachers”, which ranks respectively third and fourth for primary and secondary education. The four stressors with the lowest score are likewise the same for all three levels, also here with only a few differences in the ranking. One of the interesting differences is related to the stressor “lack of job stability and security”,

which has scored only 2.10 for secondary education, but 2.25 for primary and even 2.45 for vocational education.

2.2. Stress indicators

When a worker is exposed to risk factors at the workplace, stress reactions can appear. These reactions can be divided into 3 types: physiological, psychological and behavioural, and are called stress indicators. As such, they indicate the presence of stress hazards at the workplace. When stress reactions persist over a longer period of time without any preventive measure being implemented at the workplace - reduction in the number and/or intensity of stressors - they may develop into more permanent, less reversible consequences for the workers' health.

The average score of the stress indicators (see [table 3](#) below) clearly shows that the indicator “burnout / depression / emotional exhaustion” is the most frequently encountered stress indicator, with an average score of 3.62. It is important to underline that this indicator is a consequence of a long-term exposure to stress risks at work and that it has been noticeably assessed by teacher unions as the most important stress reaction for teachers, marked with a clearly substantial note compared to the other indicators.

Table 3: Ranking of stress indicators as assessed by teacher unions

Ranking of stress indicators	Average score
1. Burnout / depression / emotional exhaustion	3.62
2. High absenteeism / sickness	2.60
3. Sleeping problems / insomnia	2.51
4. Cardiovascular diseases / symptoms	2.50
5. Frequent interpersonal conflicts	2.42
6. Migraines	2.39
7. Hypertension / high blood pressure	2.34
8. Gastrointestinal disorders	2.08
9. High Staff turnover	1.67
10. Addictions (drinking, smoking, drugs)	1.48

“High absenteeism / sickness” is scored as the second most frequent stress indicator, followed closely by “sleeping problems / insomnia” and “cardiovascular diseases / symptoms”. A serious illness like cardiovascular diseases has scored 2.50 in average and it is placed in the top of the list. These diseases are also considered as an irreversible, permanent health outcome, resulting from a long term exposure to stress.

In addition it should be highlighted that two indicators, “high staff turnover” and “addictions (drinking, smoking, drugs)” have been scored with averages below 1.70, which places them as number 9 and 10 out of ten indicators.

Table 4 below shows the ranking of stress indicators divided per educational sector. It seems clear that “burnout / depression / emotional exhaustion” is the most important indicator for stress for all three levels of education. However, it appears as more important in primary education (average score 3.75) and secondary (average score 3.70) than in vocational education (average score 3.45). On the other hand, “high absenteeism / sickness” seems to be more important in vocational education (2.68) than in primary (2.53) and secondary education (2.56).

Table 4: Ranking of stress indicators by educational sector

Ranking of stress indicators	All sectors		Primary	Secondary	Vocational
	Total	Average	Average	Average	Average
1. Burnout / depression / emotional exhaustion	307	3.62	3,75	3,70	3,45
2. High absenteeism / sickness	217	2.60	2,53	2,56	2,68
3. Sleeping problems / insomnia	212	2.51	2,68	2,50	2,31
4. Cardiovascular diseases / symptoms	209	2.50	2,46	2,46	2,54
5. Frequent interpersonal conflicts	207	2.42	2,59	2,43	2,31
6. Migraines	202	2.39	2,56	2,26	2,36
7. Hypertension / high blood pressure	196	2.34	2,43	2,16	2,40
8. Gastrointestinal disorders	179	2.08	2,31	1,93	2,13
9. High Staff turnover	143	1.67	1,78	1,56	1,77
10. Addictions (drinking, smoking, drugs)	126	1.48	1,56	1,56	1,31

This ranking of stress indicators show that physiological, behavioural and psychological indicators of stress occur with an almost equal frequency amongst teachers. Nevertheless, a dangerous tendency appears clearly, indicating that the long term consequences of stress exposure such as burnout or cardiovascular diseases are a common trend for teachers in Europe. In addition it is important to mention (like it is the case for the stressors) that despite these few exceptions mentioned above, the same tendencies in the ranking between stress indicators among the three educational sectors can be identified.

Teacher unions have moreover been asked to include the additional indicators of stress - not mentioned within the questionnaire - teachers suffer in their country. The German GEW union indicates that vocal cord problems are frequent among teachers, as well as musculoskeletal disorders. They are joined up by the Estonian EEPU union regarding the

importance of this kind of physiological health reactions, usually also resulting from a long period exposure to stress.

2.3. Country dissimilarities regarding the ranking of stressors and stress indicators

It has been concluded that there are very visible similarities among primary, secondary and vocational education when it comes to ranking stressors and stress indicators. Nevertheless, there could still be some interesting differences between countries or regions in Europe.

Annexes 3 to 8 show the unions' answers divided by country and educational sector. A few of the most interesting differences between countries in the survey are listed here:

- Despite its rank as the top stressor, “workload / work intensity” is one of the lowest stressors for primary education in Austria, Cyprus and Portugal.
- “Bad school management” is placed as the fifth most important stressor with an average of 3.29, but is only scored 2 or less for all levels of education in Austria, Estonia, Finland, Lithuania and Spain.
- “Bad social climate/atmosphere in the school” is ranked seventh of the stressors, but is scored 5 (the highest score) in Italy, Bulgaria and Switzerland.
- “Low social status for teachers” in primary education reaches a position as number seven in average, but it scores 5 in Bulgaria, Hungary, Lithuania, Romania, Spain and Switzerland. It is a less important problem in Cyprus and Norway (scoring 0) and in Malta, Portugal and UK (scoring 1).
- “Self-defeating beliefs” is scored 5 in Finland and Sweden despite its average ranking as number nine.
- “Fear of conflict” is also ranked nine, but it is perceived as the largest problem in Lithuania and the Netherlands (scoring this stressor 5).
- “Poor pay” is seen as an important stressor for teachers at all levels of education in a number of countries in the CEE region. 7 countries score this stressor 4 or more, being: Bulgaria, Czech Republic, Estonia, Hungary, Lithuania, Poland and Romania. This in spite of ‘poor pay’s’ average ranking as number 12.
- Portugal has in both secondary and vocational education given the stressor “Evaluation apprehension” the top score 5, while the average score of the stressor is only 2.53.

- Most unions do not see “lack of social support from colleagues” as an important stress factor, except from the unions from Bulgaria and Sweden.
- Despite an average position as number 15 out of 16, the stressor “lack of job stability and security” is scored with the highest marks for all levels of education in Bulgaria, Croatia, Czech Republic and Hungary.
- Bulgaria, Romania and Hungary give relatively high marks to a vast number of stressors and stress indicators, which could reveal that stress is seen as a larger problem in these countries.

3. The current system regulating work-related stress for teachers

The adoption of the Single European Act in 1986 was of significant importance for giving a new impetus to the occupational health and safety measures taken by the European Community. The Act introduces a new article (Article 118a) conferring powers to the Council of Ministers to adopt Directives in the field by qualified majority. This legal provision (currently Article 137 EC Treaty) allowed for the adoption of minimum requirements aiming to protect workers health and safety at work and thus obliging those Member States with a lower level of protection than the minimum requirements to raise their standards. This is how the Framework Directive on the introduction of measures to encourage improvements in the safety and health of workers at work was adopted.

3.1. The European Framework Directive on Health and Safety at work

The above mentioned Framework Directive lays down the employer’s general obligation to ensure the health and safety of workers in every aspect related to the work. Specifically, Article 6 requires the employer to ‘adapt the work to the individual especially as regards (...) the choice of working (...) methods, with a view, in particular, (...) to reducing their effect on health’.

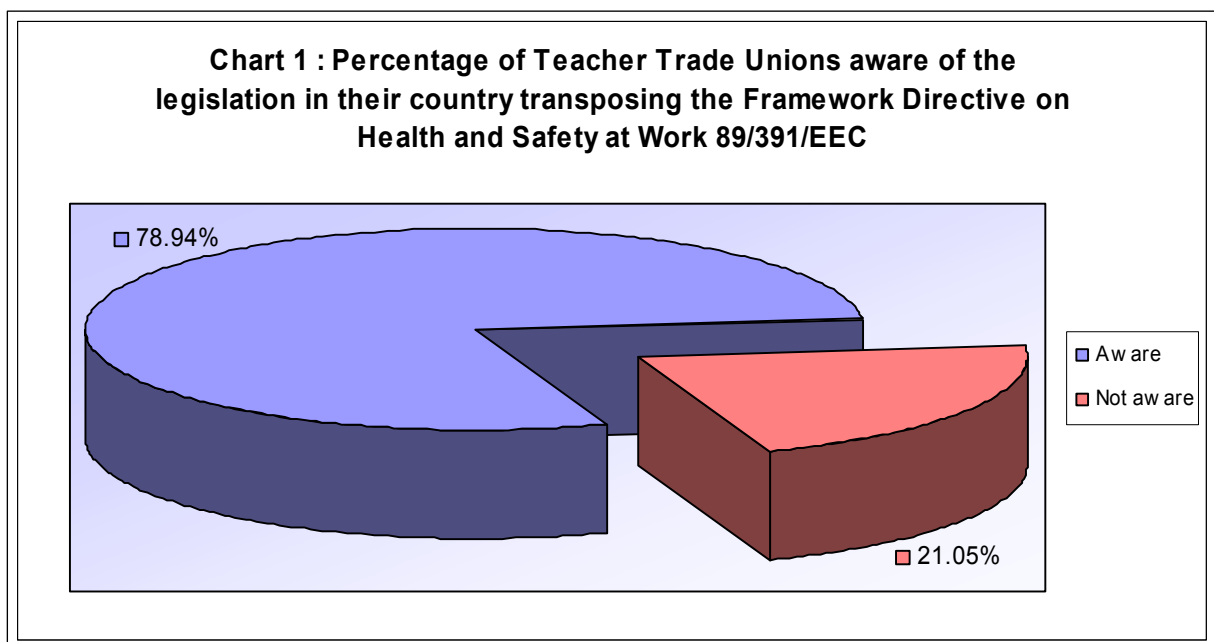
Although the Framework Directive does not mention explicitly the word “stress”, the case-law of the European Court of Justice interpreting this Directive seems to determine that, as stated in recital 15 of this piece of legislation, the EU legislator had the intention to cover all risks to the health and safety of workers⁴, i.e. their physical, mental and/or social well-being. The European Court of Justice equally advocates a wide interpretation of the concepts of

⁴ Case law C-49/00 *Commission vs. Italy*, paragraph 12

“working environment”, “health” and “safety” of Article 118a (current article 137(1)(a) of the EC Treaty); it concretely refers to the definition of “health” in the preamble of the Constitution of the World Health Organisation, stating that ”health is there defined as a state of complete physical, mental and social well-being”⁵.

Thus, as the basis of the European legal framework for improving the working environment to protect workers’ health and safety, the correct transposition of this Directive into national legislation is of vital importance.

The ETUCE questionnaire looked into teachers’ trade union awareness of their relevant national legislation transposing the Framework Directive. The results show that 30 out of the 38 unions which answered the questionnaire declared that they were aware of their own national legislation transposing the Framework Directive. Chart 1 below represents this fraction in percentage.



Although the fraction of unions aware of their relevant national legislation transposing the Framework Directive is significant, there is still an important part of teacher trade unions lacking awareness on how this Directive was introduced into their national legislation. There could be several reasons for this lack of awareness, such as the lengthy process for transposing the Framework Directive and the conformity problems during the transposition period. All these delays certainly had a considerable impact on the levels of practical implementation of the Framework Directive’s provisions, as well as on the quality of the implementation of the prevention measures required.

⁵ Case law C-84/94 – *UK vs. Council of the EU*, paragraph 15

3.2. The risk assessment system on work-related stress

3.2.1. General information on the risk assessment on health and safety at work

Article 6 paragraphs (2) and (3) of the Framework Directive provides a general obligation on employers to make a prior screening of health and safety hazards at the workplace before introducing prevention measures and actions. The text of the article refers to 9 different “general principles of prevention”, namely:

- Avoiding risks
- Evaluating the risks which cannot be avoided
- Combating the risks at the source
- Adapting the work to the individual
- Adapting to technical progress
- Replacing the dangerous by the non-dangerous or the less dangerous
- Developing a coherent overall prevention policy which covers technology, organization of work, working conditions, social relationships and the influence of the factors related to the working environment
- Giving collective protective measures priority over individual protective measures
- Giving appropriate instructions to the workers

In other terms, a risk assessment system on health and safety has to be put in place and the responsibility for its implementation lies with the employer. It is important to note that the Framework Directive does not give a detailed list of the various health and safety risks which should be included as part of the required risk assessment. However, as mentioned above regarding the general scope of the Framework Directive, and in accordance with recital 15 of this legal text, it seems clear that the “general principles of prevention” encompass all occupational risks --, organizational, physical, and psychosocial -- affecting the health and safety of workers as regards their physical, mental and/or social well-being.

It is important to underscore that the Framework Directive chooses the risk management/assessment approach as opposed to other types of less comprehensive and transparent approaches, where only the individual level is targeted or where the management interventions are using a given solution without making a previous (ex-ante) diagnostic of the

situation. The strategy advocated for in the EU legislation is to ask questions before giving answers.

This risk assessment process required by the EU Framework Directive, which is basically similar for all workplace hazards, can be broken down into a series of steps and actions:

- Plan the assessment
- Identify the stressors/hazards
- Decide who might be harmed and how and where
- Evaluate the level of the risk by:
 - Identifying what action is already being taken
 - Deciding whether this is enough and
 - If it is not, deciding what more should be done
- Recording the findings and
- Reviewing the assessment at appropriate intervals and checking the impact of the measures taken

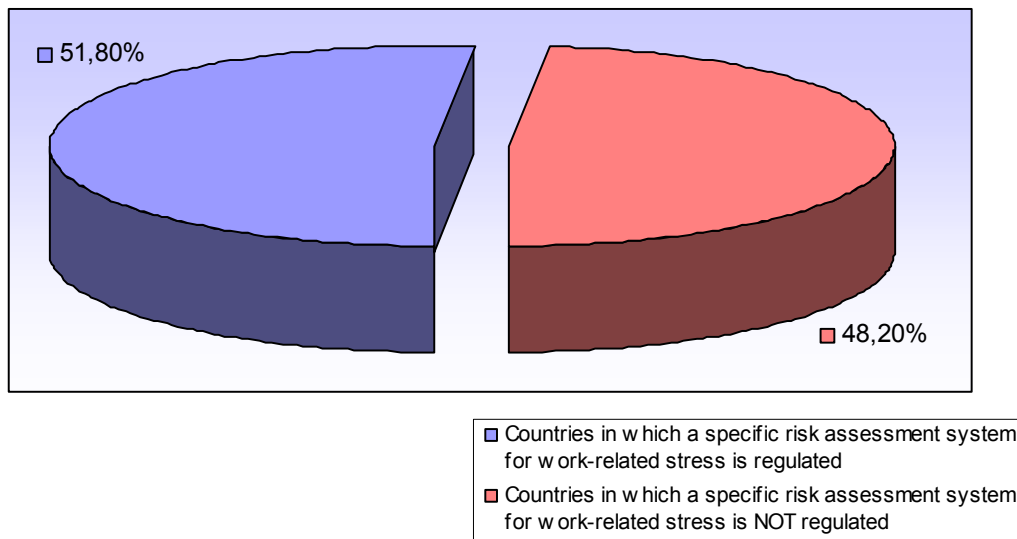
Including workers and their representatives in this whole process is crucial to its success. They should be previously consulted on what is causing stress, which groups are suffering and what could be done to help and prevent stress related diseases (Article 11 of the Framework Directive).

3.2.2. The specific risk assessment system on work-related stress in the EU/EFTA and candidate countries

As mentioned above, work-related stress can be dealt with in the same way as other occupational hazards.

The questionnaire included a question concerning the existence of specific risk assessment systems on work related stress. According to the answers of teachers' trade unions we can however conclude that this system is still not being put in place everywhere in Europe. Specific measures to evaluate and tackle work-related stress through risk assessment exist in half of the EU/EFTA and candidate countries represented in this survey -- 14 out of 27 countries (see Annex 9). Chart 2 below presents in percentage the countries' situation regarding the system of risk assessment for work-related stress. In spite of the fact that there are still a lot of European countries where the issue is underestimated, these figures reveal the growing recognition work-related stress is gaining as regards workers' health problems.

Chart 2 : The countries' situation regarding the specific risk assessment system for work-related stress



Comments by teacher unions - both from countries with and without a specific risk assessment system on work-related stress - show that similar problems emerge. For example, stress related risks and other traditional risks at the workplace are still not equally considered at national level (e.g. SSTA, Scotland; SNES, France; CTUEW, Lithuania; INTO, Ireland, FNE, Portugal). Another frequent remark in the answers provided by trade unions indicate the lack of recognition from the employers' side that stress related illnesses are a workplace and a health issue (e.g. Lärarförbundet and Lärarnas Riksförbund, Sweden; SKOiW NSZZ Solidarnosc, Poland; LEETU, Lithuania; SSTA, Scotland). In some cases the general lack of awareness amongst employers, but also employees, is reinforced by the fact that stress-related illnesses are not included in national official lists of occupational diseases (SNES, France; SKOiW NSZZ Solidarnosc, Poland).

It is also important to emphasise that the diversity of national systems makes it difficult to realise what can be considered as a specific risk assessment for stress at work. In order to illustrate these difficulties some examples are presented below, according to comments included by national teacher trade unions in their questionnaires.

In some countries, the specific risk assessment on work-related stress is included in a more general legal framework on health and safety at work, where the national legislation or regulations make reference to some specific obligations on employers, e.g. to prevent

psychosocial risks or to ensure well being, etc. In practice it appears that these kinds of regulations create a particular model which can deal with stress related illnesses and their prevention.

A good example of these specific features is **Sweden**, where what is known as the “systematic work environment management” also deals with stress-related issues. In **Lithuania**, there is no specific legislation with a risk assessment system specifically for work-related stress. However, under the Health and Safety Act, employers are required to ensure, as far as reasonably feasible, the physical and psychological health, safety and welfare of the workforce. In **Ireland**, national legislation concerning Health, Safety and Welfare at Work, can be used for identifying and preventing potential work-related stress. However, teacher trade unions report that no specific occupational health strategy has been put in place for the education sector in particular.

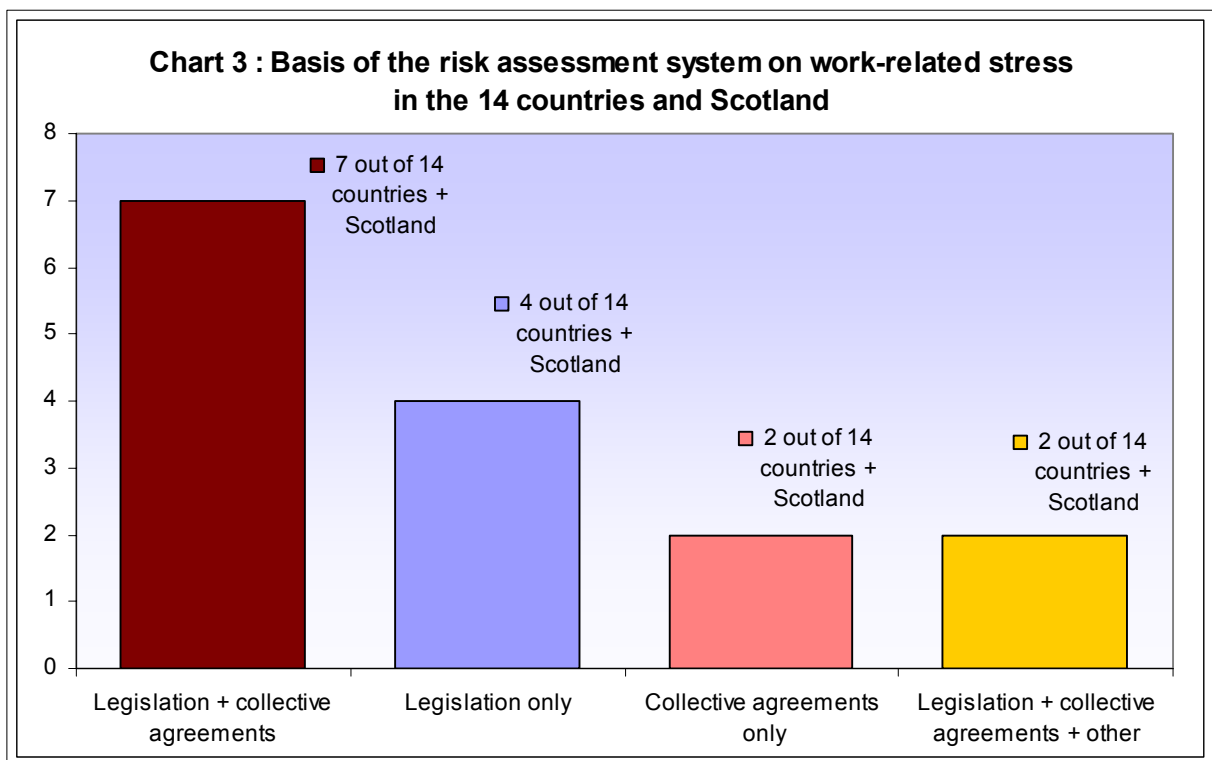
In **Germany**, the Occupational Health and Safety Act 1996⁶ – transposing the Framework Directive – requires employers to perform risk assessments at the workplace. This system is not specifically addressed to work-related stress, but more broadly to all health and safety hazards for workers at the workplace. Nevertheless, it has been used in the education sector, to a certain extent, covering also in part work related stress. The difficulty comes from the fact that the German Bundesländer - autonomous regions, each with their own policy towards education - have different approaches as regards the performance of the risk assessment system in education. As a consequence, the risk assessment system is only used in those schools belonging to the Bundesländer where this system is an important tool, to preserve health and safety in schools. Teacher trade unions in Germany are concerned about the tendency to transfer the responsibility for the risk assessment to the school headmasters, who very often do not have either the know-how or the resources to fulfil this obligation. Generally speaking, practically no specific measures regarding prevention of stress are taken.

3.2.3. The legal basis of the specific risk assessment system on work-related stress

To understand how the risk assessment system works in practice, it is important to identify what kind of legally binding instruments this system is based upon. According to the results of the survey, in most of the cases the risk assessment system is based on national legislation. However, in view of the general scope of these national legislations - that with health and safety at work in general - further specific guidelines were considered necessary in some

⁶ http://de.osha.europa.eu/docs/legislation/arbeitschutzgesetz_englisch.pdf

countries, in order to create a proper system covering explicitly work-related stress. Chart 3 below presents the situation in the 14 countries which have indicated that they have a specific risk assessment system covering work-related stress⁷:



Additionally, in 2 other countries, auxiliary types of measures have been developed – completing the legislation and the collective agreements – aimed at bolstering the risk-assessment system on work-related stress:

- in Denmark, local agreements complete the nationally negotiated collective agreements
- in Estonia, trade unions further negotiate with local authorities on better working conditions for teachers and conduct surveys on teachers’ working time and tasks.

In 2 out of 14 countries plus Scotland, the risk assessment system on work-related stress is based exclusively on collective agreements (the Netherlands and Slovakia). This situation could be closely related to the lack of specific national legislation on stress. Therefore it appears that national social partners have taken the initiative to create such a system in cooperation with employers’ representatives.

The situation appears to be similar in Slovenia⁸, where the national social partners are currently negotiating a specific collective agreement on stress within the framework of their

⁷ The chart includes Scotland to the list of 14 countries with a specific risk assessment system for work-related stress

tripartite social dialogue system. This impetus to their occupational health and safety system has been given thanks to the European Social Partners Framework Agreement on work-related stress (see also section 4 below).

The trade union POED from Cyprus equally reports that the social dialogue negotiations carried out are helping the introduction of work-related stress issues for teachers in collective agreements, e.g. reducing class size, improving classroom facilities, etc. However, the trade union underscores the fact that these activities do not replace a proper risk assessment system for work-related stress, which is mostly needed.

The answers to the ETUCE questionnaire further reveal that stress and the contribution of stress to occupational diseases is rising up in the teacher trade union agenda all around Europe. In that sense, teacher trade unions from countries where no specific risk assessment system for stress has been appropriately created (according to trade unions' answers) are showing an interest in the issue and regret the lack of legislative or collective bargaining measures which can support the prevention of stress for teachers.

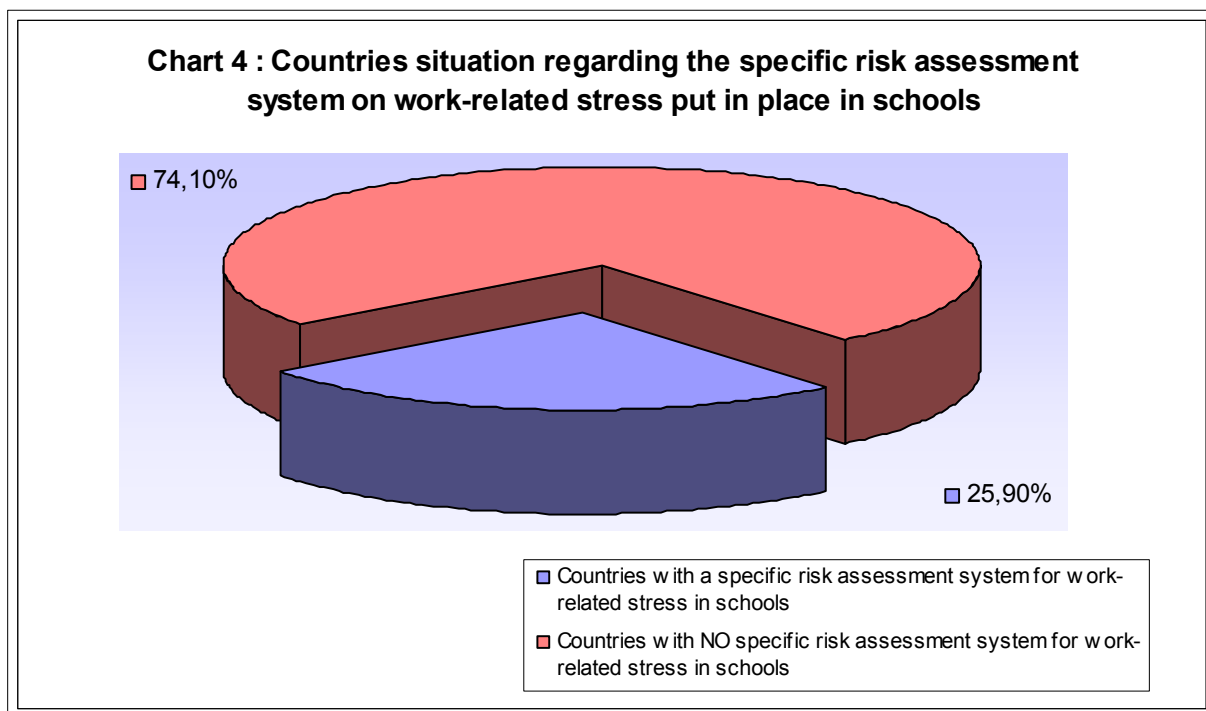
Furthermore, some trade unions regret the fact that the education sector is left out of collective agreements regarding all civil servants (UNSA, France), or they regret the fact that no risk assessment policy has been created specifically for the education sector (POED, Cyprus; MUT, Malta).

3.2.4. The implementation of the risk assessment system on stress in schools and other kinds of preventive measures

Another important piece of information gathered by the questionnaire concerns the presence of a **specific risk-assessment system for work-related stress in schools**. Only 7 countries out of the 27 represented in this survey have implemented such a risk assessment system in schools. These countries are Bulgaria, Croatia, Denmark, Estonia, Finland, Slovakia and Sweden.

Chart 4 bellow shows this breakdown in percentage:

⁸ As the specific risk assessment system for work-related stress is still being negotiated in Slovenia, the country is not included in the list of countries having that system regulated.



The system put in place in schools to assess the risk of stress amongst teachers also varies from one country to another. However, as can be seen in [Table 5](#) below, the unions in the 7 countries share the following common characteristic: the consultation of union representatives and/or teachers while implementing the risk assessment in the school. It is a positive sign that workers' representatives are consulted by the school management, inasmuch as such regular consultation helps to ensure that the workforce is committed to all the procedures agreed for the assessment of the risks and for their prevention. It further helps to guarantee that these procedures correspond to the needs of the workforce concerned. This workers' consultation is moreover a basic requirement of the Framework Directive (see section 3.1. above).

Whereas the consultation of teacher representatives is a common trend in all countries, support from the school management in the implementation of the preventive actions on stress seems to be lacking in most cases. It is important to underscore that this tendency to lack of continuous management support is corroborated further by the additional comments of other trade unions regretting the general lack of support from management in schools regarding teachers' everyday work. It is also worth bearing in mind that the lack of support from management has been ranked as the 5th most important stress factor for teachers by national trade unions (see section 2.1 of this report).

Table 5: Breakdown of the different countries' risk assessment systems put in place in schools

Country	Trade Union	Risk analysis to identify the stressors	Use of external expertise when doing the risk analysis	Are teachers and/or their representatives consulted	Is there continuous management support in the implementation of the preventive actions
Bulgaria	Syndicat des Enseignants Bulgares, SEB	Yes	Yes	Yes	Yes
Croatia	Education Trade Union of Croatia, ETUC	No	Yes	Yes	No
Denmark	Danish National Federation of Early Childhood Teachers and Youth Educators, BUPL	Yes	No	Yes	Yes
	Danmark Lærerforening, DLF	Yes	Yes	Yes	No
Estonia	Estonia Education Personnel Union, EEPU	Yes	Yes	Yes	No
Finland	Trade Union of Education in Finland, OAJ	Yes	Yes and No?	Yes	Yes and No?
Slovakia	ZPSaV NKOS	Yes	No	Yes	No
Sweden	Läraryrket and Lärarnas Riksförbund, LR	Yes	Yes	Yes	Yes

The use of external expertise during the risk assessment and for the prevention measures is also a relatively common practice. This external expertise can comprise external contractors, but also experts from the national educational authority or the labour inspectorate. Regarding the risk analysis to identify the stressors in schools, almost all of the unions declare that their risk assessment system in schools includes an analysis/identification of the stress factors for teachers.

The ETUCE questionnaire further reveals what kind of prevention measures and activities are included in this risk assessment put in place in schools.

Table 6: Breakdown of the different countries' measures to prevent occupational stress

Country	Union	Kind of preventive measures in schools			
		Work oriented	Worker oriented	Combined	Other
Bulgaria	Syndicat des Enseignants Bulgares, SEB	X		X	
Denmark	Danish National Federation of Early Childhood Teachers and Youth Educators, BUPL			X	
	Danmark Laererforening, DLF			X	X
Estonia	Estonia Education Personnel Union, EEPU	X	X	X	
Finland	Trade Union of Education in Finland, OAJ			X	
Slovakia	ZPSaV NKOS			X	
Sweden	Läraryrbundet and Lärarnas Riksförbund, LR	X	X	X	

As regards the measures put in place in schools to prevent occupational stress, it is necessary to distinguish between the work-oriented measures and the worker-oriented measures. Work-oriented measures concern the organisation of the work in a given school, the work design and the ergonomics, and include activities such as free periods for teachers, limiting of class sizes, improving the classroom acoustics, working conditions, work design, etc. Worker-oriented measures concern the employed person's capacity to safeguard oneself from the identified stressors and hazards in a given school. Measures to increase this capacity can, for instance, be training for teachers on stress, stress management programmes, information/awareness raising campaigns, increased worker involvement and participation in decision-making, etc. The combined measures mix up the work- and the worker-oriented measures.

It is worth mentioning that worker-oriented interventions tend to target the individual level, the personality of the worker and his or her lifestyle as being the source of stress. These measures are considered as less complex to put in place than the work-related ones, which include changes in the organisation, the design and nature of workers' tasks. However, in the scientific literature where various stress interventions have been evaluated, it appears that work-oriented interventions represent the best way forward to prevent work-related stress because they aim at eliminating – or at least decreasing – stress hazards within the work environment. Moreover, as seen in sections 3.1. and 3.2. of this report, the Framework

Directive clearly requires giving priority to a risk management/assessment approach based on actions at the organisational level by employers.

As can be seen from Table 6 above, the combination of both work- and worker-oriented preventive measures is a common trend and occurs in all six countries concerned. This common approach of mixing the different kinds of preventive measures is a positive sign if the priority of the work-related approach is guaranteed. It shows that in all countries that have implemented a specific risk assessment system in schools, the actions taken correspond to the provisions of the Framework Directive. It is however worth bearing in mind that the last and very important step within a risk assessment system is the evaluation of the activities and measures put in place in schools.

4. Good practices and problems encountered during the implementation of the risk assessment system on work-related stress

There are several good practices identified, based on the national systems for risk-assessment of work-related stress, at school and national levels:

- In **Bulgaria**, occupational medical checks for workers are compulsory and the labour inspectorate is in charge of verifying that they take place and of ensuring that the state funds allocated to the prevention of occupational diseases (stress is included in the official state list of occupational diseases) are used for that purpose. Therefore, there are compulsory medical examinations for teachers in the country.
- In **Estonia**, what are known as Health Committees have been established at school level since September 2006 and their work is currently carried out, specifically regarding stressor analysis. External expertise is used for the in-service training of teachers on issues like health treatment, first-aid courses, etc.
- In **Finland**, a workshop on well being in schools was organised, with the support of the Finnish Institute of Occupational Health. In the schools, a team of industrial health and safety delegates and occupational health service delegates support the general well being of teachers.
- In the **UK**, there is a 24-hour hotline called “The Teacherline”. Some websites concerning teachers’ work-related stress have also been created, e.g. <http://www.untrammelled.co.uk/teacherstress/>.

- In **Denmark** there is a specialized, body the National Council of Working Environment in Education and Science, working with state funds. In this Council, the social partners of the education sector (the Ministry of Education, Ministry of Science, employer organizations, teacher unions and unions of the head teachers and headmasters) are working together to tackle problems concerning the working conditions in the education and science sectors. As regards stress they have agreed on a prevention model, aimed at balancing resources and demands on teachers. They publish booklets and educational games, give lectures and courses and run a specialized website. Moreover, since the end of 2000, all employers have been required to prepare a workplace assessment (WA). It is the employer's duty to see to the preparation of a written workplace assessment so as to ensure that all significant health and safety problems are incorporated in the health and safety activities of the enterprise. The Danish Working Environment Authority verifies that the enterprise has prepared a written WA, that it is accessible, and that the employees of the enterprise have participated in the planning and implementation of the WA. At trade union level, DLF in cooperation with some other unions of the educational sector runs a call-centre and a network of 40 psychologists dealing with 1000-1200 teachers every year.

Besides the countries which have a national system that creates a framework for the risk assessment and prevention of stress, there are countries where the work is basically done at trade union level. It appears from the questionnaires that the main interest on the work-related stress issue is sustained thanks to teacher trade union initiatives. These have been essentially information-spreading activities, through the publication of materials, brochures, trainings, information days and campaigns. However, some guides and screening procedures for identifying psychosocial risks have been developed, workplace interventions have been carried out and studies on the issue conducted. These trade union good practices are listed below:

- In **France**, call-centres for teachers have been established at the academic administration level. Furthermore, it is the education workers non-profit insurance company⁹ that conducts research on health-related topics.
- In **Germany** there are interesting websites on questionnaires for risk assessments, particularly concerning psychological-social factors¹⁰ and on work-related stress¹¹.

⁹ MGEN: Mutuelle Générale de l'Éducation Nationale

¹⁰ <http://www.kultusportal-bw.de/servlet/PB/-s/oqmlyz1c96cjlqp2r3b157loqu1bp4f1q/show/1211986/Fragebogen.pdf>

¹¹ For example: <http://www.initiative-laut.de/ueberforderung.html> offering specific advice for teachers, and www.lehrerstress.de, aimed mainly at adapting teachers' attitudes, competences and behaviours etc.

- The MUT union of **Malta** underscores the importance of their trade union pressure-role/lobbying, for keeping the pressure on the government to make further efforts on the issue.
- In **Poland**, the Solidarnosc trade union has developed its own survey and collected data on teachers' work-related stress. They also organise special courses for teachers on how to deal with stress and try to organise supporting groups, where psychologists and lawyers take part and advise teachers.
- The FECCOO union of **Spain** reports that the risk assessment that it advocates to put in place in schools is a combination of a study of existing data on teachers sick leaves, surveys conducted among teachers and the ISTAS 21 screening method, consisting of an adaptation of the CoPsoQ method¹².

Trade unions also report several problems when work-related stress has to be assessed and prevented, irrespective of whether there is a specific system regulating stress at work within the country:

- GEW of **Germany** explains that staff-committees often have to go to court to achieve a fair implementation of their rights (under the Occupational Health and Safety Act). Schools or even the teachers themselves have to deal with stress reduction. The GEW trade union underscores that the worker-oriented approach is preferred by management – instead of the work-oriented approach required by the Framework Directive.
- The **Spanish** FECCOO union cites the crucial role of trade unions in the implementation of the “prevention of occupational risks act” in general, and in the education sector in particular. The unions have to deal with obstructions from the management when workers' representatives are to be included in the occupational risks evaluation. Even though an evaluation of occupational risks is carried out - in very few occasions - no relevant data on the results is provided.
- The **Estonian** EEPU union reports that there is a lack of funds for the implementation of the preventive measures identified as necessary at the end of the risk assessment.
- In **Sweden**, where a comprehensive system of risk assessment for work-related stress exists and the appropriate funds are ensured, the problem is that there is no will to work on the issue.

¹² The COPSOQ (Copenhagen Psychosocial Questionnaire) is a comprehensive instrument for the assessment of psychosocial risk factors at work.

- In **Poland**, the Solidarnosc trade union reports that the work-related stress risk assessment system exists in the country but the school management is not familiar with the issue and thus the system cannot be properly introduced into schools.
- In **Portugal**, there is a law were some pathologies related to stress are indicated, but besides that there are no activities to deal with the problems. And there is no indication as to whether there will be an implementation of the framework agreement. The Portuguese FNE union has already asked for the implementation, but so far nothing has happened. The FNE are aware of the importance of the subject and are very interested in the creation of a European network, between unions and on a national level, to deal with stress related problems.

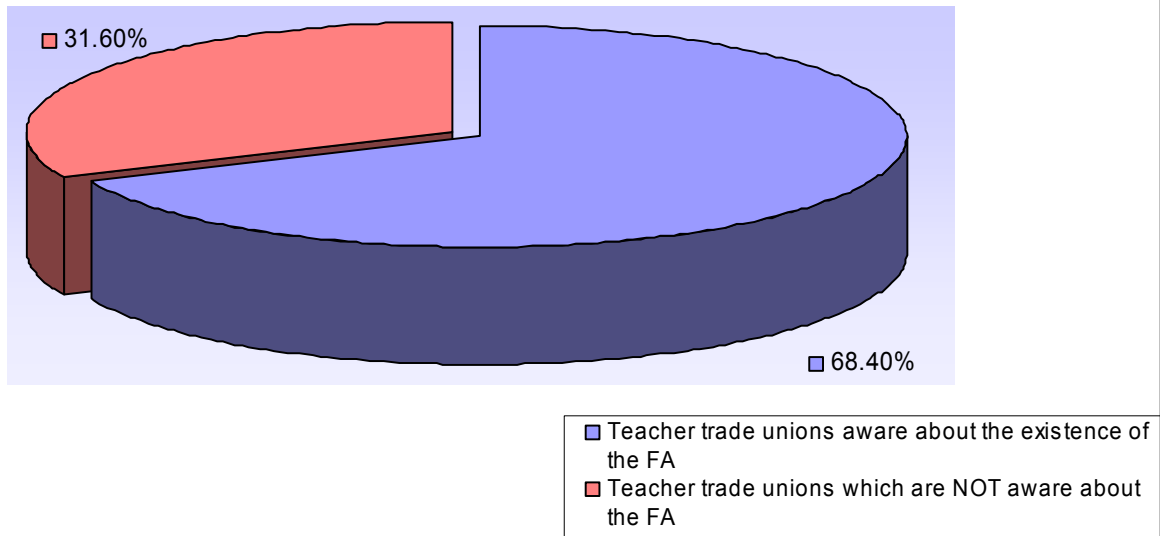
5. The European social partners' Framework Agreement on work-related stress

The autonomous framework agreement on work-related stress, signed by the European social partners on 8 October 2004, is a binding contract requiring its signatories and their members to put in practice all the possible measures in order to implement what they have signed. The word “autonomous” is used to indicate that the social partners have entered voluntarily into the Agreement. According to the text of the Agreement itself, its implementation has to be carried out by all member organisations of ETUC, UNICE/UEAPME and CEEP within the three years after the date of its signature, i.e. by 8 October 2007. During these years, member organisations of the European Social Partners will report – nationally and jointly with employers and employers’ representatives - on the implementation of this agreement to the Social Dialogue Committee. During these years, the Social Dialogue Committee will prepare a yearly table summarising the on-going implementation of the agreement. During the fourth year, a full report on the implementation will be prepared by the Social Dialogue Committee.

The text of the Agreement includes a clear reference to the Framework Directive and is based on the dynamic risk assessment approach aimed at preventing stress at work (see section 3.1. above on the Framework Directive).

In this survey, the trade unions were asked whether they were aware of the European social partners' Framework Agreement on work-related stress. As shown in Chart 5, 26 out of the 38 participating trade unions, or 68.40%, are aware of the existence of the framework agreement.

Chart 5 : Percentage of Teacher trade unions aware about the European Social Partners' Framework Agreement on work-related stress



The 26 unions that are aware of the Framework Agreement cover 22 countries, and 11 of these 26 unions have already started the implementation of the Framework Agreement within their union, which means that close to 42.30% of unions participating in the survey have initiated the implementation process of the Framework Agreement.

Some of the answers from these 11 unions on how they concretely implement the Framework Agreement nationally and locally are summarised below:

In **Spain**, FECCOO explained that the European Framework agreement on work-related stress is incorporated in the collective agreements and other kind of agreements. FECCOO regularly informs its affiliates about this agreement as well as work-related stress and other health and safety problems of teachers. In addition, FECCOO has carried out a campaign in 2005 on health and safety at work, informed on work-related stress through their newsletter, arranged training courses for trade union representatives on stress and “psychosocial risks”.

In **Poland**, the “Solidarnosc” trade union has taken some steps towards implementation by starting a process to disseminate information and present the political development in the union magazines. Furthermore, the union organises seminars and meetings on work-related stress.

In **Norway**, Utdanningsforbundet works on the implementation of this agreement in working environment programmes and through central seminars. At local level, the knowledge of the Framework Agreement is described as limited.

In **Malta**, MUT explains how the union is constantly working on achieving a correct implementation of the legal framework concerning health and safety at work. As regards stress factors, MUT is demanding the recognition of stressors by the Education Division (employers) through negotiation with teacher unions. An agreement among the union and education authorities has been recently signed. Although the agreement does not directly deal with the recognition of stressors, it enhances teachers working conditions as regards salaries, career opportunities, special learning zones in schools for pupils with unacceptable behaviour – and specialised trained professionals working with these children -, professional counselling for teachers, etc. MUT considers that all these new provisions in the agreement will help reducing teachers' work-related stress.

In **Hungary**, PDSZ describes that they have initiated a study on stress to measure important indicators. The Government of Hungary has been invited to participate.

In **Finland**, the Confederation of Unions for Academic Professionals in Finland (AKAVA) has implemented the Framework Agreement, which has also been included in Finnish legislation.

In **Estonia**, the schools work directly on the implementation of the agreement. The EEPU trade union has carried out a survey on the time spent by teachers to perform their professional tasks and the result has led them to conclude that recommendations for national and local authorities to find additional means for assisting personnel - social workers and psychologists and raising the additional pay for the work of class teachers- are needed.

In **Denmark**, BUPL and DLF report that the Framework agreement is a part of the salary and working conditions agreement signed with employers.

In **Cyprus**, POED explains that measures directly related with the content of the Framework Agreement, such as reducing class size, improving classroom facilities and school environment are negotiated with the employer. However, they stress that there is a lack of risk assessment policy for those working in the field of education.

In **Croatia**, the Education Trade Union of Croatia explains that they have identified the types of stress causes on basis of an ETUC survey among the union members. Focussing on these causes, the Croatian trade union has organised training seminars.

In **Bulgaria**, SEB explains that teacher' committees at school level debate the issue and help local authorities and school management to remedy the problem of stress for teachers.

As can be seen from these eleven countries, many unions are implementing the Framework Agreement through a vast number of measures. The unions organise training courses or seminars for teachers or schools and carry out studies. Finally, the topic of stress is included in collective agreements and in legislation in several countries.

6. Conclusion

A total of 38 unions responded to the questionnaire, representing 27 countries. Some unions represented teachers in more than one of the three levels of education surveyed: primary, secondary and vocational education. Although the limited number of respondents indicates that the results contain a significant degree of uncertainty, the survey allows us to have a general idea of the situation in Europe, and it can be considered a very good starting point to give an impetus to the teachers' union policies on work-related stress both at national and at European levels.

Tackling stress at work can lead to greater efficiency and improved occupational health and safety, with consequent economic and social benefits for schools, teachers and society as a whole. Teacher unions should have a better understanding and increased capacity to exchange information and best practices on how to tackle this problem. ETUCE's project "*Improving expertise on teachers' work-related stress and assisting ETUCE member organisations in implementing the ETUC-UNICE/UEAPME-CEEP autonomous framework agreement on work-related stress*" intends to facilitate the work of the unions on this issue at both the national and European level.

7. Annexes

Annex 1 : The ETUCE questionnaire on Teachers Work-related stress

Annex 2 : Table introducing the teacher trade unions who responded to the survey and the countries and education sectors they represent

Annex 3 : Table introducing the stressors ranked by country for primary education

Annex 4 : Table introducing the stressors ranked by country for secondary education

Annex 5 : Table introducing the stressors ranked by country for vocational education

Annex 6 : Table introducing the stress indicators ranked by country for primary education

Annex 7 : Table introducing the stress indicators ranked by country for secondary education

Annex 8 : Table introducing the stress indicators ranked by country for vocational education

Annex 9 : Countries with a specific risk assessment system on work-related stress

Annex 1: The ETUCE questionnaire on Teachers' Work-related stress



ETUCE QUESTIONNAIRE

A EURO-LEVEL SURVEY ON TEACHERS WORK-RELATED STRESS

March 2007

**Thank you for returning this questionnaire no later
than 18 April 2007**

INTRODUCTION: aims and scope

This questionnaire is elaborated within the framework of the project “Improving expertise on teachers’ work-related stress and assisting ETUCE member organisations in implementing the ETUC-UNICE/UEAPME-CEEP autonomous Framework Agreement on work-related stress”.

The aim of this questionnaire is to identify the stress factors and potential indicators in teachers’ work, as well as to assess the acknowledgement and level of implementation of the European Framework Agreement on work-related stress by the teacher trade unions. It is addressed to all ETUCE member organisations in the EU and candidate countries (Croatia, Turkey and the Former Yugoslav Republic of Macedonia).

This purpose of the questionnaire is not to conduct scientific research but to gather information on different trends on work-related stress at European level. Please do not hesitate to use information available from previous national surveys on the issue when answering the questions, duly citing the source of information provided (concrete reference to relevant national studies and reports).

DEFINITIONS

In order to facilitate a good understanding of the questionnaire, definitions of key concepts are provided below:

Evaluation apprehension: Fear or anxiety derived from the fact/possibility of being evaluated.

Gastrointestinal disorder: irritable bowel syndrome

Hazard: a thing likely to cause injury

Indicator: An indicator provides evidence that a certain condition exists or certain results have or have not been achieved.

Role overload: takes place when an employee has to cope with several different tasks or responsibilities within the allocated working time.

Risk assessment: tool used in ensuring health and safety at work. It means that employers set out to identify hazards to health and safety, evaluate the risk of harm resulting from those dangers and take appropriate action to protect employees and others.

Risk assessment and prevention of work-related stress:

Work related stress is preventable and action to reduce it can be very cost-effective. Risk assessment for work-related stress involves the same basic principles and process as for the other workplace hazards. Including

workers and their representatives in this whole process is crucial to its success; they should be asked what is causing stress, which groups are suffering and what could be done to help.

The steps of risk assessment and prevention of work-related stress can be summarised as:

- Risk analysis: Identify the stressors
- Decide who might be harmed and how;
- Evaluate the risk by:
 - o Identifying what action is already being taken;
 - o Deciding whether this is enough; and
 - o If it is not, deciding what more should be done.
- Recording the findings; and
- Reviewing the assessment at appropriate intervals and checking the impact of the measures taken.

Self-defeating beliefs: arises when teachers cannot live up to their “ideal performances”.

Stress and work-related stress (descriptions according to the Framework Agreement on work-related stress):

Stress is a state, which is accompanied by physical, psychological or social complaints or dysfunctions and which results from individuals being unable to bridge a gap with the requirements or expectations placed on them. The individual is well adapted to cope with short-term exposure to pressure, which can be considered as positive, but has greater difficulty in coping with prolonged exposure to intensive pressure. Moreover, different individuals can react differently to similar situations and the same individual can react differently to similar situations at different times of his/her life.

Stress is not a disease but prolonged exposure to it may reduce effectiveness at work and may cause ill health.

Stress originating outside the working environment can lead to changes in behaviour and reduce effectiveness at work. All manifestations of stress at work cannot be considered as work-related stress. *Work-related stress* can be caused by different factors such as work content, work organisation, work environment, poor communication, etc.

Stress indicator: A stress indicator provides evidence that an employee is being or has been affected by a stress factor.

Stressors: causes/factors of stress.

Unacceptable pupils' behaviour: Any behaviour from pupils that the teacher considers disruptive or unacceptable.

Workload/working intensity: the amount of work assigned to or expected from a worker in a specific time period.

Responding to the questionnaire:

On the following pages you will find questions concerning work-related stress for teachers in your country.

Thank you for your time in answering.

BACKGROUND INFORMATION

Name of union: _____

Country: _____

EDUCATION SECTOR COVERED BY THIS COMPLETED QUESTIONNAIRE

(Please tick as appropriate, and fill in a **separate** questionnaire for each education sector)

Primary education

Secondary education

Vocational education

STRESSORS / STRESS INDICATORS FOR TEACHERS

1. Please score each of the following stressors for teachers in your country according to its impact from 1 (smallest impact) to 5 (biggest impact):

- | | |
|---|--------------------------|
| Bad school management / lack of support from management | <input type="checkbox"/> |
| Bad social climate/atmosphere in the school | <input type="checkbox"/> |
| Fear of conflict | <input type="checkbox"/> |
| Evaluation apprehension ⁽¹³⁾ | <input type="checkbox"/> |
| Increased class size per teacher | <input type="checkbox"/> |
| Insufficient funding for the school / lack of resources | <input type="checkbox"/> |
| Lack of career development | <input type="checkbox"/> |
| Lack of job stability and security | <input type="checkbox"/> |
| Lack of parental support | <input type="checkbox"/> |
| Lack of social support from colleagues | <input type="checkbox"/> |
| Low social status of teachers | <input type="checkbox"/> |
| Poor pay | <input type="checkbox"/> |
| Role overload ⁽¹⁴⁾ | <input type="checkbox"/> |
| Self-defeating beliefs ^(*) | <input type="checkbox"/> |
| Unacceptable pupils' behaviour ^(*) | <input type="checkbox"/> |
| Workload / working intensity ^(*) | <input type="checkbox"/> |
| Other factors | <input type="checkbox"/> |
| If other, please explain | |

¹³ See definition above, in section "Definitions"

¹⁴ See definition above, in section "Definitions"

2. Please score each of the following stress indicators (*) for teachers in your country according to its impact from 1 (smallest impact) to 5 (biggest impact).

- Addictions (drinking, smoking, drugs)
- Burnout / depression / emotional exhaustion
- Cardiovascular diseases /
Symptoms of cardiovascular diseases
- Frequent interpersonal conflicts
- Gastrointestinal disorders (*)
- High absenteeism / sickness
- High staff turnover
- Hypertension / high blood pressure
- Migraines
- Sleeping problems / insomnia
- Other indicators

If other, please explain

<p>CURRENT SYSTEM OF REGULATING WORK-RELATED STRESS FOR TEACHERS</p>

3. Are you aware of the legislation in your country transposing the so called Framework Directive on Health and Safety at work (Directive 89/391/EEC of 12 June 1989 on the introduction of measures to encourage improvements in the safety and health of workers at work)?

YES NO

4. a) Is there a system of risk assessment and prevention specifically on work-related stress (¹⁵) regulated in your country?

YES NO

If no, please go to question 5

- b) If yes, this system of risk assessment and prevention of work-related stress is based upon (if necessary, please mark more than one option):

- Legislation
- Collective agreements
- Other

¹⁵ See definition above, in section "Definitions"

Please explain how, including the role of trade unions/workers representatives in the process

c) Is the system of risk assessment and prevention of work-related stress put in place in the schools to ensure health and safety of teachers in your country?

YES NO

If no, please go to question 5

d) If yes, please answer the following questions:

i. Are there adequate risk analysis – to identify the stressors - put in place in the schools?

YES NO

ii. When doing the risk analysis, do schools use external expertise?

YES NO

iii. Does the process of risk assessment in schools include consultation with teachers and/or their union representatives?

YES NO

iv. Please mark if the preventive measures on work-related stress are:

Work oriented (i.e. free periods for teachers, limiting of class sizes, improving classroom acoustics)

Worker oriented (i.e. training for teachers on stress)

Combined worker-orientated and work orientated

Other

If other, please explain

v. Is there continuous top management support in the implementation of sustained preventive actions on work-related stress in the schools?

YES NO

5. Please describe in details any good practices concerning regulating work-related stress for teachers in your country:

6. Please describe in details any problems in the current system regulating work-related stress for teachers in your country:

THE ETUC-UNICE / UEAPME-CEEP FRAMEWORK AGREEMENT ON WORK-RELATED STRESS
--

7. Does your union know about the Framework Agreement on work-related stress mentioned above?

YES NO

8. Is the Framework Agreement on work-related stress implemented by your union?

YES NO

If yes, how? Please describe in details:

9. If not, please explain why?

Contact information:

Full name of the contact person(s) in the teachers' organisation:

.....

Position/title:

.....

Phone:..... Fax:

Email:

Annex 2: Teacher trade unions which responded to the questionnaire; countries and education sectors they represent

Country	Union	Primary	Secondary	Vocational
Austria	Gewerkschaft Öffentlicher Dienst, GÖD-Lehrer	x	x	x
Belgium	ACOD-Onderwijs	x	x	x
Bulgaria	Syndicat des Enseignants Bulgares	x	x	x
Croatia	Education Trade Union of Croatia	x	x	x
Czech Republic	Czech and Moravian Trade Union of Workers in Education, CMOS-PS	x	x	x
Cyprus	Cyprus Greek Teachers Organisation, POED	x		
Cyprus	OLTEK		x	x
Cyprus	Cyprus Turkish Teachers' Trade Union, KTOS	x		
Denmark	Danish National Federation of Early Childhood Teachers and Youth Educators, BUPL	x (pre-primary)		
Denmark	Danmark Laererforening, DLF	x	x (lower secondary)	
Estonia	Estonian Education Personnel Union, EEPU	x	x	x
Finland	Trade Union of Education in Finland, OAJ	x	x	x
France	Syndicat National des Enseignements de Second Degré, SNES-FSU		x	
France	SE-UNSA	x	x	
Germany	Bundesverband der Lehrerinnen und Lehrer an Beruflichen Schulen, BLBS			x
Germany	Gewerkschaft Erziehung und Wissenschaft, GEW	x	x	x
Germany	VBE	x	x	x
Hungary	Syndicat des Enseignants de Hongrie, SEH		x	x
Hungary	Teachers Democratic Union of Hungary, PDSZ	x	x	x
Ireland	Irish National Teachers' Organisation, INTO	x		
Ireland	Association of Secondary Teachers of Ireland, ASTI		x	
Italy	Federazione Lavoratori della Conoscenza, CGIL, FLC-CGIL	x	x	x
Lithuania	Christian Trade Union of Education Workers, CTUEW	x	x	
Lithuania	Lithuanian Education Employees Trade Union, LEETU	x	x	x
Malta	Malta Union of Teachers	x	x	x
Netherlands	Algemene Onderwijsbond, AOb	x		
Norway	Utdanningsforbundet	x	x	x
Poland	NSZZ "Solidarnosc", SKOiw "Solidarnosc"	x	x	x
Portugal	Federação Nacional dos Sindicatos da Educação, FNE	x	x	x
Romania	Spiru Haret	x		
Slovakia	ZPSaV NKOS	x	x	x
Slovenia	Education and Science Trade Union of Slovenia, ESTUS	x		
Spain	FECCOO	x	x	x
Sweden	Läraryförbundet and Lärarnas Riksförbund, LR	x	x	x
Switzerland	Syndicat des Enseignants, SER	x	x	
UK	National Union of Teachers, NUT	x	x	
UK, Scotland	Educational Institute of Scotland, EIS	x	x	
UK, Scotland	Scottish Secondary Teachers' Association, SSTA		x	
Total:	38 unions / 84 questionnaires / 27 EU/EFTA and candidate countries	32	30	22

Annex 3: Stressors ranked by country for primary education

Country	1. Workload/ working intensity	2. Role overload	3. Increased class size per teacher	4. Unacceptable pupils behaviour	5. Bad school management / lack of support	6. Bad social climate / atmosphere in the school	7. Low social status of teachers	8. Insufficient funding for the school / lack of resources	9. Fear of conflict	10. Self- defeating beliefs	11. Lack of parental support	12. Poor pay	13. Evaluation apprehension	14. Lack of job stability and security	15. Lack of social support from colleagues	16. Lack of career development
Average	3.83	3.61	3.48	3.42	3.24	3.09	3.07	2.96	2.87	2.81	2.79	2.75	2.48	2.42	2.38	2.27
Austria	2	3	3	2	2	4	2	3	4	3	3	2	1	2	2	2
Belgium	4	3	3	3	5	2	2	3	2	2	3	2	3	2	2	2
Bulgaria	4	3	5	4	5	5	5	4	4	3	3	5	4	5	4	5
Croatia	3	2	5	3	3	3	4	5	4	2	3	2	2	4	3	4
Czech	3	3	3	4	5	4	4	3	3	4	3	5	3	4	3	2
Cyprus	2.5	2.5	3	2.5	4.5	3.5	0	4	2	2	1.5	0	2.5	1	1	2
Denmark	4	3	4.5	3	3.5	3	4	4.5	3.5	3.5	1.5	3	2.5	1	1	2.5
Estonia	5	5	4	5	2	2	5	3	2	3	1	5	2	1	1	1
Finland	5	4	4	2	2	2	2	4	1	5	3	3	1	2	2	2
France	5	4	2	3	3	3	4	3	3	3	3	3	3	1	2	2
Germany	5	4.5	4.5	5	4	2.5	2.5	3	3	3.5	3	1.5	3.5	1.5	2	3
Hungary	3	4	4	4	3	3	5	4	4	3	4	4	1	5	4	2
Ireland	3	3	5	3	3	4	3	4	2	1	2	3	2	1	2	1
Italy	4	5	3	2	5	5	2	2	2	3	3	3	1	2	2	1
Lithuania	4	5	3.5	5	1	2.5	4.5	3.5	5	4	3	4.5	4	2.5	2	2.5
Malta	5	5	5	4	3	2	1	1	3	3	4	1	4	1	1	3
Netherlands	4	5	4	4	4	4	4	3	5	4	4	3	3	3	3	5
Norway	3	2	3	2	2	1	0	2	1	2	2	2	1	3	2	0
Poland	3	3	3	3	3	3	3	2	2	2	2	4	2	3	3	2
Portugal	2	5	2	4	1	4	1	1	3	2	1	2	3	4	1	2
Romania	5	0	4	0	5	3	5	3	4	0	4	5	5	5	4	3
Slovakia	3	3	3	5	5	3	3	3	3	3	5	3	3	2	3	1
Slovenia	4	4	4	4	3	4	4	2	4	2	3	3	4	3	4	2
Spain	3	4	3	5	1	2	5	2	2	3	4	3	0	3	3	3
Sweden	5	5	4	3	4	3	2	4	3	5	2	1	2	1	4	2
Switzerland	5	4	1	5	4	5	5	3	2	4	3	1	2	2	2	4
UK	5	3.5	1.5	3	1.5	1	1	1	1	1	1.5	0.5	2.5	0.5	1.5	0.5

Annex 4 : Stressors ranked by country for secondary education

Country	1. Workload / working intensity	2. Unacceptable pupils behaviour	3. Increased class size per teacher	4. Role overload	5. Bad school management / lack of support	6. Insufficient funding for the school / lack of resources	7. Low social status of teachers	8. Bad social climate / atmosphere in the school	9. Lack of parental support	10. Self-defeating beliefs	11. Poor pay	12. Fear of conflict	13. Evaluation apprehension	14. Lack of social support from colleagues	15. Lack of job stability and security	16. Lack of career development
Average	3.83	3.61	3.59	3.59	3.40	3.15	3.08	3.06	2.95	2.89	2.69	2.65	2.59	2.54	2.48	2.40
Austria	4	3	2	5	2	5	4	3	4	3	3	2	1	2	2	2
Belgium	4	3	3	3	5	3	2	2	3	2	2	2	3	2	2	2
Bulgaria	4	4	3	5	5	4	5	5	3	3	4	5	4	4	5	5
Croatia	3	3	2	5	3	5	3	4	3	2	4	2	2	3	4	4
Czech	3	4	3	3	5	3	4	4	3	4	3	5	3	3	4	2
Cyprus	0	0	0	5	3	3	5	2	3	0	3	1	5	4	5	3
Denmark	4	4	4	4	5	4	4	4	2	4	4	2	4	1	1	4
Estonia	5	5	5	4	2	3	1	5	3	4	2	5	2	1	1	1
Finland	5	2	4	4	2	4	2	2	3	5	1	3	1	2	2	2
France	5	3.5	3.5	3	3.5	3	3.5	3.5	3	1.5	3	2.5	2.5	2.5	1.5	2
Germany	5	4.5	4.5	4	4.5	3	4	2.5	2	3.5	3	1.5	2	3	1	1.5
Hungary	3	4	4.5	4	3.5	4.5	3	4	4	3.5	4	4.5	2.5	2.5	5	1
Ireland	5	5	5	5	3	4	1	1	2	1	0	1	3	2	2	3
Italy	4	3	4	4	5	2	5	3	3	3	2	4	1	3	2	2
Lithuania	4	5	5	3.5	2.5	3.5	2.5	4.5	3	4	5	4.5	4	2	2.5	2.5
Malta	5	4	4	3	4	1	2	2	4	3	2	1	5	1	1	3
Netherlands	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Norway	3	2	2	3	2	2	1	0	2	2	1	2	1	2	3	0
Poland	3	3	3	3	3	2	3	3	2	2	2	4	2	3	3	2
Portugal	2	3	5	3	1	3	4	3	3	2	4	2	5	4	4	4
Romania	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Slovakia	3	5	3	3	5	3	3	3	5	3	3	3	3	3	2	1
Slovenia	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Spain	3	5	4	3	2	2	2	5	4	3	3	3	0	3	3	4
Sweden	5	3	5	4	4	4	3	2	2	5	3	1	2	4	1	2
Switzerland	5	5	4	1	4	3	5	5	3	4	2	1	2	2	2	4
UK	5	3.67	3.67	1.67	2.67	1.67	2	1	2	2	1.67	1	2.33	2	0.67	0.67

Annex 5: Stressors ranked by country for vocational education

Country	1. Increased class size per teacher	2. Workload / working intensity	3. Bad school management / lack of support	4. Role overload	5. Unacceptable pupils behaviour	6. Insufficient funding for the school / lack of resources	7. Bad social climate / atmosphere in the school	8. Low social status of teachers	9. Poor pay	10. Self-defeating beliefs	11. Lack of parental support	12. Fear of conflict	13. Lack of job stability and security	14. Lack of social support from colleagues	15. Evaluation apprehension	16. Lack of career development
Average	3.82	3.66	3.55	3.48	3.43	3.27	3.08	3.04	3	2.88	2.87	2.91	2.84	2.74	2.53	2.47
Austria	5	4	2	2	3	5	4	2	3	3	3	4	2	2	1	2
Belgium	3	4	3	5	3	3	2	2	2	2	2	3	2	2	3	2
Bulgaria	5	4	3	5	4	4	5	5	5	3	4	3	5	4	4	5
Croatia	5	3	2	3	3	5	3	2	4	2	4	3	4	3	2	4
Czech	3	3	3	5	4	3	4	5	4	4	3	3	4	3	3	2
Cyprus	5	0	0	3	0	3	5	1	2	0	3	3	5	4	5	3
Denmark	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Estonia	4	5	5	2	5	3	2	5	5	3	2	3	1	1	3	1
Finland	4	5	4	2	2	4	2	3	2	5	1	3	2	2	1	2
France	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Germany	4.67	4.67	5	4.67	4.33	3.67	2.67	1.33	2	3.33	2.67	2.33	1	2.67	2.67	3
Hungary	4	3	4.5	3.5	4	4.5	3	4.5	4	3.5	4	4	5	2.5	2.5	1
Ireland	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Italy	4	4	5	5	4	3	5	4	3	3	2	3	2	3	1	2
Lithuania	4	4	5	4	5	3	4	4	4	3	5	3	2	2	3	2
Malta	3	5	4	3	3	1	2	2	1	3	2	2	2	2	4	4
Netherlands	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Norway	3	3	2	3	2	2	1	2	0	2	1	0	3	2	1	0
Poland	3	3	3	3	3	2	3	4	3	2	2	2	3	3	2	2
Portugal	3	4	5	2	3	4	3	4	3	2	5	3	5	4	5	5
Romania	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Slovakia	3	3	3	5	5	3	3	3	3	3	3	5	2	3	3	1
Slovenia	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Spain	3	3	4	2	5	2	2	3	5	3	3	4	3	3	0	4
Sweden	4	5	5	4	3	4	3	1	2	5	3	2	1	4	2	2
Switzerland	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
UK	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA

Annex 6: Stress indicators ranked by country for primary education

Country	1. Burnout / depression / emotional exhaustion	2. High absenteeism / sickness	3. Frequent interpersonal conflicts	4. Sleeping problems / insomnia	5. Migraines	6. Cardiovascular diseases / symptoms	7. Hypertension / high blood pressure	8. Gastrointestinal disorders	9. High Staff turnover	10. Addictions (drinking, smoking, drugs)
Average	3.77	2.75	2.61	2.57	2.53	2.53	2.5	2.38	1.83	1.55
Austria	2	3	2	2	2	2	2	2	3	1
Belgium	4	1	1	2	2	2	2	1	2	2
Bulgaria	5	5	3	3	5	5	3	4	3	2
Croatia	3	4	0	4	3	3	4	0	1	1
Czech	3	3	0	0	0	0	0	0	3	3
Cyprus	3.5	3.5	2	4.5	2	2	3.5	2.5	2	0.5
Denmark	4.5	3	4.5	2.5	1.5	1.5	2	1.5	2	0.5
Estonia	4	3	3	1	3	3	4	3	2	1
Finland	3	2	5	3	3	3	4	2	1	1
France	4	1	3	4	1	1	0	0	1	2
Germany	4.5	3.5	4	3	4	4	3	3	2	2
Hungary	3	3	0	0	3	3	4	5	2	1
Ireland	5	4	2	3	5	5	4	3	4	2
Italy	3	2	3	3	1	1	2	1	1	1
Lithuania	2.5	1	1.5	1.5	1.5	1.5	1.5	1.5	1	0.5
Malta	3	1	1	2	2	2	3	3	1	1
Netherlands	4	3	4	3	4	4	3	5	4	3
Norway	3	2	2	2	2	2	0	0	0	1
Poland	3	2	2	2	3	3	3	2	2	2
Portugal	5	2	3	1	2	2	2	4	2	2
Romania	5	3	5	5	3	3	4	3	3	2
Slovakia	3	3	2	2	2	2	2	2	2	1
Slovenia	5	4	4	4	2	2	4	4	1	2
Spain	4	3	3	5	3	3	2	4	0	0
Sweden	5	4	4	2	4	4	3	3	2	1
Switzerland	5	3	3	4	3	3	2	4	2	2
UK	3	2.5	3.5	1	1.5	1.5	0.5	1	0.5	4.5

Annex 7: Stress indicators ranked by country for secondary education

Country	1. Burnout / depression / emotional exhaustion	2. High absenteeism / sickness	3. Cardiovascular diseases / symptoms	4. Migraines	5. Sleeping problems / insomnia	6. Frequent interpersonal conflicts	7. Hypertension / high blood pressure	8. Gastrointestinal disorders	9. High Staff turnover	10. Addictions (drinking, smoking, drugs)
Average	3.72	2.53	2.40	2.57	2.24	2.42	2.42	1.95	1.58	1.40
Austria	3	3	2	2	2	2	3	2	1	1
Belgium	4	1	1	2	2	2	2	1	2	2
Bulgaria	5	5	3	5	3	3	3	4	3	2
Croatia	3	4	0	3	4	2	4	0	1	1
Czech	3	3	0	0	0	4	0	0	3	3
Cyprus	2	2	3	2	4	1	3	1	2	1
Denmark	5	2	5	3	4	2	5	3	2	1
Estonia	4	3	2	3	3	3	1	3	2	1
Finland	3	2	5	3	4	2	3	2	1	1
France	4.5	2	3.5	1.5	0	3.5	2	0	2	2
Germany	5	3.5	3.5	4	3.5	3.5	2.5	2	1.5	2
Hungary	3	3	2	3	3.5	1.5	0.5	3	2.5	1.5
Ireland	5	0	0	4	0	0	0	0	0	0
Italy	3	2	3	1	1	3	3	1	1	1
Lithuania	2.5	1	1.5	1.5	1.5	1	1.5	1.5	1	0.5
Malta	3	2	1	2	3	3	3	3	1	1
Netherlands	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Norway	3	2	2	2	0	2	2	0	0	1
Poland	3	2	2	3	3	3	2	2	2	2
Portugal	5	2	3	2	2	4	3	4	3	2
Romania	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Slovakia	3	3	2	2	2	3	2	2	2	1
Slovenia	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Spain	4	3	3	3	2	0	5	4	0	0
Sweden	5	4	4	4	3	3	2	3	2	1
Switzerland	5	3	3	3	2	4	4	4	2	2
UK	3.33	3.33	3.33	1.67	1.33	2.67	1.67	1.33	1	3.67

Annex 9: Table countries with specific risk assessment system on work-related stress

Country	Unions	Existing specific system of risk assessment on stress
Belgium	ACOD-Onderwijs	Yes
Bulgaria	Syndicat des Enseignants Bulgares	Yes
Croatia	Education Trade Union of Croatia	Yes
Denmark	Danish National Federation of Early Childhood Teachers and Youth Educators, BUPL	Yes
Denmark	Danmark Laererforening, DLF	Yes
Estonia	Estonian Education Personnel Union, EEPU	Yes
Finland	Trade Union of Education in Finland, OAJ	Yes
Malta	Malta Union of Teachers	Yes
Netherlands	Algemene Onderwijsbond, AOb	Yes
Poland	NSZZ "Solidarnosc", SKOiw "Solidarnosc"	Yes
Romania	Spiru Haret	Yes
Slovakia	ZPSaV NKOS	Yes
Spain	FECCOO	Yes
Sweden	Läraryrbundet and Lärarnas Riksförbund, LR	Yes
UK	National Union of Teachers, NUT	Yes
UK, Scotland	Educational Institute of Scotland, EIS	Yes
UK, Scotland	Scottish Secondary Teachers' Association, SSTA	Yes



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