



Annual Report of the Occupational Safety and Health Administration in Finland 2016

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Management's review

In the 2016 budget proposal, the grounds provided for the operating expenditure of the OSH authority highlighted certain issues. They are based on the OSH Divisions' framework plan 2016–2019 and the underlying analysis of the OSH enforcement operating environment. Now it can be noted that issues recorded in the grounds can also be seen in practice in both OSH development and OSH enforcement.

Enforcement has been prioritised at the national level and sites to be inspected have been selected on the basis of risks. This has been further supplemented with a risk-based selection according to regional needs. The approach to enforcement has been harmonised in order to support and develop self-initiated OSH activities at workplaces, or safety management, and especially to take psychosocial stress factors also into account.

Information from the enforcement information system not only provides a more solid foundation for planning and monitoring enforcement but also can be used in OSH research and development. The OSH Administration's overhauled website Tyosuojelu.fi and national telephone service have improved communications and customer service significantly.

As a whole, the OSH Administration has performed well in achieving the targets set for 2016. For this, I'd like to thank the entire OSH Administration personnel.

In 2016, preparations were made for the regional government reform, due to enter into force at the beginning of 2019. According to guiding policies drafted during the year in review, OSH enforcement will be the task of the state, not that of regions. It must be impartial and independent as required by the conventions of the International Labour Organization (ILO).

An essential change will be the fact that starting from the beginning of January 2019, there will be only one OSH authority instead of the current five OSH authorities. This fact has already been taken into account in operations during 2016. The transition to one authority leads to, for instance, the harmonisation and development of operating



Photo: Riitta Grönroos

Leo Suomaa

Director-General, Department for Occupational Safety and Health, Ministry of Social Affairs and Health

procedures as well as uniform decision practices. In practice, this has already taken place in national specialisation tasks.

The appropriations for the OSH Administration have decreased. The aim has been to consolidate this fact with the future regional government reform. Attention has been paid to three issues. The trend is now to divide appropriations according to sectors of enforcement. Nevertheless, all regions must have sufficient means for their operations. At the same time, one must see to good HR policy keeping in mind that starting from the beginning of 2019, the authority will have more extensive opportunities to utilise the comprehensive competence palette of its personnel and to use its resources efficiently.

However, the top priority is the client's point of view: regardless of the name the agency operates under, efficient, professional, independent and impartial OSH enforcement will continue undisturbed also when the regional government reform is being prepared and enters into force. And even though there is only one authority, occupational safety and health inspections carried out at workplaces are still regional activities.

OSH enforcement goals and strategy

The Occupational Safety and Health Administration monitors compliance with employment legislation as well as health and safety at work. The goal is that work in Finland would be as healthy and safe as possible and comply with provisions related to working life. The OSH Administration's task is to improve the working environment and working conditions to ensure and maintain employees' work capacity. Other tasks include the prevention of occupational accidents and occupational diseases and the reduction of work-related physical and mental health hazards.

Occupational safety and health enforcement is targeted at employers and compliance with the legislation binding them. Enforcement supports and promotes self-initiated occupational safety and health work at workplaces.

The occupational safety and health authority also provides advice and guidelines in questions related to health and safety at work and terms of employment.

In addition, the OSH authority grants certain special licences and exemptions. The OSH authority must be informed of certain types of hazardous work as well as of serious occupational accidents and diagnosed occupational diseases.

Guiding strategic policies for OSH Divisions' activities

The activities of the OSH authority are guided by the social and health policy strategy "Socially sustainable Finland 2020". One of the goals set in the strategy is to extend working careers by three years in 2010–2020. The policies for the working environment and well-being at work until 2020 set out the long-term goals

for occupational safety and health and the measures required for achieving the goals.

Social effectiveness of OSH enforcement

OSH enforcement aims at achieving improvements both in society and at workplaces. With its activities, the OSH authority seeks to realise the social changes pursued by the Government Programme. The goal is to influence workplace safety management and working conditions in order to reduce occupational accidents, occupational diseases, harmful strain and disability pension retirement. The activities also aim at fair working life where terms of employment and other jointly agreed rules are not breached.

OSH enforcement activities are directed so as to achieve the highest possible impact. Efforts are also made to increase the effectiveness of enforcement by means of communications. This allows the OSH Administration to reach as many workplaces as possible and to support self-initiated occupational safety and health work at workplaces.

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OSH enforcement organisation and direction

The OSH Administration consists of the OSH Divisions of the Regional State Administrative Agencies and the Ministry of Social Affairs and Health's Department for Occupational Safety and Health that directs the OSH Divisions. The activities of the OSH Divisions are based on the four-year framework plan that outlines the content of enforcement.

There are OSH Divisions in five Regional State Administrative Agencies and they act as competent

authorities in their regions. Nevertheless, certain tasks are carried out at the national level. National specialisation aims at utilising resources more efficiently and ensuring the uniformity of activities. National tasks include, for instance, enforcing the Contractor's Liability Act and issuing certain licences. Starting from the beginning of 2016, the OSH Divisions were allocated new specialisation tasks.

The Ministry of Social Affairs and Health's Department for Occupational Safety and Health

The Ministry of Social Affairs and Health's Department for Occupational Safety and Health steers the OSH Divisions of the Regional State Administrative Agencies, drafts and develops OSH legislation and policy and is in charge of international cooperation in occupational safety and health.

Field Operations Unit

Legislation Unit

Policy Unit

The five OSH Divisions of the Regional State Administrative Agencies

The OSH Divisions are responsible for regional OSH enforcement, counselling and guidance. The central goal is to promote and maintain employees' working and functional capacity and to prevent work-related health hazards and risks. Enforcement also ensures that work life rules are observed.

The duties of the OSH Divisions are:

- to carry out client-initiated and authority-initiated OSH enforcement
- to investigate the reasons for serious occupational accidents, occupational diseases and work-related illness and to take measures for preventing them
- to carry out product control
- to take part in the handling of labour crimes.

OSH authority's activities in 2016

OSH enforcement is mainly targeted at sectors with significant occupational safety and health risks. The risk factors and the risk sectors have been determined by surveying the current state of working life on the basis of statistics, studies, observations made during inspections and the views of labour market organisations and other stakeholders.

OSH enforcement is mainly carried out by means of workplace inspections. In addition, the OSH authority issues licences and submits statements to other authorities. OSH enforcement is either authority-initiated or client-initiated.

In addition to enforcement, the OSH Administration provides advice and guidelines in questions related to health and safety at work and terms of employment. It also works in close cooperation with employer and employee organisations in occupational safety and health matters.

OSH enforcement in 2016

In 2016, more than 28,000 occupational safety and health inspections were carried out (Appendix 1). Enforcement was increasingly prioritised on the basis of risks determined by both a national analysis and an analysis that identified regional characteristics. On the basis of risks, enforcement focused on accident risks, psychosocial stress, physical strain, chemical risks and problems arising from dampness and mould damage. Enforcement also prioritised sectors with a higher-than-average occurrence of the shadow economy, a great deal of foreign employees or many so-called non-typical employment relationships. The better enforcement prioritisation could be seen, among other things, in the fact that the number of cases in which written advice was issued increased by approximately 10 per cent year on year. The number of inspections without any guidance issued by authorities decreased somewhat.

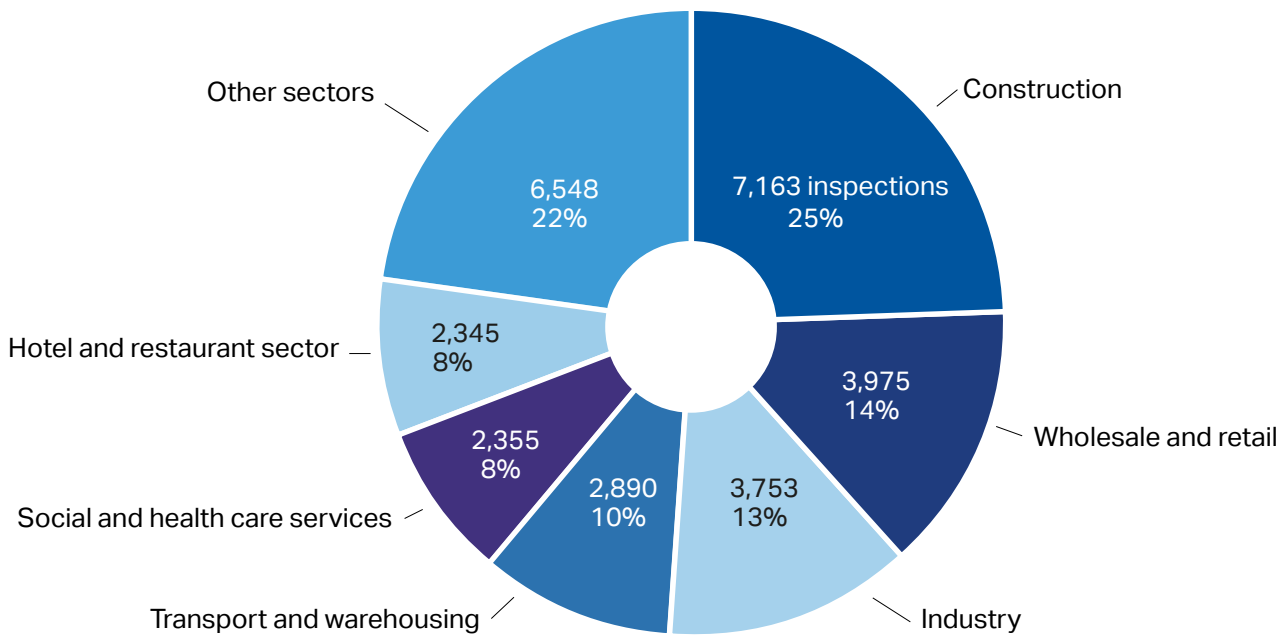
The uniformity of enforcement was developed through

the implementation of a set of safety management issues. In enforcement, the set of safety management issues consists of general issues applicable to all workplaces, such as the identification and assessment of risks, workplace surveys conducted by the occupational health care service and the review of the employer's general obligations. In connection with the risk identification and assessment and the workplace survey by occupational health care, particular attention was paid to ensuring that psychosocial stress had been taken into account. The set of safety management issues was reviewed as part of ordinary workplace enforcement in those inspected sites where related factors had not been assessed before. When enforcement was targeted at different work locations or construction sites of a single corporate group, the set of issues was handled only to the extent applicable. In certain special inspections, such as the enforcement of the Contractor's Liability Act or MLC inspections in shipping, the set of issues was not handled at all. The entire set of safety management issues was inspected in roughly half of the inspections.

Key changes taking place in client-initiated activities in 2016 included the launching of the national telephone service and the centralisation of the licence process so that one OSH Division handles all licences related to a certain case. The licence process centralisation streamlined licence processes especially for companies operating in the responsibility areas of several OSH Divisions and contributed to the uniform processing of licences. As before, enforcement based on client contacts was carried out as deemed necessary by the authority.

Approximately half of inspections conducted as a result of client contacts were conducted on the basis of occupational accident notifications received. In addition, other grounds for targeting inspections included, for instance, occupational disease notifications, various physical and mental working environment problems as well as problems related to terms of employment.

Occupational safety and health inspections by sector



Construction sector

One fourth of occupational safety and health inspections was targeted at the construction sector where more than 7,000 inspections were carried out during the year in review. Enforcement in the construction sector emphasises the prevention of accidents and the management of physical strain and chemical agents. The shadow economy and foreign labour are other enforcement priority areas in this sector.

In 2016, a national project focusing on occupational safety in renovation was launched in the construction sector. In the project, inspections were carried out at main contractor, demolition, coating and asbestos removal companies where chemical exposure is caused by epoxy, acrylic and urethane coatings and quartz and construction dust, among other things.

As far as the shadow economy is concerned, changes made in construction legislation in recent years have had significant effects on combating the shadow economy and growing tax revenue. The measures taken have increased the total amount of wages and salaries as well as accrued tax in the construction sector. Other factors contributing to the positive development are the appropriately targeted enforcement measures and extensive cooperation between stakeholders and authorities.

Retail sector

During the year in review, all inspections on the retail sector enforced the basic safety management issues. Enforcement paid particular attention to psychosocial stress that is caused in the retail sector by the threat of violence and working alone. Attention was also paid to the management of chemical risks, the length of the employment relationship and the situations in which labour is used. In addition, enforcement focused, depending on the inspected site, on occupational health care and on various factors related to the working environment that came up during the site visit.

In the retail sector, the size and location of the workplace affect the risks encountered. According to the observations made during the inspections, typical challenges in the retail sector are related to the employment relationship, especially in smaller workplaces.

Transport sector

The OSH authority carries out enforcement in transport sector companies. Lorry and bus companies are subject to obligations related to driving and rest periods and underwent nearly 1,200 inspections during the year in review. Inspections not related to driving and rest periods were targeted at taxi, van and terminal operations. All in all, approximately 2,900 occupational safety and health inspections were carried out in the transport and warehousing sector.

Enforcement in the transport sector is regulated by the EU's norms that determine the minimum number of inspections and the training of inspectors who monitor driving and rest periods. Enforcement is also carried out from the point of view of the shadow economy. During the year in review, attention was paid to compliance with the generally applicable collective agreement and to percentual increases paid for working overtime, among other things. Foreign actors and so-called "private entrepreneur drivers" create their own type of challenges for enforcement in the transport sector, limiting the OSH authority's actual opportunities to carry out inspections.

According to the observations made during the inspections, adherence to driving and rest periods and working time recording has improved in the transport sector in recent years, but guidance by authorities is still needed in these matters. Compliance with the key terms of employment is also still inadequate.

Social and health care services

Enforcement in social and health care services focused on the management of harmful physical strain and psychosocial stress and the prevention of safety and health hazards in the working environment. In health care, other enforcement priority areas included chemical safety and the prevention of accidents caused by the use of sharp instruments.

Enforcement revealed that the key occupational safety and health challenges in social and health care services consist of basic OSH issues: the assessment of risks and the utilisation of the workplace survey by occupational health care in OSH activities. On the basis of the observations made during the inspections, employers should also pay more consistent attention to the management of the threat of violence as well as to the identification and prevention of harmful strain. Furthermore, a particularly notable phenomenon in enforcement was challenges related to indoor air quality at public administration workplaces, such as ventilation problems and health hazards caused by indoor air in properties that are in poor condition.

Towards the end of the year, the planning of a national enforcement and communications project for social and health care services, targeted at private sector employers, was launched. The project will be carried out in 2017–2018.



Photo: Reetta Aho

An example of a significant occupational safety challenge in social and health care services is manual lifts and transfers.

Industry and mining

During the year in review, the industrial sectors at which OSH enforcement was particularly targeted were food, wood, metal and chemical industries. In industry, OSH emphasises factors related to the physical working environment, but enforcement also paid attention to psychosocial stress. Other enforcement topics in industry include ensuring that chemical risks are under control and that the employer fulfils its obligations to verify and retain information related to the use of foreign labour.

According to the observations made during the inspections, there is room for improvement at industrial workplaces with regard to chemical issues and the operability of machinery and equipment.

In Finland, mining is concentrated in the northern

parts of the country. As there are significant risks factors involved in mining, there have been extensive enforcement activities in the sector for several years already. Indeed, occupational safety in the sector has developed positively. Safety activities by operators is systematic, the identification and assessment of risks are carried out appropriately and workplaces have well-functioning methods for managing different occupational safety risks.

Inspections on excavation work looked particularly into the management of asbestos fibres, for which workplaces had functional practices. At concentration plants, inadequacies were detected especially with regard to emergency showers and general order and tidiness. As for contractors operating in the mining area, inadequacies were discovered in particular when it came to ensuring the operability of machinery and equipment.



The state of safety in the working environment can be measured using various metrics, and their up-to-date monitoring motivates everyone to pay attention to occupational safety.



Photo: Seppo Suhonen

Forest as a working environment poses particular challenges for rescue operations, for instance. The photo was taken during a drill.

Hotel and restaurant sector

In the hotel and restaurant sector, the threat of violence causes psychosocial stress. Another feature typical of the sector is physically straining tasks. Furthermore, in this sector, there are non-typical employment relationships in which problems may be caused by the length of the employment relationship or different situations in which labour is used.

During the year in review, OSH enforcement in the hotel and restaurant sector focused on the basic safety management issues as well as the above-mentioned issues. Another priority was the employer's obligations to verify and retain information related to foreign labour. As far as combating the shadow economy is concerned, enforcement looked into issues related to employment relationships. In addition, enforcement inspected occupational health care activities, physical working conditions, chemical agents and issues related to temporary agency work.

The observations made during the inspections showed that in the hotel and restaurant sector, there were inadequacies in matters related to occupational health care, such as the arrangement of occupational health care and workplace surveys.

Agriculture and forestry

OSH enforcement in agriculture and forestry aims at improving the employers' capability to identify and eliminate harmful and risk factors and create functional practices for safety management. The OSH Division of the Regional State Administrative Agency for Eastern Finland coordinates enforcement in agriculture and forestry throughout the country.

A total of approximately 730 inspections were made at workplaces in agriculture and forestry, more than 60 per cent of them in agriculture. Enforcement priorities included fulfilment of safety management obligations, psychosocial stress and physical strain, chemical agents, the shadow economy and foreign labour. In forestry, the use of foreign labour is a minor phenomenon, whereas in agriculture, foreign labour is commonly used.

Shipping

As in the previous years, OSH enforcement in shipping consisted of inspections concerning maritime labour certificates and other periodic ship inspections. The OSH authority is obligated to inspect all ships in international traffic and all ships of 200 gross tonnage or over in domestic traffic every three years.

Accumulation of working hours and fatigue resulting from the small number of crew members are the most serious occupational safety and health problems in the sector. For this reason, the inspections now pay more attention to adequate rest periods and the actual hours worked. A total of 141 ships were inspected during the year in review and of these, 71 were small vessels with a gross tonnage under 200.

Under the Maritime Labour Convention of the International Labour Organization (MLC 2006), all vessels in international traffic are subject to port state control inspections. OSH inspectors carried out 17 MLC inspections on foreign vessels. The inspections covered seafarers' working and living conditions and employment relationships. As OSH enforcement in shipping is carried out in cooperation with maritime safety authorities, exchange of information between authorities is important.

Contractor's Liability Act

The Contractor's Liability Act, or the Act on the Contractor's Obligations and Liability when Work is Contracted Out, (1233/2006) aims at creating conditions that enable the contractor to ensure that its contractual partners fulfil their statutory obligations. The objective of the Contractor's Liability Act is to promote fair competition between companies and compliance with terms of employment.

The OSH Division of the Regional State Administrative Agency for Southern Finland is responsible for the enforcement of the Contractor's Liability Act in the entire country. The goal of enforcement is to prevent negative effects caused to companies and society by the shadow economy and unhealthy competition.

During the year in review, nearly 1,800 inspections related to contractor's liability were carried out, and in more than 60 per cent of them, written advice was issued

to the contractor. The enforcement priority areas were especially the construction sector, industry, logistics and the service sector.

Enforcement of contractor's liability during the year in review led to a special observation: the number of negligence fee processes initiated decreased significantly from previous years. One key issue that is considered an explanation for this decrease is the legislative amendment stating that an agreement with a contractual partner with tax debts does not automatically result in a negligence fee. Another reason is that the Contractor's Liability Act is more familiar to companies than before. Especially in construction companies, compliance has increased significantly.

In cases resulting in a negligence fee, inadequacies have mostly been related to pension insurance and the payment of taxes. It is also worth noting that an increasing number of negligence fee cases involve foreign contractual partners and inadequacies related to their pension and accident insurance policies.

More detailed information about the enforcement of the Contractor's Liability Act can be found in the report [Tilajavastuuvalvonta 2016](#) (in Finnish).

Licences issued by the OSH authority

Legislation sets restrictions to carrying out certain work or ordering it done. Some tasks may be carried out with a licence or an exemption issued by the OSH authority. Furthermore, certain work types, such as asbestos and construction work, require that a notification be submitted to the OSH authority before the work is commenced.

OSH authority's licence administration in 2016	
Chargers' certifications	263
Asbestos removal licences	113
Exemptions related to the Working Hours Act	199
Exemptions related to young workers	179
Exemptions from crane operator qualification	36
Other exemptions	2

Charger and asbestos licences

Decisions on matters related to chargers' certifications and asbestos removal licences in the entire country are made by the OSH Division of the Regional State Administrative Agency for Western and Inland Finland. In addition, the Division maintains licence-related registers.

As the licences are related to exercising a profession, issuing and cancelling them requires broad-based processing. Especially when it comes to charger qualifications, the processing of licences includes a great deal of cases that require careful consideration.

The processing of licences requires exchange of information and cooperation with other authorities, educational institutions and actors in the field or their representatives.

Exemptions based on the Working Hours Act

Decisions on exemptions based on the Working Hours Act are made in a centralised manner in the OSH Division of the Regional State Administrative Agency for Southwestern Finland. These exemptions are applied for, for instance, concerning night work and exceptional regular working hours, such as working time arrangements based on 24-hour shifts in rescue services.

Exemptions related to young workers

Exemptions related to the employment of young workers cover a range of issues: young people under 14 years of age working as performers and extras in artistic and cultural performances, licences related to the working hours of young people aged 14 or over as well as exemptions required for particularly harmful and hazardous work. The majority of exemptions for young people are related to young people under 14 years of age performing in theatre and television.

Asbestos legislation changed

Legislation related to asbestos work was changed at the beginning of 2016. The act serves as a compilation of the provisions concerning the asbestos removal licence, the qualifications of asbestos removal workers and the maintenance of asbestos removal worker registers.

Earlier asbestos removal licences remain valid for two years after the act's entry into force. New asbestos removal licences are valid for a fixed term or until further notice. In the licence procedure, the applicant's legal capacity is analysed and it is ensured that the applicant has at his disposal machinery and equipment required for asbestos removal as well as sturdily built service facilities.

The new legislation also defines the procedures concerning asbestos work and the requirements concerning asbestos removal plans and the methods, tools and personal protective equipment used in the work.

In all buildings completed before 1994, an asbestos survey must be conducted before structures are pulled down. The handling of asbestos cement products, such as removal of asbestos-containing wall and ceiling boards outdoors, always requires an asbestos removal licence.

The issuing of exemptions related to the employment of young people is centralised to the OSH Division of the Regional State Administrative Agency for Eastern Finland. There is cooperation with those parties who apply for the highest number of exemptions, focusing on the working conditions of the young people and arrangements related to applying for exemptions.

OSH authority provides advice and guidance

In addition to enforcement, the OSH authority provides advice and guidelines to employees and employers in questions related to health and safety at work and terms of employment. Advice and guidance support enforcement and aim at encouraging workplaces to take care of their OSH matters themselves and to reach at least the minimum level required by law. The most significant advice and guidance channels of the OSH authority are the website Tyosuojelu.fi, overhauled in late 2015, and the national telephone service, launched in February 2016.

OSH Administration's website Tyosuojelu.fi

Tyosuojelu.fi is the OSH Administration's website that aims to provide both employees and employers with up-to-date OSH information. In 2016, website Tyosuojelu.fi had more than 650,000 users. The most popular themes are related to employment relationships. The full content of the website is available in Finnish and Swedish and the information about the most important topics is also available in English.

Along with the legislative amendment related to posted workers that entered into force in 2016, the website Tyosuojelu.fi was supplemented with a section

on posted workers, explaining, among other things, which terms of employment are to be applied to posted workers. The OSH Division of the Regional State Administrative Agency for Southwestern Finland acts as the national point of contact in matters related to posted workers.

Other communications channels

The OSH Administration also communicates in social media through Facebook and Twitter. The purpose of these social media channels is to support the use of Tyosuojelu.fi and guide users to the website where they can find up-to-date and clear information about occupational safety and health.

In 2016, the OSH Administration took part in six fair events with themes such as occupational safety in construction and nursing. At fairs, the OSH enforcement experts answer enforcement-related questions. Fair-related cooperation was carried out especially with the Finnish Safety and Chemicals Agency (Tukes).

The renewal of the OSH Administration publications started in late 2016. In the future, manuals, booklets and other publications will be published in a new electronic format in the website Tyosuojelu.fi.

Figures related to the OSH Administration's communications in 2016	
Tyosuojelu.fi users	651,843
Media releases	106
Online news	59
Groups visiting the Occupational Safety and Health Exhibition	165
Participation in fair events	6

The OSH Administration



has 850 likes
in Facebook



has 650 followers
in Twitter.

National telephone service

The OSH authority's national telephone service was launched in early February 2016. During the year in review, advice was provided to more than 23,000 callers. The primary goal of advice is to provide guidance to both employees and employers to enable them to take care of matters themselves at the workplace. The telephone service also aims at making it easier to reach OSH authorities and promoting consistent quality in enforcement and advice throughout Finland. At the same time, the utilisation of OSH Division resources becomes more efficient. Guidance provided in the telephone service is based on legislation. The authority does not make demands for overdue wages, for instance.

In the telephone service, OSH inspectors from the OSH Divisions of the Regional State Administrative Agencies provide advice in all OSH-related issues, such as questions related to employment contracts, employment legislation, conditions at the workplace, psychosocial stress or the safety of machinery and equipment. During the year in review, especially the amendments to the asbestos legislation could

Calls received by the OSH authority's national telephone service in 2016

Employment relationship	13,882
Working environment	3,841
Construction sector	3,283
Well-being at work	2,183
Total	23,289

be seen in construction-related advice. Indoor air issues were another frequent topic. In the field of employment relationships, most questions concerned the termination of employment and wages and salaries. As for well-being at work, the most recurring topic was harassment.

According to a survey conducted in late 2016, clients were satisfied with the advice provided by the telephone service. The customer satisfaction score was 4.21 on a scale from 1 to 5.

The OSH authority's national telephone service serves clients around Finland on weekdays from 8 a.m. to 4:15 p.m. Its telephone number is **0295 016 620**.

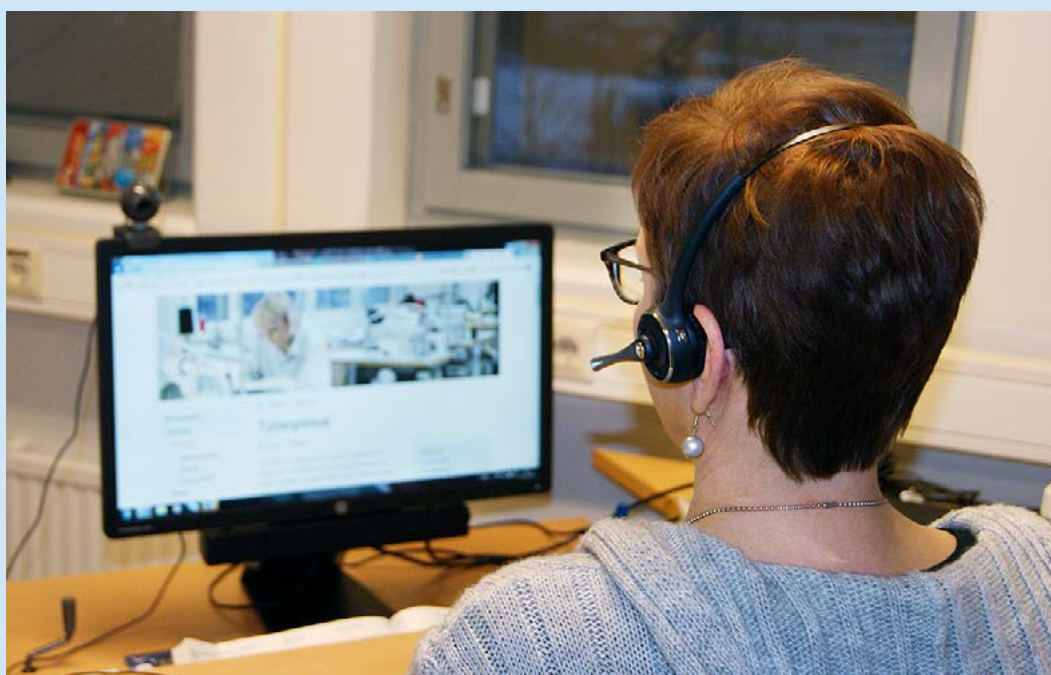


Photo: Reetta Aho

OSH inspectors provide advice to clients through the OSH authority's national telephone service.

OSH Administration's resources

In 2016, the OSH Divisions and the Department for Occupational Safety and Health had 431 and 52 person-years available, respectively. Salaries account for approximately 90 per cent of the operating expenditure.

Due to reduced appropriations, the number of the OSH Administration personnel has been decreasing. The most significant attrition takes place through retirement and, as a consequence, the average age of the personnel is falling. As far as possible, the competence of the existing personnel is developed to replace the competence lost and new recruitments have only been made as far as it is necessary to maintain indispensable competence.

During the year in review, the OSH Divisions have invested strongly in the development of internal training especially with the aid of online pedagogy. By developing electronic learning environments and materials for independent studying, the flexibility of training can be increased. At the same time, resources required by travelling can also be reduced.

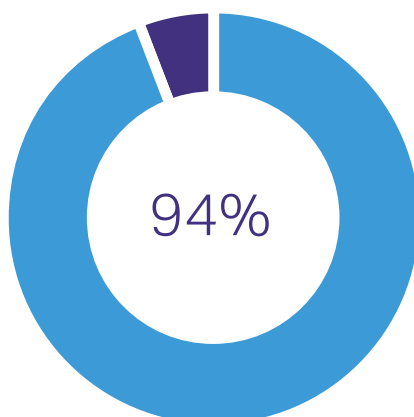
In internal training in the OSH Divisions, the main strategic goal is a uniform approach to enforcement and consistent quality in OSH enforcement

Each year, a job satisfaction survey is conducted in the Ministry of Social Affairs and Health and the Regional State Administrative Agencies. The purpose of the survey is to monitor trends in well-being at work and to identify development priorities. The survey serves as a basis for concrete development measures, the progress of which is continuously monitored. At the same time, trends in the management culture are monitored with the help of management surveys.

During the year in review, the OSH Divisions have invested strongly in the development of internal training especially with the aid of online pedagogy.

OSH Department

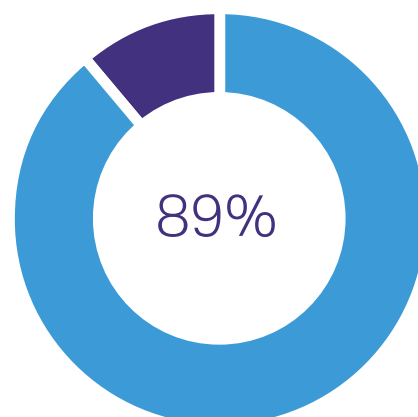
Percentage of salary expenses of operating expenditure 2016



Total operating expenditure
EUR 3.5 million

OSH Divisions

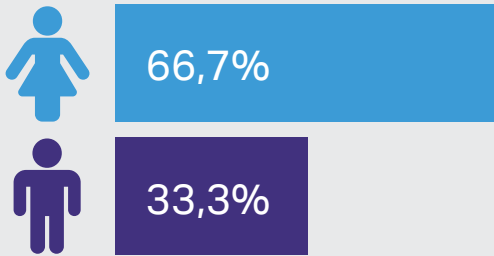
Percentage of salary expenses of operating expenditure 2016



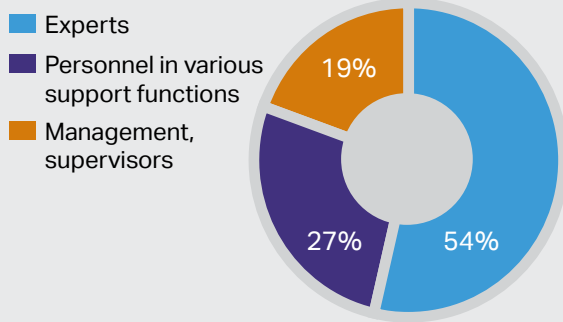
Total operating expenditure
EUR 26.2 million

OSH Department

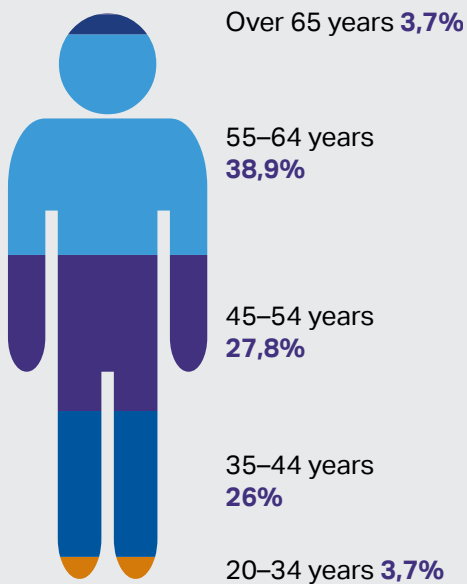
Gender distribution



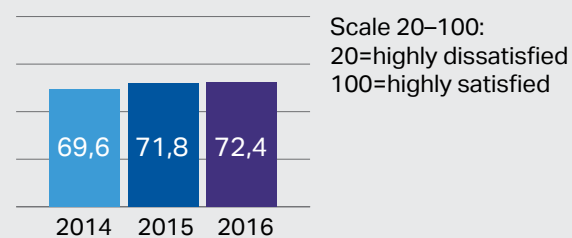
Personnel structure



Age breakdown

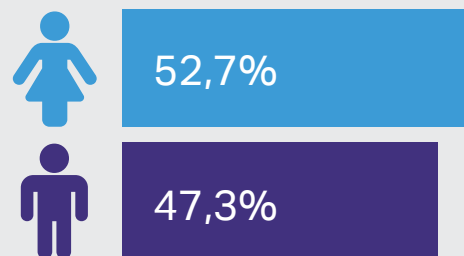


Job satisfaction

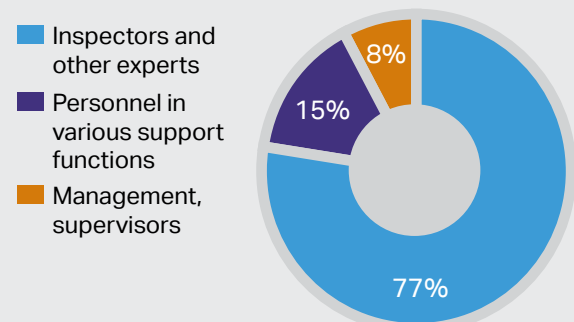


OSH Divisions

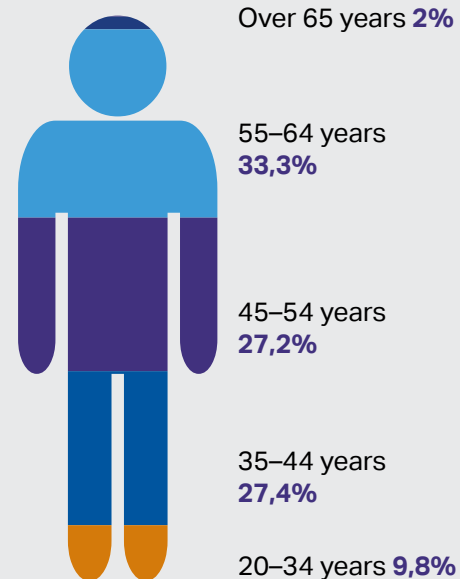
Gender distribution



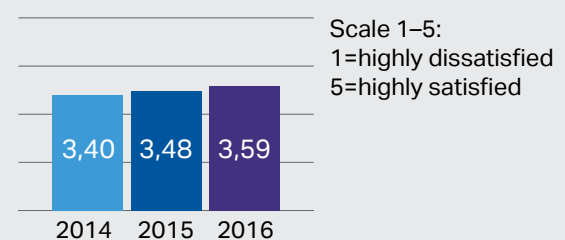
Personnel structure



Age breakdown



Job satisfaction



Legislation enforced by the OSH authority and its drafting

The OSH authority enforces compliance with more than a hundred regulations related to working life. The Ministry of Social Affairs and Health is responsible for drafting legislation concerning occupational safety and health. In addition, the OSH authority conducts extensive enforcement for other employment legislation, such as legislation related to employment relationships or to combating the shadow economy.

National and EU legislation on occupational safety and health is prepared in tripartite cooperation in the Advisory Committee on Preparation of Occupational Safety Regulations (TTN). The Advisory Committee operates in connection with the Ministry of Social Affairs and Health.

According to the Government Programme, active efforts are made to combat the shadow economy and the smooth transfer of data between the authorities is ensured. As the right of access to information is widened, the Grey Economy Information Unit prepares obligation fulfilment reports for the OSH authorities that they can use in OSH enforcement in connection with the combating of the shadow economy. During the year in review, a legislative amendment on the Grey Economy Information Unit was drafted and it entered into force at the beginning of 2017. The amendments to the Act on Occupational Safety and Health Enforcement and Cooperation on Occupational Safety and Health at Workplaces and to the Self-Employed Workers' Pensions Act that were drafted at the same time will enter into force on 1 May 2017.

The new Charger Act (423/2016) and the Government Decree on Chargers' Certifications (458/2016) entered into force on 1 September 2016. At the same time, the amendments to the Government Decree on the Safety of Blasting and Excavation Work (644/2011) also entered into force.

The Ministry of Social Affairs and Health issued a decree on concentrations known to be harmful

(1214/2016). In addition, the Ministry of Social Affairs and Health published a booklet (HTP-arvot 2016) related to the application of the decree.

The employment legislation drafted in tripartite cooperation during the year in review is listed in Appendix 2.

Acts enforced by the OSH authority are listed in the website Tyosuojelu.fi on the page [Ajantasainen työsuojelulainsäädäntö](#) (in Finnish).

Ratification of the validity of collective agreements

The commission confirming the general applicability of collective agreements operates in connection with the Ministry of Social Affairs and Health. It examines the representativity of national collective agreements and confirms the collective agreement to be generally applicable when a sufficient share of the employees working in the sector falls within the scope of the collective agreement in question. It has been considered sufficient that a little less than half of the employees working in the sector are covered by the agreement.

A generally applicable collective agreement refers to a collective agreement that each employer operating in the sector is obligated, as the minimum level, to comply with in its employment relationships. Pursuant to the Employment Contracts Act, the employer must, at the minimum, comply with the national collective agreement considered representative in the sector in question.

The Board for Ratification of the Validity of Collective Agreements examined 25 collective agreements in 2016. The board issued a decision on the general applicability of five collective agreements. At the end of the year, 165 generally applicable collective agreements were in force. The generally applicable collective agreements, the translations and the ratifications are available in the Finlex Data Bank.

Development of OSH enforcement

OSH enforcement is constantly developed. The OSH Divisions' four-year framework plan defines the key development areas for enforcement.

Internal peer assessments as well as assessments by stakeholders and the EU serve as a basis for developing procedures related to the selection of sites to be inspected and the use of expert services, for instance. Stakeholders and personnel have been requested to provide their views on the content emphases and volume of enforcement.

One of the most important goals is to increase the uniformity of OSH enforcement. In ensuring the effectiveness and uniformity of OSH enforcement, the key aspect is the determination of common principles for the content and implementation of enforcement. A

working group was set up to ensure the uniformity of risk-based OSH enforcement. It defines concepts related to risk-based issues and key enforcement content as well as surveys different enforcement methods and determines at the general level in which situations the methods are used. In the next phase, uniformity will be promoted on a sector-by-sector and segment-by-segment basis.

When it comes to the development and management of OSH enforcement quality, attention is paid to enforcement methods and the approach to enforcement. Enforcement methods are selected in as site-sensitive a manner as possible, but still so that consistent quality in enforcement is not jeopardised.

Client-oriented services are developed to support occupational safety and health

Digitalisation and services based on customer needs are among the Government's key projects. The OSH Administration is involved in many development projects that aim at more client-oriented services by digitalising operations. The goal is that the OSH authority is able to improve both service at workplaces and its own productivity.

The national service architecture (KaPA) creates a common foundation for the development of electronic public administration services, with the OSH Administration contributing to its implementation. During the year in review, the preparation of service descriptions was started from the typical client

processes. The majority of the OSH Administration service descriptions are notifications or licences, such as advance notifications of construction work. In OSH advice and guidance, the most significant service description is the website. The aim is to create services that help clients to find answers to their questions easily.

The process to change the OSH Administration forms and make them more user-friendly was launched during the year in review. Preparations were made for synchronising the content and structure of the website Tyosuojelu.fi in line with the service descriptions. In addition, during the year in review, electronic services for employers were prepared. In the first phase, these refer to the electronic delivery of notifications to the OSH Administration. In 2016, the one counter model was also being created for occupational safety and health.

Development of OSH and working life

Many of the Government's key projects are related to the development of occupational safety and health. OSH development aims at highlighting the significance of good working life for people, organisations and society alike. The goal is that each workplace reaches at least the statutory minimum level in OSH issues. An element in developing occupational safety and health is cooperation in the field of occupational safety and health. Cooperation related to occupational health, for instance, is emphasised in the new occupational health care focus areas.

Different OSH development measures and network cooperation seek to enable workplaces to find the information they need easily and utilise it. By collecting and sharing good practices, workplaces can also benefit from peer support.

The OSH Administration participates in the following key projects of the Government, for instance:

- Programme to address child and family services, especially the sub-project concerning the model for family-friendly workplaces
- Path to Working Life for People with Partial Work Capacity.

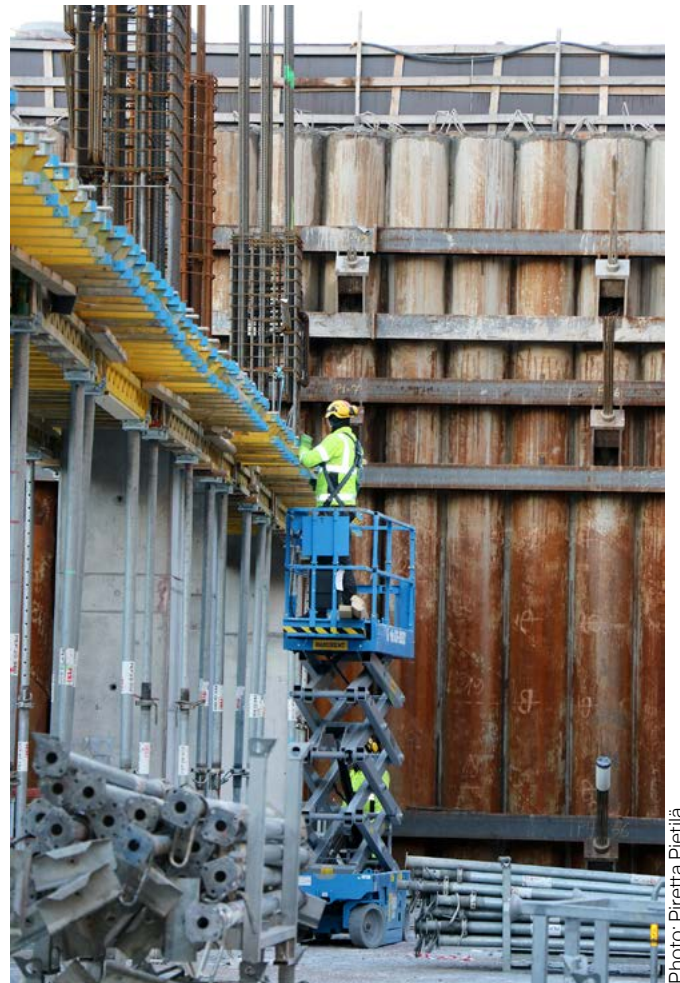


Photo: Piretta Pietilä

The key priority in family-friendly operating models at workplaces is workplace-level activities that contribute to spreading the family-friendly approach. The project wishes to highlight, spread and establish operating models to be used at workplaces to support the balancing of work and family life and to strengthen a positive

attitude towards families. Employers can see the benefits yielded by family-friendly practices as, for instance, an increase in the personnel's well-being, work motivation and productivity and as a positive employer image which in turn influences the success of recruitment.



Photo: Piretta Pietilä

Şengül Coşar, Deniz Akarsu and Tolga Eray Boğa from the Turkish Ministry of Employment and Social Security learnt more about the implementation of EU directives and the enforcement of regulations in the construction sector. The highlight of their excursion was a visit to a construction site in Helsinki.

Cooperation and networking with other actors

Regional and national tripartite cooperation

The OSH Administration works in close cooperation with employers and employees. There is extensive tripartite cooperation both in drafting OSH legislation and in planning and developing the OSH Administration activities.

Each OSH Division of the Regional State Administrative Agencies has a tripartite OSH board that acts as the official cooperation body. The purpose of the boards is to support and develop OSH enforcement and to serve as a link between the OSH Divisions, regional OSH actors and labour market organisations. The OSH boards discuss the OSH development, planning and

monitoring projects that are significant for the region, general OSH operating guidelines and performance targets, the allocation of resources for the promotion of occupational safety and health and other issues that are significant for the regional development of the working environment.

National tripartite cooperation is carried out in the Advisory Committee on Occupational Safety and Health operating in connection with the Ministry of Social Affairs and Health. The Advisory Committee on Occupational Safety and Health discusses matters of principle related to occupational safety and health. Its aim is to promote occupational safety and health, increase its uniformity and develop cooperation in the field.

Cooperation and exchange of information with authorities and other actors

Cooperation and exchange of information between authorities are significant factors in increasing the efficiency of OSH Administration activities. The year in review entailed active development on many fronts. Especially in combating the shadow economy and supervising the use of foreign labour, the OSH authority cooperates closely with the Finnish Border Guard, the police and the Finnish Tax Administration.

During the year in review, a legislative amendment was drafted for widening the OSH authorities' right of access to information. Wider access to information makes it easier to combat the shadow economy as confidential information from other authorities can be received more extensively for OSH enforcement tasks. The legislative amendment also gives the OSH authority the right to receive obligation fulfilment reports prepared by the Grey Economy Information Unit of the Finnish Tax Administration. These rights of access to information apply to the enforcement related to the Contractor's Liability Act, the minimum terms of employment and the use of foreign labour. The OSH authority may also, on its own initiative, disclose confidential information to authorities and certain other parties seeing to public

duties after enforcement related to combating the shadow economy has revealed a suspected inadequacy that falls under another authority's competence.

Cooperation with the basic public services, legal rights and permits divisions of the Regional State Administrative Agencies focuses on the supervision of occupational health care services. With municipalities, the OSH authority cooperates by exchanging information concerning fire safety, chemicals control, enforcement of tobacco legislation and building supervision, for instance.

In the monitoring of radon concentrations at workplaces, there is cooperation with the Finnish Radiation and Nuclear Safety Authority. An essential element of cooperation is exchange of information concerning the selection of sites to be inspected.

The OSH Administration also cooperates with different research institutes and other working life-related organisations, such as the Finnish Institute of Occupational Health which provides expert services, the Centre for Occupational Safety which provides workplace training and OSH materials and the Workers' Compensation Center which analyses information related occupational accidents. Cooperation with the Finnish Safety and Chemicals Agency (Tukes) during the year in review focused especially on exposure to chemicals.



In monitoring driving and rest periods, many authorities enforce compliance with the same legislation so cooperation and exchange of information help to align the approach to enforcement.



The theme of the Nordic Working Environment Conference organised in Tampere was risk-based OSH enforcement. Approximately 100 OSH experts took part in the conference.

International cooperation

The OSH Administration participates in international cooperation. Especially Nordic OSH cooperation is very active. During the year in review, Finland held the Presidency of the Nordic Council of Ministers. Nordic cooperation seeks to improve the opportunities to exercise influence at the EU level, too.

During the year in review, the Nordic Working Environment Conference was organised in Finland, with risk-based enforcement as its theme. The Conference agreed on a Nordic research project for looking into the methods that the Nordic countries use in the risk-based prioritisation of OSH enforcement.

One of the forums of cooperation among European authorities is the Senior Labour Inspectors Committee (SLIC), operating in connection with the European Commission. SLIC's activities include, for instance, the evaluation of OSH administration bodies in the EU Member States. During the year in review, Finland led Malta's OSH administration assessment team. SLIC also organises exchange of officials.

The OSH authorities of the EU Member States have a knowledge sharing site called SLIC-KSS through which

they can pose questions to each other or issue alerts on hazards related to working environments, for instance. In 2016, the network handled 35 questions.

Tripartite cooperation at the European level is carried out in the Advisory Committee on Safety and Health at Work (ACSH), also operating in connection with the European Commission. ACSH has sector-specific working groups, with officials of the Department for Occupational Safety and Health participating in their work.

EU-OSHA, the European Agency for Safety and Health at Work, is an agency operating under the European Commission which promotes networking and cooperates at the European and global levels. The agency has national coordination centres in more than 30 European countries. The Ministry of Social Affairs and Health's Department for Occupational Safety and Health acts as the Finnish coordination centre.

EU-OSHA compiles, analyses and distributes OSH-related information. An essential part of the agency's operations are Europe-wide campaigns. The 2016–2017 campaign is "Healthy Workplaces for All Ages". The campaign highlights the strengths that people of different ages and in different life phases bring to

working life. It seeks, for instance, to find means for supporting age management at workplaces.

Other international cooperation partners include the International Labour Organization ILO and the World Health Organization WHO. During the year in review, meetings were arranged with ILO's representatives. An agreement was concluded with Director-General Guy Ryder on Finland's contribution to updating global costs resulting from occupational accidents, work-related illnesses and lost labour input for the World Congress on Safety and Health at Work organised in Singapore in 2017.

During the year in review, the international Safety 2016 conference was organised in Finland, with approximately 1,000 experts around the world participating in the event. The conference featured top speakers from international organisations.

The latest development in the field of Finnish OSH expertise and cooperation is the Arctic Network on Occupational Health and Safety (ANOHS) project

in 2016–2017. Its goal is to support business life in the Arctic region by promoting occupational health, occupational safety and well-being at work.

International enforcement-related cooperation concentrates especially on enforcement related to foreign labour. Cooperation creates contacts with OSH authorities in other countries, which in turn enables low-threshold interaction. Enforcement related to foreign labour utilises the Internal Market Information System (IMI) which facilitates cooperation among authorities, as required by the EU. For instance, the system can be used for requesting documents from the OSH authorities of another country.

During the year in review, Finland participated in an EU project concerning posted workers, called "Enhancing administrative cooperation through coordinated transnational actions". Participation in international cooperation makes it possible to exchange practical experiences and opinions, which benefits European development efforts.



Photo: Riitta Grönroos

Nancy Leppink, Chief of Labour Administration, Labour Inspection and Occupational Safety and Health Branch at ILO, visited the Ministry of Social Affairs and Health's Department for Occupational Safety and Health in connection with the Safety 2016 conference. Her hosts were Director-General Leo Suomaa (in the middle) and Director Raimo Antila.

OSH Administration in figures

	2013	2014	2015	2016
Inspections and inspected sites				
Total number of inspections	25,594	26,644	28,732	28,325
Number of inspected sites	20,741	21,779	24,074	23,776
Document inspections (inspection carried out on the basis of documents)				
Number of document inspections	3,256	2,499	2,871	2,335
Workplace inspections (inspection carried out by visiting the workplace)				
Number of workplace inspections	22,340	24,145	25,861	25,991
Time used for one inspection at the workplace, average number of hours	1.7	1.5	1.4	1.4
Written advice and improvement notices				
Written advice	49,667	55,232	56,207	62,689
Improvement notices	8,223	7,949	8,342	8,120
Coercive measures				
Prohibition notices confirmed by OSH Division	46	50	35	33
Binding decisions	252	229	234	319
Number of negligence fees concerning contractor's liability	219	138	85*	37*
Investigation requests and statements				
Investigation requests to the police	513	405	367	411
Statements to the police/prosecutors	797	542	480	476
Demand for services				
Client contacts/total volume of service demand	61,947	40,800	42,800	37,800
Inspections on request	2,854	1,819	1,601	1,827
Investigation of occupational accidents and occupational diseases				
Occupational accidents investigated	979	1 210	936	868
Occupational diseases investigated	50	36	42	41
Personnel (person-years)				
Department for Occupational Safety and Health	62	60	57	52
OSH Divisions	451	449	453	431
Operating expenditure (1 000 €)				
Department for Occupational Safety and Health	4,485	4,421	4,131	3,541
OSH Divisions	27,987	28,548	28,169	26,184

* The situation in 2017 when many of the processes were still unfinished so the figures will still increase considerably.

Legislation completed in 2016

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| <p>308 Act Amending Section 6 of the Act on the Grey Economy Information Unit
<i>Issued on 29 April 2016</i></p> <p>388 Government Decree on Protecting Workers from Hazards Caused by Electromagnetic Fields
<i>Issued on 19 May 2016</i></p> <p>423 Charger Act
<i>Issued on 3 June 2016</i></p> <p>447 Act on Posting Workers
<i>Issued on 17 June 2016</i></p> <p>448 Act Amending Chapter 11 of the Employment Contracts Act
<i>Issued on 17 June 2016</i></p> <p>449 Act Amending the Act on Occupational Safety and Health Enforcement and Cooperation on Occupational Safety and Health at Workplaces
<i>Issued on 17 June 2016</i></p> <p>450 Act Amending Sections 4a and 5 of the Act on the Contractor's Obligations and Liability when Work is Contracted Out
<i>Issued on 17 June 2016</i></p> <p>453 Act Amending Section 52b of the Occupational Safety and Health Act
<i>Issued on 17 June 2016</i></p> <p>458 Government Decree on Chargers' Certifications
<i>Issued on 16 June 2016</i></p> <p>484 Government Decree Amending the Government Decree on the Safety of Blasting and Excavation Work
<i>Issued on 16 June 2016</i></p> <p>764 Decree of the Ministry of Social Affairs and Health Amending Sections 3 and 4 of the</p> | <p>Decree of the Ministry of Social Affairs and Health on Areas of Responsibility of OSH Divisions of Regional State Administrative Agencies
<i>Issued on 31 August 2016</i></p> <p>1085 Act Amending the Act on the Approval of Assessment Bodies Related to Occupational Safety and Health
<i>Issued on 9 December 2016</i></p> <p>1159 Act Amending Section 6 of the Act on the Grey Economy Information Unit
<i>Issued on 16 December 2016</i></p> <p>1214 Decree of the Ministry of Social Affairs and Health on Concentrations Known to Be Harmful
<i>Issued on 15 December 2016</i></p> <p>1353 Government Decree on Regional State Administrative Agency Fees in 2017
<i>Issued on 21 December 2016</i></p> <p>1413 Act Amending Section 6 of the Act on the Grey Economy Information Unit
<i>Issued on 29 December 2016</i></p> <p>1418 Act Amending the Act on Occupational Safety and Health Enforcement and Cooperation on Occupational Safety and Health at Workplaces
<i>Issued on 29 December 2016</i></p> <p>1419 Act Amending Section 6 of the Act on the Grey Economy Information Unit
<i>Issued on 29 December 2016</i></p> <p>1446 Act Amending Section 4b of the Act on Occupational Safety and Health Enforcement and Cooperation on Occupational Safety and Health at Workplaces
<i>Issued on 29 December 2016</i></p> |
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