



# Annual Report of the Occupational Safety and Health Administration in Finland 2017

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# Management's review

**2017** was a strong and intriguing year for the OSH Administration: the OSH authorities achieved the key goals set for them and the operations of the OSH Administration were developed. Especially intriguing in 2017 were the preparations for the national licensing and supervisory authority (Luova) and the new strategy of the Ministry of Social Affairs and Health.

Last year was the second year of implementation of the OSH Divisions' framework plan 2016–2019. Only some minor adjustments were made to the targets set for the plan's four-year term. Enforcement projects concerning the private social and health care sector and labour leasing were launched as agreed in 2017.

One of the successes of OSH enforcement in 2017, I am happy to say, is the satisfaction of our clients with our telephone services, which remained at a high level that was achieved the previous year. This is an amazing result! Last year, workplace inspections were also introduced as part of surveying the satisfaction of clients with OSH enforcement. Based on the results, our products are also a success when it comes to workplace inspections. Our clients can also find us and access our services through the Tyosuojelu.fi website, which also received excellent feedback.

**Luova** has urged us to harmonise our operations. 2017 saw the preparation of the first-ever common performance agreement for all the divisions of occupational safety and health for the year 2018. The harmonisation of risk-based enforcement has been prioritised in OSH development. We are in a unique position to share our best practices – let's put them to good use!

The harmonisation of operations was already a key goal even before the preparations began for the transition from five OSH authorities (divisions) to one OSH authority – the National Licensing and Supervisory Authority, Luova. Among other changes, the licensing administration has been centralised. Based on the feedback received, the other national tasks of the divisions of occupational safety and health also appear to be in good order. Conducting customer satisfaction



Photo by: Kimmo Torckel

**Raimo Antila**  
*Director-General,  
 Department for Work and Gender Equality,  
 Ministry of Social Affairs and Health*

surveys provides valuable information that can be used in the development of operations. Furthermore, it helps to achieve the key target for Luova – being client-oriented. One more year has been added to the preparation phase. Now the launch of the new authority's operations is scheduled for the beginning of 2020. We must use this extra year effectively.

**In addition to OSH enforcement**, the operations of the Ministry of Social Affairs and Health were also developed. The ministry's organisation was renewed and the name of the department responsible for occupational safety and health (previously the Department of Occupational Safety and Health) was changed to the Department of Work and Gender Equality. The name change did not affect the content of occupational safety and health work at the ministry. Another big change was the retirement of the department's long-time director-general, Leo Suomaa. 2018 is surely going to be just as interesting as 2017. The preparations for Luova are picking up speed and we should be turning our focus to the next four-year term in accordance with the ministry's new strategy.



# OSH enforcement goals and social impact

The OSH authority monitors compliance with labour legislation. OSH enforcement is targeted at employers and their compliance with binding legislation. OSH enforcement also supports and promotes self-initiated occupational safety and health work at workplaces. The goal is to influence the safety management practices and working conditions of workplaces so as to minimise accidents at work, occupational diseases, psychosocial stress, physical strain and retirements on disability pension. Another goal is to exercise fairness in working life by preventing violations of the terms of employment and other common rules.

OSH enforcement has adopted the aim of maximising social impact. The social impact of OSH enforcement is also boosted by means of communications. This will enable impacting as many workplaces as possible as well as supporting self-initiated occupational safety and health work at workplaces.

In addition to enforcement the authority provides guidance and advice to employers and employees on questions related to safety and health at work and terms of employment. The website [Tyosuojelu.fi](http://Tyosuojelu.fi) contains all kinds of information relevant to occupational safety and health information. Guidance is also available via a national telephone service. The occupational safety

In addition to enforcement, the authority provides guidance and advice on questions related to safety and health at work and terms of employment.

and health inspectors also provide advice and guidelines in connection with inspections.

In addition to supervisory and advisory tasks, the OSH authority grants certain special licenses and exemptions. The OSH authority must be informed of certain types of hazardous work as well as serious accidents at work and diagnosed occupational diseases.

The OSH authority is tasked with improving the working environment and working conditions in order to ensure and maintain the work capacity of employees. From the perspective of Finnish society, OSH activities promote equality in working life and reduce any resulting adverse effects on society.



# OSH enforcement organisation and direction

The OSH Divisions of the Regional State Administrative Agencies act as the competent authorities in their regions. The Divisions are steered by the Ministry of Social Affairs and Health. The activities of the OSH Divisions are based on the four-year framework plan that outlines the content of enforcement.

Nevertheless, certain tasks of the OSH authority are carried out at the national level. National tasks include enforcing the Act on the Contractor's Obligations and Liability when Work is Contracted Out (also: the Contractor's Liability Act) and issuing of certain licenses.

## The five OSH Divisions of the Regional State Administrative Agencies

The OSH Divisions are responsible for regional enforcement, counselling and guidance. The key goal is to promote and maintain employees' work capacity 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 to prevent them
- to carry out product control
- to take part in the handling of labour crimes.

The OSH Divisions of the Regional State Administrative Agencies:

- 1 Northern Finland
- 2 Eastern Finland
- 3 Western and Inland Finland
- 4 Southwestern Finland
- 5 Southern Finland



# The OSH authority's activities in 2017

OSH enforcement is mainly carried out by means of workplace inspections. In 2017, nearly 28,000 occupational safety and health inspections were carried out, of which more than 90 per cent were on-site inspections (Annex 1). Some inspections were carried out on the basis of documents. Such inspections were mainly related to terms of employment as well as to driving and rest periods.

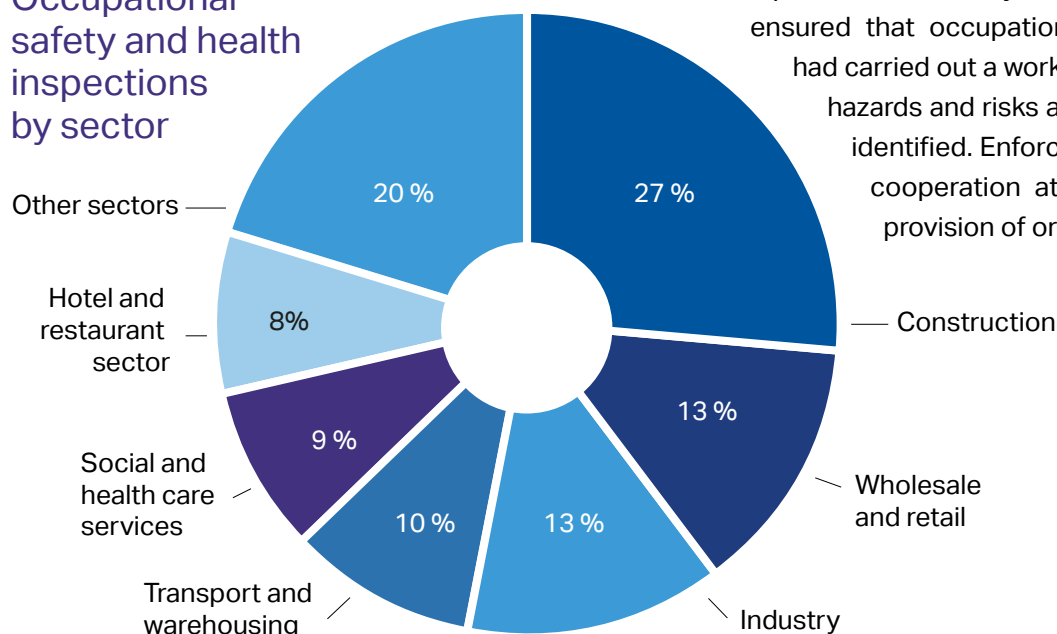
Use of powers in 2017	
Written advice (qty)	61,061
Improvement notices	8,108
Coercive measures	
Binding decisions	266
Confirmed prohibition notices	57
Periodic penalty payments	31

As a rule, the activities of the OSH authority are based on the provision of advice and guidance. There is seldom a need to take coercive measures.

2017 was a year of risk-based OSH enforcement, the implementation of which was based on the policies agreed upon and adopted in 2016 for the four-year term 2016–2019. The healthy level of targeting OSH enforcement achieved in 2016 continued in 2017: the number of written advice and improvement notices issued per inspection and the number of inspections without any guidance issued by authorities remained unchanged.

In addition to enforcement, the OSH authority processed a total of 866 licence applications in 2017. Advice and guidelines were also provided on questions relating to safety and health at work and terms of employment for which the OSH authority was contacted more than 33,000 times during 2017. The most used point of contact – roughly 80 per cent – was the national telephone service.

## Occupational safety and health inspections by sector



## OSH enforcement in 2017

To ensure the uniformity of activities, enforcement focused on certain matters in all sectors. In all workplaces covered by OSH enforcement, it was ensured that occupational health care services had carried out a workplace survey and that the hazards and risks at the workplace had been identified. Enforcement also covered OSH cooperation at the workplace and the provision of orientation.

## Construction sector

Slightly more than one-fourth of occupational safety and health inspections were targeted at the construction sector, where more than 7,300 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. During the year in review, part of enforcement in the construction sector was carried out under a national project focusing on occupational safety in renovation.

Amendments to the regulations on asbestos, which entered into force in 2016, significantly increased the need for advice on asbestos. The transition period for asbestos removal licences expired at the end of the year under review. More stringent requirements were

issued for maintenance spaces, which meant that further information was needed during the process of renewing an asbestos removal licence. A workplace inspection was carried out at such sites to ensure that the applicant company met the eligibility criteria for the asbestos licence.

The number of advance notifications for asbestos removal work increased considerably due to the increased amount of asbestos work subject to licence. The removal of cement products that contain asbestos in outdoor spaces became subject to licence. In addition, the further specifications to the process of carrying out an asbestos survey increased the amount of asbestos removal work. The transition period for the asbestos training requirements also expired at the end of the year under review, thus contributing to the need for more advice.

### Occupational safety challenges in renovation

The national enforcement, communication and research project focusing on occupational safety in renovation continued in 2017. The project involved inspections targeted at principal contractors, demolition and coating companies and companies that carry out asbestos removal work in which chemical exposure to substances such as epoxy, acrylic and urethane coatings and quartz and construction dust occurs.

More than 2,600 inspections were carried out under the project in 2016–2017. The enforcement has shown that there is much to improve in the occupational safety of renovation work. Less than a third of the inspected companies had the hazards relating to renovation under control and showed no shortcomings in the inspection. The highest number of improvement notices concerning the use of personal protective equipment at the work site was issued to principal contractors and implementers of coating work. The most important shortcomings at work sites where asbestos removal work was carried out were found in the management of dust resulting from

asbestos removal. The plans for asbestos removal work were often insufficient and, in many areas, the cleanliness of the exposure site was not conducted properly. Also, at many inspected sites, no advance notification about asbestos removal work had been given and the conditions for carrying out asbestos removal work were not met.

Communications and research also played an important role in the project, raising the project in several meetings with the stakeholders, such as the Confederation of Finnish Construction Industries RT, the Finnish Construction Trade Union and Trade Union Pro. Communications-related cooperation was also engaged in with, for example, the network of chemicals industry operators of the Finnish Safety and Chemicals Agency, Tukes, at building and construction fairs. Once completed, the research carried out under the project will be a good source of information on the management of chemicals in the construction sector from the perspective of both the employers and the occupational safety representatives. Based on the research results, it would appear that some improvements have been made in the management of hazardous chemicals within companies and at work sites.





Photo by: Virpi Saarinen

In the wholesale and retail sector, OSH enforcement also covered exposure to radon. Inspector Juho Marjakuusi reviews the situation with the representative of the inspected workplace.

### Wholesale and retail sector, hotel and restaurant sector

The total amount of inspections carried out in the hotel and restaurant sector was over 2,300 and in the wholesale and retail sector, approximately 3,000.

The inspections were especially focused on the threat of violence, physical strain and employment relationship issues. What are referred to as non-typical employment relationships are very common in the hotel and restaurant sector, and therefore the enforcement priority areas included matters relating to working times and the key terms of employment. Another focus area for enforcement was the employer's obligations concerning the use of foreign labour. Based on the findings, the hotel and restaurant sector showed deficiencies in particular in the arrangement of occupational health care services and matters relating to the workplace survey conducted by occupational health care.

In the wholesale and retail sector, the focus of enforcement was especially on the threat of violence as part of monitoring psychosocial stress. Non-typical employment relationships are also very common in the wholesale and retail sector, and therefore matters relating to working times and the key terms of employment were prioritised in enforcement in this sector as well. Matters relating to occupational health care were dealt with during the inspections under overall safety management. Attention was paid to the management of chemical hazards especially when inspecting sites in which they posed a significant risk. Based on the findings, the wholesale and retail sector showed deficiencies in particular in the investigation and assessment of risks at work and the workplace survey conducted by occupational health care. Furthermore, plenty of obligations were issued concerning matters relating to the working environment observed at the workplace during the inspection visit.



## The transport sector

Enforcement in the transport sector is regulated by the EU's norms that determine, for example, the minimum number of inspections on driving and resting periods.

Companies subject to obligations relating to driving and resting periods include lorry and bus companies, which underwent nearly 1,300 inspections during the year in review. The inspections covered 236,000 drivers' workdays. Other types of inspections of transport companies were targeted at taxis, vans and terminal operations. All in all, approximately 2,600 occupational safety and health inspections were carried out in the transport and warehousing sector. Cooperation among the OSH authority, the police, Customs and labour market organisations works seamlessly in the enforcement of the transport sector.

During the year under review, the enforcement of the transport sector paid attention to compliance with the generally applicable collective agreement and the percentual increases paid for working overtime. The problem was that the OSH authority did not receive all the digital tachograph data from the companies. This may have been due to the companies' failure to record the data according to the regulations. Written advice was also given about the lack of the so-called 'company cards' for digital tachographs. The company cards are designed to protect the driver's privacy.

The winter maintenance of roads, which has an effect on the occupational safety of transport sector workers, was raised in communications from the clients and during inspection visits. It plays a key role in the risk management of transport sector businesses.

According to the observations made during the inspections, adherence to driving and resting periods and working time recording has improved in the



Photo by: Satu Auno

**Inspectors Ari Pulli (rear) and Timo Tuovila control the working condition of crane installations and periodic inspections of vehicles.**

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.

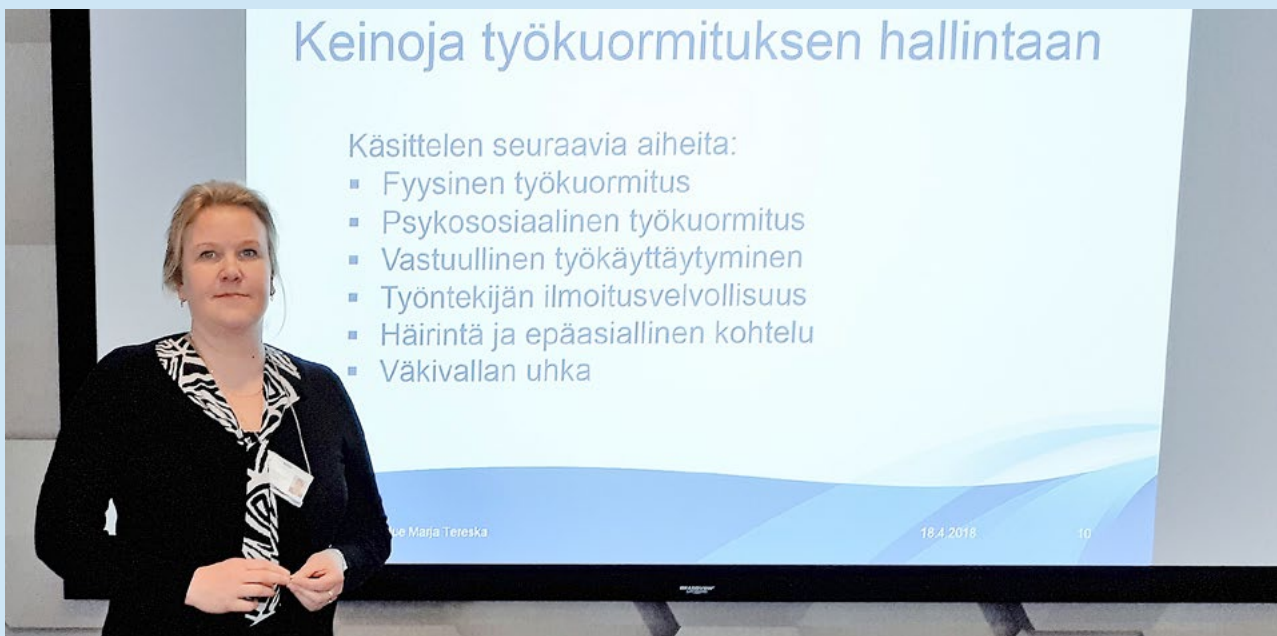
According to the observations made during the inspections, adherence to driving and resting periods and working time recording has improved in the transport sector in recent years, but guidance by authorities is still needed in these matters. Compliance with the key terms of employment is also still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

## Social and health care services

OSH enforcement of social and health care services covered the sector as a whole. The sector saw the launch of a two-year national enforcement project, YKSOTE 2017–2018, aimed at preventing harmful strain. The project was targeted at private-sector employers. Nearly 2,300 inspections were carried out, of which 800 were targeted at private sector workplaces under the YKSOTE project.

The key development targets detected in the social and health care sector were identifying and reducing physical strain and psychosocial stress, managing the threat of violence and utilising occupational health cooperation to reduce harmful strain.

The sector's OSH activities are currently being challenged by the changes to the service structure occurring at a rapid pace and also requiring the capacity for renewal by safety management.



Marja Tereska, Coordinator of the YKSOTE project, gave practical nurses a presentation on how they can influence the stress and strain they experience at work.

### Stress and strain made visible at private social and health care sector workplaces

The YKSOTE project involves monitoring the OSH challenges presented by the changing of the service structure to the work carried out by social welfare's housing and institutional services and in medical centres, children's day care centres and people's homes.

In addition to enforcement, the project tackled the special OSH issues in the sector and examined the occupational safety and health of personal assistants,

which is based on the act on social services for people with disabilities together with various organisations.

The findings of the YKSOTE project showed that the heavy workload of managerial staff affects the workplace-level development of OSH at many workplaces.

A series of seminars focusing on supporting managerial work was organised under the project to address this situation. The seminar materials and information that supports OSH in the social and health care services sector have been compiled on the project website accessible via the website [Tyosuojelu.fi](http://Tyosuojelu.fi).





Photo by: Reetta Aho

At industrial sector workplaces, maintaining order and cleanliness influences safety at work, the ease of performing one's work and, as a result, overall productivity.

## Industry and mining

During the year under review, the industrial sectors at which OSH enforcement was particularly targeted were the food, wood and metal industries. The total number of inspections carried out at industrial sector workplaces was approximately 3,600.

Enforcement was targeted at the industrial sector's maintenance and investment sites with the approach of defining them as shared workplaces. In industry, OSH emphasises factors related to the physical working environment, but enforcement also paid attention to psychosocial stress. Other enforcement topics included 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 the industrial sector's shared workplaces, the safety practices of employers who have principal control have improved in particular. Shortcomings were observed in the measures for preventing accident risks and mutual hazards, protection from falling objects and the use of personal protective equipment.

In Finland, mining is concentrated in the northern and eastern regions of the country. In the mining sector, thousands of employees work in a shared workplace. As there are several risks factors involved in mining, there have been extensive enforcement activities in the sector for several years already. Occupational safety in the sector has developed positively. As for contractors operating in mining areas, inadequacies were discovered in particular when it came to ensuring the operability of machinery and equipment as well as in the performance of workplace surveys by the occupational health care service.



## Agriculture and forestry

OSH enforcement in agriculture and forestry aims at improving the employers' capacity to identify and eliminate harm and risk factors and create functional practices for safety management.

Approximately 470 inspections were carried out at workplaces in the agricultural and forestry sector, some 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 workers are commonly employed.

## Shipping

As in the previous years, OSH enforcement in shipping consisted of inspections concerning maritime labour certificates (MLC) and other periodic shipping inspections, as well as the investigation of accidents. OSH enforcement in shipping was carried out in close cooperation with the maritime safety authorities. The cooperation and exchange of information between the authorities was fluent.

For several years now, the inspections have paid attention to adequate rest periods and the actual hours worked of crew members. The small number of crew members and tight schedules lead to inadequate rest periods on many vessels. Inspections of vessels are comprehensive. In addition to working hours and rest periods, the inspections focused on the working and living conditions of seafarers.

Besides conducting OSH inspections of vessels, the OSH authority is tasked with investigating occupational accidents in shipping. More specifically, serious workplace injuries and accidents at work are investigated by the OSH authority. The investigations focus on determining the course of events, the reasons for the accident and any factors that can help prevent the same mishaps from happening again. The targets set for the year were achieved in OSH enforcement in shipping.



Photo by: Reetta Aho

**Inspector Jyri Saarikoski and the driver of a forest machine discuss the safe use of machines and safety at work.**





Photo by: Virpi Saarinen

The info session on the use of foreign labour and the Act on the Contractor's Obligations and Liability when Work is Contracted Out held in Helsinki in October 2017 reached nearly 300 people at the venue and via livestream. The session's interactive approach and the use of livestream and chat were praised by the participants.

## 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 act is to promote fair competition between companies and compliance with terms of employment. The goal of enforcement is to prevent negative effects caused to companies and society by the shadow economy and unhealthy competition. A major change in the enforcement of the Contractor's Liability Act in 2017 was the widening of the OSH authority's right of access to information.

During the year under review, approximately 1,900 inspections related to contractor's liability were carried out, and the amount of written advice issued in them was close to 3,000. The enforcement was especially focused on companies and public entities that use subcontracting or employee leasing. In 2017, enforcement of contractor's liability included

inspections of operators in the construction sector, industry, logistics, the service sector, primary production and public administration.

The observations made during inspections of contractor's liability in 2017 were very similar to those made the previous year. The long-term enforcement work, sector-specific legislative amendments and cooperation with the stakeholders carried out in the construction sector meant that the inspected sites were in very good condition. As a rule, the compliance of large contractors with the Contractor's Liability Act was rated 'excellent'. As it turned out, the problems in the construction sector run deeper, in the contract chain and the construction sites of single-family homes. Awareness of the Contractor's Liability Act is clearly better in the construction sector compared to other sectors. Apart from construction, awareness of the contractor's liability legislation remained poor at the sectoral level. The poor knowledge of the Contractor's Liability Act was shown, for example, by the relative growth in the amount of written advice issued on the subject.



Photo by: Virpi Saarinen

Factors contributing to psychosocial stress are monitored in almost all OSH inspections. Inspector Vilja Arola (right) is conducting an OSH inspection at a film production company.

## Psychosocial stress

Causes of psychosocial stress at the workplace include unreasonable time pressure, the amount of work, constant interruptions, difficult interactions with clients or social relationship problems in the work community. Harmful psychosocial stress can occur in any workplace.

During the year under review, nearly all the inspections of the OSH authority involved psychosocial stress factors in addition to other topics. The objective of including psychosocial stress in the inspections was to see whether they had been taken into account in risk assessments and in the workplace survey carried out by the occupational health care service. Shortcomings were observed in roughly 30 per cent of the inspected workplaces. This may be due to not recognising or perceiving psychosocial stress as an occupational safety and health risk. It was also discovered that workplaces often lack the skills needed to assess psychosocial stress. Based on the observations, it was

also typical for the workplace surveys of occupational health care services not to cover psychosocial stress.

A need to address psychosocial stress more thoroughly was found in 3,300 inspections on the basis of either a preliminary assessment or the observations made during the inspection. Enforcement dealt with the issue more extensively when inspecting workplaces in the social and health care sector, public administration, parishes and religious organisations and in the education sector, as well as in workplaces with mostly white-collar workers. In the above workplaces, the inspection also involved assessing whether the employer had taken sufficient measures to reduce or avoid harmful strain and whether effective practices for monitoring the work community were in place. Shortcomings were discovered in one-fourth of the workplaces. This shows that there is great variation among workplaces. As coercive measures, the highest number of binding decisions were issued in the social and health care sector.

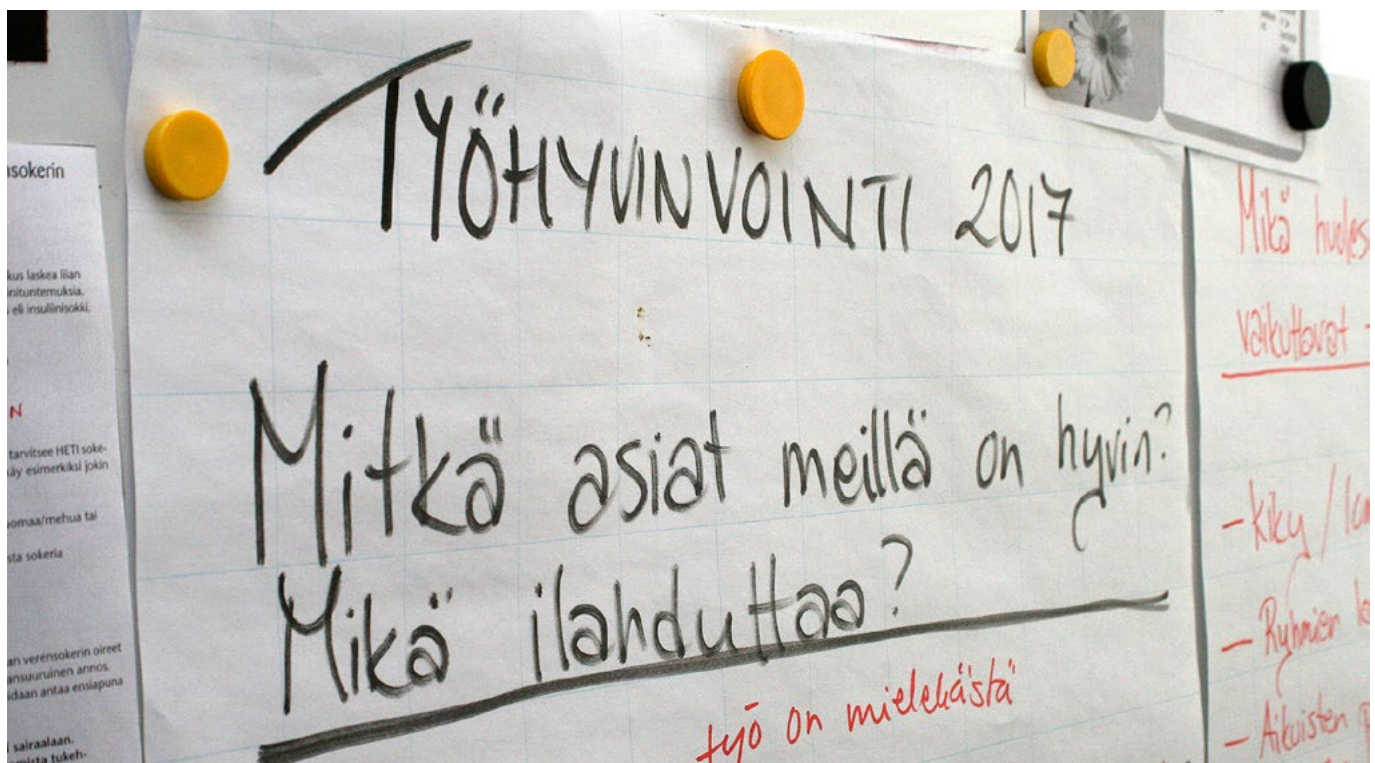


## Discrimination

The OSH authority enforces the prohibition of discrimination in the workplace in accordance with the provisions of the Non-discrimination Act. OSH enforcement relating to discrimination includes measures taken on the basis of client communications and workplace inspections carried out at the authorities' initiatives, especially with regard to the use of foreign labour. At its own initiative, the OSH authority monitors, for example, notifications of job vacancies, taking action whenever discrimination is found in them. If the information provided by a client gives cause to suspect that the employer has acted in violation of the provisions of the Non-discrimination Act, the inspector will initiate enforcement measures. Inspections concerning discrimination in the workplace are usually based on documents. In 2017, employers were found to have acted in violation of the prohibition of discrimination in less than one-third of the occupational safety and health inspections carried out. In those cases, written advice or an improvement notice was issued to the employer, urging them to comply with the prohibition of discrimination.

Reports of suspected discrimination submitted in writing to the OSH	
Reports of suspected discrimination submitted in writing (several grounds for suspecting discrimination may be presented in one report)	197
Grounds for discrimination experienced the most	
• State of health	86
• Age	27
• Belief or opinion	26
Grounds for discrimination experienced the least	
• Disability	6
• Political activity	3
• Religion	3
• Sexual orientation	–
Inspections relating to discrimination carried out by the OSH authority	
Written advice or improvement notices issued regarding discrimination	28
Calls to the national telephone service	
	545

Discrimination in the workplace was also the reason for many who called the OSH authority's national telephone service.



## Licences issued by the OSH authority

Legislation imposes restrictions on how certain kinds of work may be performed or assigned. The OSH authority's authorisation or exemption is needed for certain kinds of work. The OSH authority grants chargers' certifications, asbestos removal licences, exemptions related to the Working Hours Act, exemptions related to young workers, and exemptions from crane operator qualification.

The OSH authority's licence administration in 2017	
Chargers' certifications	388
Asbestos removal licences	130
Exemptions related to the Working Hours Act	123
Exemptions related to young workers	163
Exemptions from crane operator qualification	61
Other exemptions	1

## Notifications submitted to the OSH authority

A notification must be submitted to the OSH authority about certain types of work before the work commences, such as construction, asbestos removal and the employment of persons aged 16–17 in hazardous work. The occupational safety and health authority must be notified without delay of the occurrence of a serious occupational accident, as well as if any emergency work is carried out.

Every year, the OSH authority receives approximately 7,500 advance notifications of construction work and approximately 12,000 asbestos removal notifications.

As of the beginning of September 2017, companies who send their employees to Finland are required to submit a notification of posting of workers before their posted worker begins work in their job.

## Posting of workers is subject to notification

The Act on Posting Workers entered into force in 2016. As of the beginning of September 2017, companies who send their employees to Finland are required to submit a notification of posting of workers before their posted worker begins working. The notification can be submitted using an electronic form available on the website [Tyosuojelu.fi](http://Tyosuojelu.fi).

Approximately 3,000 notifications of posting of workers were received during the year in review. Mostly the notifications concerned workers who were posted to work in the sectors of specialised construction, house-building, and the repair, maintenance and installation of machinery and equipment.



Photo by: Reetta Aho



# The OSH authority provides advice and guidance

The provision of advice and guidance is the OSH authority's statutory duty. The OSH authority's most important channels for providing advice and guidance are its website Tyosuojelu.fi and the national telephone service.

The provision of advice and guidance is part of OSH enforcement, aimed at promoting self-initiated occupational safety and health work at workplaces so that at least the minimum requirements set by law are met.

## The OSH Administration's website Tyosuojelu.fi

In 2017, the Tyosuojelu.fi website had more than 840,000 users. The website serves as an interactive service channel between the employers and the OSH authority

for tasks such as submitting advance notifications about construction and asbestos removal work. In 2017, the website underwent an overhaul which included renewing the published forms, updating the contents and improving the usability of the web pages. All this was done as part of the development of the website Suomi.fi.

The number of users of the Tyosuojelu.fi website increased by nearly one third over the previous year. The users have been the most interested in employment relationship-related matters, such as the termination of employment, annual holidays, layoffs and certificates of employment. The number of views of several individual pages has at least doubled compared to the previous year's numbers. For example, the web pages on extra work and overtime, the tasks of an occupational safety representative and incorrectly paid wages and salaries were viewed significantly more times than in 2016.



Photo by: Virpi Saarinen

Besides enforcement, inspectors provide advice and guidance on how to identify health risks so that health hazards can be proactively prevented. Inspector Sami Kajander maps the situation at a workplace.

In 2017, approximately 250 tips were sent using the shadow economy tipoff form available on the website Tyosuojelu.fi and the received tipoffs were forwarded for processing to the Divisions of Occupational Safety and Health.

## National telephone service

The OSH authority's national telephone service received almost 25,000 calls during 2017. In the telephone service, OSH inspectors from the OSH Divisions provide advice and guidance to the callers. Enforcement requests concerning occupational safety are also accepted via the telephone service as needed.

The telephone service provides advice in four areas based on subject matter: employment relationships, working environment issues in general, working environment issues in the construction sector, and well-being at work with special focus on inappropriate treatment, harassment, discrimination and psychosocial stress.

The calls made to the telephone service about employment relationship matters during the year under review mostly concerned the termination of employment and wages and salaries. Most commonly, questions about working environment issues in general involved indoor air quality, while questions about working environment issues in the construction sector were

The OSH authority's national telephone service number is 0295 016 620, and it serves clients on weekdays from 9 am to 3 pm.

Calls received by the OSH authority's national telephone service in 2017	
Employment relationship	15,011
Working environment	4,083
Construction sector	3,007
Well-being at work	2,513
<b>Total</b>	<b>24,614</b>

mostly about the asbestos legislation. More than half of the calls made about well-being at work concerned experiences of harassment at work.

## Other communication channels

The OSH Administration has its own Twitter and Facebook accounts. The number of followers of these accounts grew from the previous year. The OSH Administration has more than a thousand followers on various social media sites. In principle, people who contact the OSH Administration through social media are directed to the website Tyosuojelu.fi. In 2017, active communications cooperation was initiated with other occupational safety and health operators with the objective of promoting practical occupational safety and health themes in social media.

The production of the OSH Administration's publications was transferred to digital format at the beginning of 2017. The change also included revamping the graphic design of the publications. Over 20 guides, reports and bulletins were published during the year in review. The publications are available free of charge as e-publications and printable PDF files on the website Tyosuojelu.fi.

During 2017, the OSH Administration joined other occupational safety and health operators to participate in five fairs in which experts from the OSH Divisions of the Regional State Administrative Agencies were also present. The fairs' combined total was roughly 3,300 visitors; many people were reached through them. Social media was utilised during the fairs to spread the message even wider. More than 100 groups visited the occupational safety and health exhibition in Tampere during the year in review. Making the exhibition more virtual began in 2017 with the design phase of the conceptualisation of a virtual exhibition.

During the year in review, the OSH Administration published 115 nationwide media releases and 60 online news releases. The OSH Administration also participated in the European Agency for Safety and Health at Work's campaign "Healthy Workplaces for All Ages".

# The OSH Administration's resources

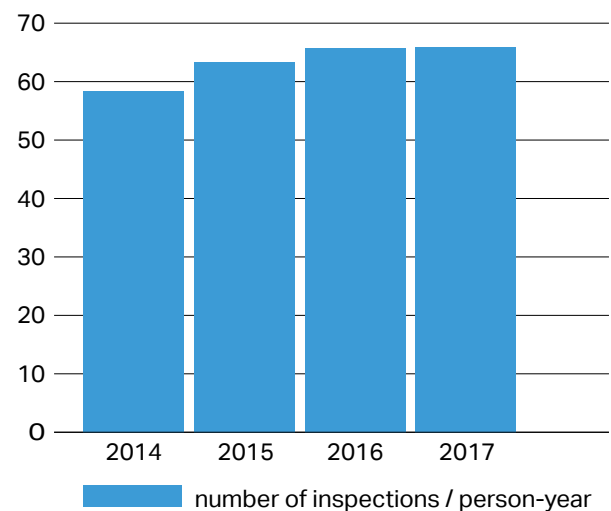
The human resources at the disposal of the OSH Divisions of the Regional State Administrative Agencies should be utilised as effectively as possible.

The ratio of occupational safety and health inspections carried out during the year in review was 66 per one person-year. The number of inspections per person-year has been increasing steadily in recent years.

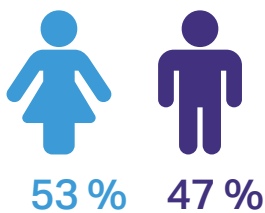
Effectiveness has been boosted, for example, through the control data system (Vera). The system provides a framework for the inspection process and makes the written work related to inspections easier. The control data system Vera also makes reporting smoother.

The number of inspections per person-year has been increasing steadily.

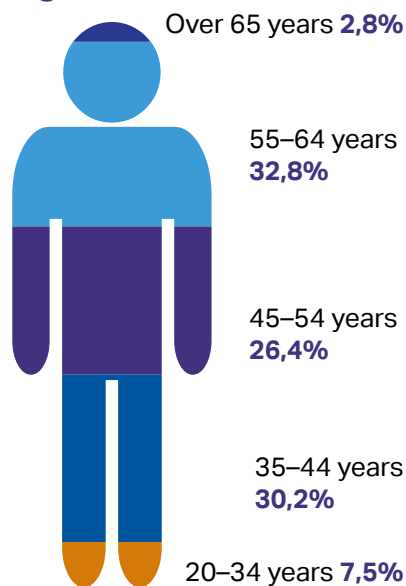
## Number of inspections in relation to person-years



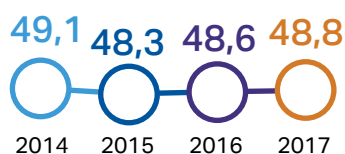
## Gender distribution



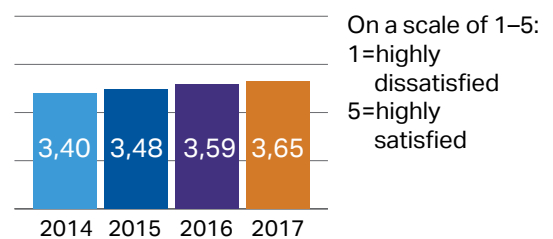
## Age breakdown



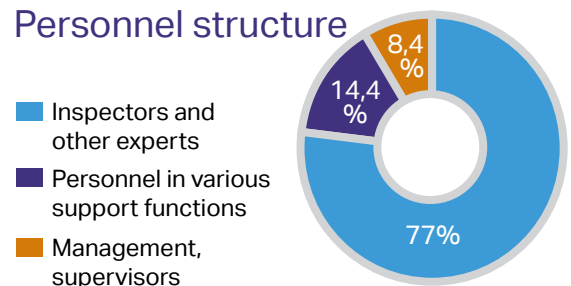
## Average age



## Job satisfaction



## Personnel structure





# Legislation enforced by the OSH authority and its drafting

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

The Ministry of Economic Affairs and Employment drafts and develops labour legislation which comprises, for example, the Employment Contracts Act, the Working Hours Act, the Annual Holidays Act, the Non-discrimination Act, the Act on the Protection of Privacy in Working Life, the Collective Agreements Act, the Study Leave Act and the Pay Security Act, as well as legislation on cooperation within undertakings.

The preparation of labour legislation is a tripartite process, carried out in cooperation with the interest groups of employers and employees. Besides labour legislation, the terms of employment for employees are defined, for example, in the collective agreements of various sectors.

For the most part, the enforcement of labour legislation is the responsibility of the OSH Divisions of the Regional State Administrative Agencies.

The labour legislation prepared through a tripartite process during the year in review is compiled in Appendix 2. The laws enforced by the OSH authority are compiled on the website [Tyosuojelu.fi](http://Tyosuojelu.fi) under Current labour legislation (only available in Finnish and in Swedish).





# OSH enforcement in transition

**E**nforcement is constantly developed by the OSH Administration. The nationwide development activities have benefited from enforcement coordination tasks, national projects and enforcement guidelines. At the beginning of the new four-year term, several major changes were implemented in 2016 in the activities of the OSH Divisions and the targeting of risk-based enforcement was developed. National cooperation was also increased through the centralisation of certain tasks into a single nationwide OSH Division and by introducing a national telephone service.

In 2017, a new perspective on the development of OSH enforcement was provided by the preparation of the national licensing and supervisory authority, Luova. Besides risk-based enforcement, during the year in review, the focus remained on developing the content of enforcement on a national level. The piloting of risk-based enforcement began in the hotel and restaurant sector, the construction sector, the transport sector and in industry. The piloting is aimed at ensuring the uniformity of OSH enforcement in the whole country while taking into account any workplace-specific needs and requirements.

The OSH Administration has also previously collected feedback from its clients. Employer and employee organisations are closely cooperated with in matters relating to occupational safety and health and feedback has been collected at the workplace level under various independent projects. In 2017, the OSH Divisions of the Regional State Administrative Agencies piloted the customer feedback system under development by collecting feedback in the workplaces subject to enforcement.

The customer feedback collected plays a key role in developing the enforcement activities when the



Photo by: Virpi Saarinen

**When selecting, measuring and setting up a workstation's structures and work equipment, it must be ensured that they are ergonomically correct. Inspector Tessa Olin carries out ergonomics enforcement at a day care centre.**

transition is made to a national agency.

The OSH Administration is involved in many development projects that are aimed at creating more client-oriented services through digitisation. The National Architecture for Digital Services provides a compatible infrastructure for developing the electronic services of public administration. The act on the National Architecture for Digital Services came into force in the year in review. The OSH Administration participated in the implementation of the National Architecture for Digital Services, for example, by preparing descriptions of its key services for the website Suomi.fi in cooperation with the Regional State Administrative Agencies.



Photo by: Kristiina Linna

The cooperation between Nordic OSH authorities is active. Inspector Kristiina Linna was in Sweden through a staff exchange programme. While there, she took part in an occupational safety and health inspection of a construction site of the Stockholm Bypass project with her Swedish colleagues.

## Cooperation and networking with other actors

Cooperation with a wide range of actors both in Finland and globally is a significant factor in increasing the efficiency of OSH enforcement and OSH Administration activities.

### More efficient cooperation and exchange of information between authorities

The OSH authority cooperates closely with a number of different authorities. Especially in combating the shadow economy, the increased exchange of information and

cooperation between various authorities has made enforcement more efficient. One of the major changes during the year under review was the widening of the OSH authority's right of access to information. Secret information will be disclosed to the OSH authority for the purposes of enforcement concerning compliance with the minimum terms of employment, the use of foreign labour or compliance with the Contractor's Liability Act. In the enforcement of the contractor's liability and foreign workers, the OSH authority can utilise the obligation fulfilment reports prepared by the Grey Economy Information Unit.



One key form of cooperation between authorities is to carry out inspections together when combating the shadow economy and in the enforcement of the use of foreign labour. The OSH authority carries out inspections together with the police, the Border Guard, the alcohol licensing inspectors of the Regional State Administrative Agencies, the Customs Authority, the Tax Administration and the Finnish Centre for Pensions.

Inspectors who carry out enforcement of foreign workers, the construction sector and the contractor's liability carry out inspections of construction sites together with the Tax Administration and the Finnish Centre for Pensions. The targets of such inspections are planned well in advance by utilising the information held by various authorities.

Inspections of construction sites may also be carried out together with the police. If inadequacies are detected during the inspections in the personal IDs with tax numbers or in the site's list of employees, the police can impose a fine then and there without having to go through a cumbersome administrative procedure.

In addition to the above examples, the OSH authority also cooperated during the year in review with the following actors: the Workers' Compensation Centre, the Radiation and Nuclear Safety Authority in Finland, the Finnish Safety and Chemicals Agency, the Finnish Transport Safety Agency, Finnish municipalities and other OSH Divisions of the Regional State Administrative Agencies.

## Labour market cooperation with OSH committees

The OSH Administration cooperates with employer and employee organisations. The official cooperation bodies are the regional tripartite OSH committees, which are tasked with supporting and developing OSH enforcement and act as a link between the OSH Divisions, regional OSH actors and labour market organisations. The OSH committees deal with significant OSH development, design and monitoring projects in the region, the general operating policies and performance targets for occupational safety and health, and the allocation of resources with the aim of promoting occupational safety and health and other matters of importance to the regional development of working environments.



Photo by: Reetta Aho

Exhibition Manager Ari Helenius (left) shows protective equipment to Inspector Shylon Muscat from Malta (right). The visit was hosted by Director Arto Teronen.

## Experiences of international cooperation

The OSH Administration participates in many forms of international cooperation, from grassroots cooperation in individual enforcement cases to various higher-level development tasks, campaigns and preparation of legislation.

Due to the free movement of workers within the EU, the authorities are also forced to increase their mutual exchange of information and direct contacts at the international level. Cooperation related to practical enforcement activities is conducted particularly closely with the occupational safety and health authority of Estonia. Primarily, the cooperation has been related to the enforcement of the minimum terms of employment of workers posted to Finland from Estonia and the posting companies' compliance with the contractor's obligations and liability. The cooperation has also included dealing with occupational safety issues with Estonian companies operating in Finland. The cooperation has enabled gaining a good understanding of both party's powers and capabilities.

Nordic cooperation is active and well-established. The objectives of Nordic cooperation are to spread best practices and improve the opportunities to exercise influence at the EU level.

A joint Nordic project coordinated by Sweden was launched in 2017, which is related to the EU forum for

tackling undeclared work. The goal of the two-year project is to share best practices relating to tackling undeclared work in terms of both enforcement and communications activities. The project includes labour inspector exchange programmes for the Nordic countries, cooperation related to communications and an impact assessment relating to tackling undeclared work. Additionally, Finland participated in a joint project of the Nordic countries concerning the identification of exploitation of labour. During the year under review, the OSH authority participated in two EU projects concerning posted workers. The goal of the projects is to make enforcement of the minimum terms of employment of posted workers more efficient. One of the key challenges identified in the projects is how to share information fluently across borders about companies that have neglected their obligations so that enforcement can be targeted more efficiently in different countries. The inspectors' personal contacts enable seamless cooperation and information sharing in enforcement. As part of the project, Finland engaged in practical cooperation with the occupational safety and health enforcement authorities in Latvia and Poland to improve the efficiency of enforcement.

Finland also participates in the European cooperation on occupational safety and health as part of the Senior Labour Inspectors' Committee (SLIC). The activities of the SLIC include improving the enforcement of health and safety at work and preparing guides, instructions and policies together, as well as the arrangement of labour inspector exchange programmes.

In 2017, Finnish inspectors went on staff exchanges to Austria and Ireland and one inspector came to Finland under a labour inspector exchange programme from Malta.

During the year under review, the SLIC launched a two-year campaign for the improvement of safety at work of leased employees because the use of leased labour has increased significantly and leased employees

## The inspectors' personal contacts enable seamless cooperation and information sharing in enforcement.

tend to have an above-average frequency of accidents at work. Under the campaign, the member states carry out inspections of both temporary agencies and companies that use their services.

Finland also participated in the SLIC working group in which chemicals experts prepared a guide for inspectors on inhalation exposure to quartz dust at construction sites.

The SLIC has developed an assessment system that can be used to assess each member state's occupational safety and health administration at regular intervals. The purpose of the assessments is to ensure the enforcement of EU legislation on occupational safety and health as well as efficient OSH enforcement in the member states. Each year, 2–3 countries are assessed and a specific assessment group is established for each assessment. In 2017, Finland participated in the assessment of the occupational safety and health administrations of Germany and Greece.

Finland participates in the drafting of EU legislation on occupational safety and health in the Advisory Committee on Safety and Health at Work (ACSH), which is a body operating within the European Commission. During the year in review, the International Labour Organisation (ILO) and Finland decided, on Finland's initiative, to jointly establish a coalition of various organisations, whose remit is to improve working conditions globally and spread the agreed OSH targets more widely around the world. The objective is to produce practical solutions for use, for example, in the improvement of accident reporting and the calculation of the costs of poor working conditions.



# The OSH Administration in figures

	2014	2015	2016	2017
<b>Inspections and inspected sites</b>				
Total number of inspections	26,644	28,732	28,325	27,591
Total number of inspected sites	21,779	24,074	23,776	22,892
<b>Document inspections (inspection carried out on the basis of documents)</b>				
Number of document inspections	2,499	2,871	2,335	2,507
<b>Workplace inspections (inspection carried out by visiting the workplace)</b>				
Number of workplace inspections	24,145	25,861	25,991	25,084
Time used for one inspection at the workplace, average number	1.5	1.4	1.4	1.4
<b>Written advice and improvement notices</b>				
Written advice	55,232	56,207	62,689	61,061
Improvement notices	7,949	8,342	8,120	8,108
<b>Coercive measures</b>				
Prohibition notices confirmed by the OSH authority	50	35	33	57
Binding decisions	229	234	319	266
<b>Investigation requests and statements</b>				
Investigation requests to the police	405	367	411	395
Statements to the police/prosecutors	542	480	476	636
<b>Demand for services</b>				
Number of client contacts *	40,800	42,800	37,800	33,600
Calls to the national telephone service			23,289	24,614
Inspections carried out based on a request	1,819	1,601	1,827	1,687
Users of the website Tyosuojelu.fi			651,843	840,186
<b>Investigation of occupational accidents and occupational diseases</b>				
Occupational accidents investigated	1 210	936	868	939
Occupational diseases investigated	36	42	41	44
<b>Resources</b>				
Personnel	449	453	431	418
Operating expenditure (€ 1,000)	28,548	28,169	26,184	25,220

\* The total number of client contacts is estimated based on a two-week review period conducted two times per year. The national telephone service began its operations on 1 February 2016. Monitoring data on the actual number of calls is available starting from this date.

## Legislation completed in 2017

- |     |   |     |   |
|-----|---|-----|---|
| 286 | Government Decree Amending Section 37 and the Annex of the Government Decree on the Safe Use and Inspection of Work Equipment<br><i>Issued on 11 May 2017</i> | 926 | Act Amending the Act on Occupational Safety and Health Enforcement and Cooperation on Occupational Safety and Health at Workplaces<br><i>Issued on 14 December 2017</i> |
| 289 | Government Decree on the Working Environment on Board Ships<br><i>Issued on 18 May 2017</i>   | 927 | Act Amending the Occupational Safety and Health Act<br><i>Issued on 14 December 2017</i>  |
| 918 | Act Amending Chapter 11 of the Employment Contracts Act<br><i>Issued on 14 December 2017</i>  | 933 | Government Decree on Protecting Workers from Hazards Caused by Biological Agents<br><i>Issued on 14 December 2017</i>   |
| 919 | Act Amending the Act on Posting Workers<br><i>Issued on 14 December 2017</i>  |     |   |