



Annual Report of the Occupational Safety and Health Administration in Finland 2018

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Occupational Safety and Health Administration in Finland 2019

Annual report designed and created by: Communications for the Divisions of Occupational Safety and Health at the Regional State Administrative Agencies

Cover photo by Timo Tuovila

Management's review

In the past year, the Divisions of Occupational Safety and Health monitored the Finnish working life and workplaces in accordance with the agreed performance objectives. The Divisions achieved their objectives, which is a good accomplishment considering the changes that took place during the year. The turnover of employees in the Divisions exceeded the expected level, and the operations were marked by the preparations related to the establishment of the National Supervisory Authority (Luova).

In enforcement, the actions agreed for the framework period 2016–2019 were continued to be implemented – selecting the appropriate targets, sufficient enforcement volumes and enforcement of the agreed and relevant issues. Last year, the OSH Administration achieved a number of successes, which means that we are staying abreast, among other things, with the evolving working life. For our clients, it was important that we were able to meet customer demand, maintain a high level of customer service and provide services while meeting the objectives set for deliveries and availability. The functioning of our permit and reporting procedures is essential for our clients.

Clients will also benefit from the development of our operations. Last year, among other things, electronic services took steps forward, which not only supports clients but also our activities related to the utilisation of digitalisation.

The successful implementation of the special tasks of the Divisions will further strengthen the development of common policies in the future as well. Enforcement is also carried out through projects and campaigns, some of which are carried out at a national level. Although we proceeded in this area as well, further work is still required.

We have only recently found out that the National Supervisory Authority (Luova) will not be established as planned, and the related preparation work is terminated. The next government will determine the next steps for any reforms in the agency's structure.



Photo: Riitta Grönroos

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

The work that has been done was not carried out in vain, as the key parts can be used in the current operations and their development. Close cooperation between the Divisions of Occupational Safety and Health creates the conditions for national authority that may be established in the future.

The next four-year enforcement period is currently being planned. During the past year, good input for the continuous development of enforcement was received from, for example, the joint staff days for occupational safety and health and the customer feedback that we received. When planning our future that serves the working life going forward, it is essential that we identify the changes in our operating environment and develop our activities while taking into account the views of staff and stakeholders. It is clear that the importance of knowledge is increasing, and the utilisation of digitalisation is a part of our operations.

Finally, I would like to express my sincere thanks to the staff of the Divisions of Occupational Safety and Health for their work in the past year.

OSH enforcement goals and social impact

The OSH authority monitors compliance with labour legislation. Employers and their compliance with binding legislation is the target of OSH enforcement. The objective of OSH enforcement is to influence the safety management and working conditions in workplaces by supporting and promoting the taking of self-initiated occupational safety and health measures. Another goal is to exercise fairness in working life by preventing violations of the terms of employment and other common rules.

The main tool for OSH enforcement is workplace inspection. The aim is that the focus of workplace inspections initiated by authorities is based on risks, with workplaces with the most significant risks being the main target. The OSH inspections address identified shortcomings and are primarily aimed at supporting the self-initiated measures in the workplace. The enforcement approach is partly characterised by the fact that, based on customer feedback on workplace inspections, there is demand for even more inspections and other communication between the authorities and workplaces. In addition to workplace inspections, enforcement is carried out based on documents.

The impact of the operations of the OSH authority is also boosted by means of communications. Compared to enforcement, communication can reach a larger target group and promote the development of occupational safety and fair working life more comprehensively beyond the minimum legal obligations. The OSH authority provides guidance and advice to employers and employees on questions related to safety and health at work and terms of employment through a website and by phone. The [Tyosuojelu.fi](https://tyosuojelu.fi) website provides key OSH-related information and is constantly being developed based on customer demand.

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. These notifications are used when defining the targets of enforcement measures.

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 Finnish society's perspective, OSH activities promote equality in working life and reduce any adverse effects on society.

Customer feedback survey

In 2018, the OSH authority conducted a customer feedback survey related to the inspection visits. The survey was sent to 2,373 persons who participated in the inspections, with the number of received responses being 764. The survey statements were assessed on a scale from 0 to 100. On average, the work of the OSH authority received the following scores:

- 70 The audit discussed important OSH issues in our workplace
- 78 Interaction between the inspector and workplace during the inspection
- 73 The inspection report is useful in promoting safety in our workplace
- 72 The inspection improved the motivation for taking care of OSH-related issues
- 70 The inspection increased understanding of the importance of good OSH activities in relation to the other operations of the organisation

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 Divisions of Occupational Safety and Health 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: Contractor's Liability Act) and issuing 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 objective is to promote and maintain the employees' work capacity and functional capacity and to prevent work-related health hazards and risks. Enforcement also ensures that the rules of working life are observed.

The duties of the OSH Divisions of the Regional State Administrative agencies are:

- to carry out client-initiated and authority-initiated OSH enforcement
- to investigate the reasons for serious occupational accidents, occupational diseases and work-related illnesses 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



Duties of occupational safety and health authorities in 2018

OSH enforcement is mainly carried out by means of workplace inspections. In 2018, over 26,000 inspections were carried out, with nearly 90% carried out in the workplaces (appendix). Some inspections were carried out on the basis of documents. Such inspections were mainly related to terms of employment as well as driving and rest periods.

Exercise of competence in 2018	
Written advice (qty)	57,095
Improvement notices	7,400
Coercive measures	
Binding decisions	295
Confirmed prohibition notices	83
Periodic penalty payments	37

Year 2018 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. A good level of enforcement was maintained: the number of written advices and improvement notices issued per inspection and the number of inspections without any guidance issued by authorities remained nearly unchanged.

In addition to enforcement, the OSH authority processed a total of 858 licence applications in 2018.

Advice and guidelines were also provided on questions relating to safety and health at work and terms of employment in relation to which the OSH authority was contacted more than 35,000 times. The most used point of contact – over 60 per cent – was the national telephone service.

Occupational safety and health inspections by sector

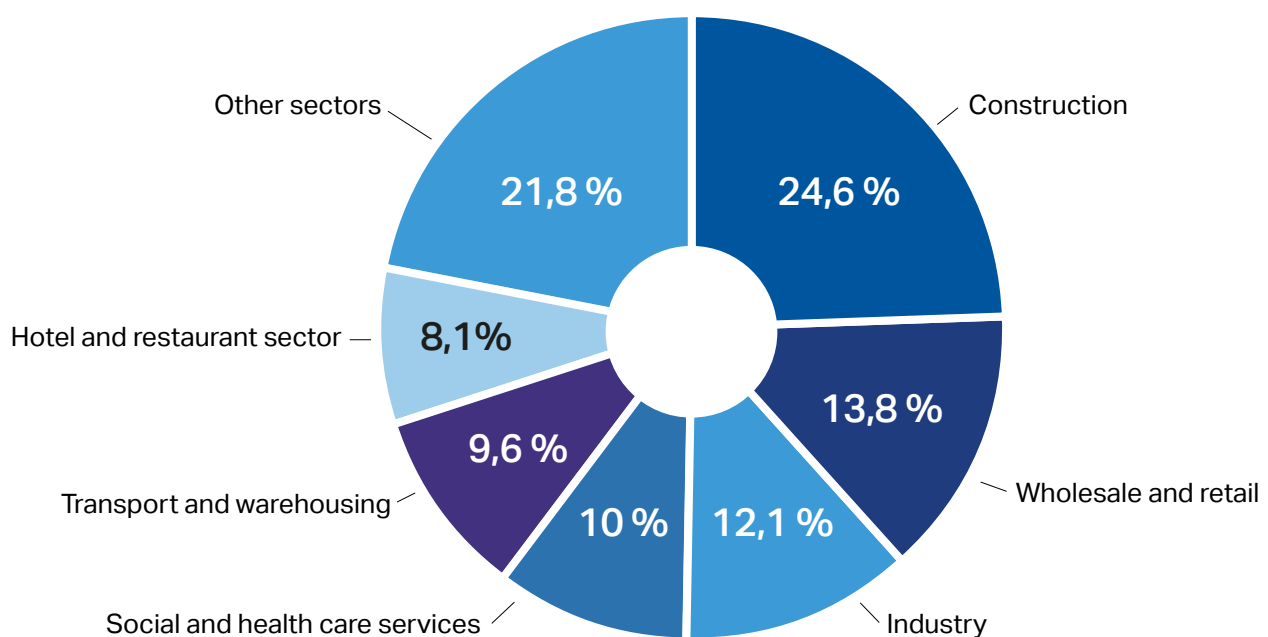




Photo: Peter Johansson

Prefabricated construction was under special OSH enforcement actions in May 2018. During two weeks, construction sites with prefabrication were inspected in various parts of Finland. The photo was taken in Vantaa.

Construction sector

In 2018, about a quarter of all inspections were made in construction, with the total number of OSH inspections in construction being nearly 6,500. The most common deficiencies on construction sites were related to fall protection, walkways and the use of personal protective equipment.

In the year in review, a national enforcement campaign for element control was carried out with a total of 45 inspections. The enforcement campaign was focused on construction sites with ongoing installation of elements. The main shortcoming that was discovered was the preparation of fall protection plans. Although deficiencies were identified, the conclusion after the enforcement action was that, in terms of OSH-related matters, the implementation of element installation had taken steps forward.

In addition to the principal contractors and employers, developers were also monitored on the construction sites. The developers' documents

were inspected at over 200 inspections. Most of the documents were in order and no obligations were imposed concerning them. A developer must appoint a qualified security coordinator for each construction project. In total, almost 30 obligations were imposed in relation to cases where no security coordinator had been appointed or where defects related to the tasks assigned to the security coordinator were discovered.

Industrial construction and the related parties were monitored separately in connection with nationwide projects. Both principal contractors and subcontractors were monitored on more than 20 construction sites.

In addition to monitoring, communication measures were taken in order to improve occupational safety in the construction industry, with joint, national bulletins published on the enforcement-related observations.

A majority of the client contacts were related to asbestos and the risk of falling. The demand for asbestos-related advice continued to be affected by the change in asbestos legislation, which took effect in 2016.

Wholesale and retail sector, hotel and restaurant sector

During the year in review, the total amount of inspections carried out in the hotel and restaurant sector was approximately 2,200, with a total of approximately 3,800 inspections carried out in the wholesale and retail sector. The inspections focused especially on the threat of violence, physical strain and employment relationship issues.

So-called non-typical employment relationships are very common in both the wholesale and retail sector and the hotel and restaurant sector and, for this reason, enforcement focused on working time-related issues and the key terms and conditions of employment. The inspections involved providing a lot of instructions

concerning the general obligations of employers, such as the preparation of occupational safety and health policy.

Another focus area for enforcement in the wholesale and retail sector were the employers' obligations concerning the use of foreign labour.

The threat of violence is an issue that was discussed in connection with all inspections carried out in the hotel and restaurant sector and wholesale and retail sector, with obligations imposed on workplaces in relation to this issue. In the service sector, the threat of violence is a factor contributing to psychosocial stress. Occupational safety and health inspectors paid special attention to the employers' obligation to identify situations involving the threat of violence and the obligation to assess their impact. In addition, the

Shared OSH responsibilities in temporary agency work

In 2018, the OSH authority monitored temporary agency work. In connection with the national enforcement project concerning temporary agency work, a total of 220 inspections were carried out on staff leasing companies and companies using temporary agency workforce.

Based on the observations made during inspections, the situation has improved in terms of taking temporary agency workers better into account in the everyday life in workplaces. However, deficiencies were discovered, in particular, in the occupational health care providers' workplace survey, the reporting obligation of companies using temporary agency workforce and in clarifying and evaluating work-related hazards.

"The occupational safety of a temporary agency worker is the responsibility of both the staff leasing company and the company using temporary agency workforce. Regarding temporary agency work, we talk about a shared OSH responsibility, in which the cooperation between the staff leasing company and the user company is important," says the project's coordinator Miia Kulmala, Senior Officer.

Companies using temporary agency work often did not know which information they should in practice provide the staff leasing company with and to what extent.

A temporary agency worker works in the premises of the user company under the company's management and supervision, which means that the user company is responsible for the occupational safety of the employee's daily work. For this reason, already before the work starts, the user company must provide the staff leasing company with information on the professional skill requirements for the work and any specific features in order to ensure that the temporary agency worker has sufficient skills, experience and aptitudes for the work. In addition, the user company must inform the temporary agency worker, to a sufficient extent, of any risks and hazardous features of the work and the occupational safety and health measures to be taken because of them.

The enforcement project was a part of the EU's Senior Labour Inspectors Committee's (SLIC) project on temporary agency work.

employer must instruct employees and provide them with training regarding situations involving violence.

Based on observations made in connection with enforcement, there were deficiencies in matters related to the organisation of occupational health care, workplace survey by the occupational health care provider, and the detection and evaluation of work hazards. During the visits to workplaces, instructions were given and obligations imposed, for example, in relation to safety data sheets for chemicals, order and cleanliness, safety of access paths and staff facilities.

In addition, the issue of providing additional work to part-time employees was discussed in connection with the inspections, but this matter was not a significant shortcoming in the workplaces, and hardly any obligations were imposed concerning the matter.

Social and health care services

Nearly 2,400 inspections were carried out in the social and health care sector, of which less than half were targeting private workplaces in the YKSOTE project. In particular, enforcement focused on the general obligations of employers and on harmful work stress and the threat of violence.

One in three inspected workplaces was imposed an obligation to rectify deficiencies related to risk assessment and workplace surveys carried out by occupational health care. Ensuring that employers clarify and prevent any risks related to working times was another focus area in the enforcement activities. The discovered deficiencies are an indication of the need to develop the employers' own activities related to occupational safety and health, such as the identification of risks and stress factors that the work involves and the assessment of their impact on health. Based on the observations made during the inspections, employers were able to recognise the harmful health effects of a physical strain better than

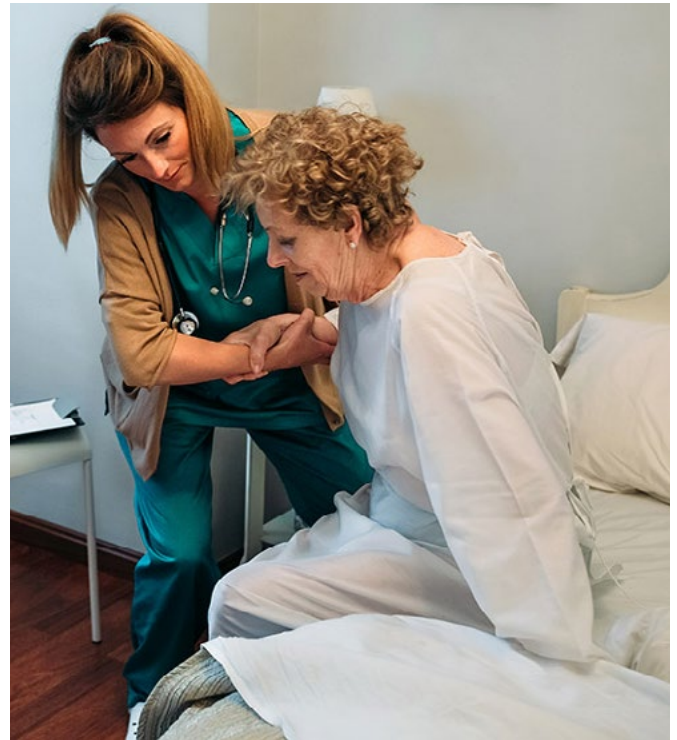


Photo: Shutterstock

Based on the observations made during the inspections, employers were able to recognise the harmful health effects of a physical strain better than the effects of psychosocial stress.

the effects of psychosocial stress. For this reason, it would be important for employers to react without delay to any deficiencies and stress factors identified by employees.

The threat of violence was monitored during almost all the inspections carried out for social and health services. One fourth of the inspections involved imposing an obligation on the employer because the measures taken to prepare for the threat of violence were not yet adequate or at the level required by the Occupational Safety and Health Act. Employers were also instructed to analyse any occupational accidents that had taken place in situations involving violence and any near misses and the circumstances that led to these events.

Transport sector

In 2018, a total of approximately 2,600 occupational safety and health inspections were carried out in the transport and warehousing sector. A significant part of the inspections in the transport sector involved driving and rest period checks, the minimum levels of which are determined by the EU standards.

Driving and rest periods are controlled for road transport for freight and for bus transport. In the past year, approximately 1,800 inspections were carried out in such companies, of which 1,100 were related to compliance with driving and rest periods.

The inspections concerning driving and rest periods covered 276,000 driver working days for 5,800 drivers. Inspections not related to driving and rest periods were related to delivery and terminal operations and various hoisting devices.

Based on the observations made during the inspections, adherence to driving and rest periods and working time recording in the transport sector has, on average, improved in the past year. However, a large number of violations were discovered regarding adherence to driving and rest periods, and the number of deliberate violations of the rules of working life was found to have increased.

Guidance was also provided concerning the lack of the so-called 'company cards' for digital tachographs. The company cards are designed to protect the driver's privacy. Driving and rest periods are monitored by checking the tachograph data. The actual driving period is automatically recorded by the digital company card, but information on any other work, such as work carried out in a terminal, must be entered manually by the driver to the tachograph. The inspections revealed that the recording of the tachograph data and the manual entry of other work were not carried out within the specified period.

Loading and unloading are a significant part of the risk management for the shared workplaces of the transport sector and other sectors. During the inspection visits, the safety risks related to loading



Photo: Timo Tuovila

Inspectors Teemu Lukkari (on the left) and Ari Pulli inspecting the condition of loading cranes in Anjalankoski.

and unloading situations were brought up, especially in the shared workplaces. In the loading bays of industrial areas, haste leads to loads having to be fastened somewhere else than on the loading dock, which increases the risk of accidents. During the year, several serious accidents occurred in loading and unloading situations.

Shipping

As in the previous years, OSH enforcement in shipping consisted of inspections concerning maritime labour certificates (MLC) and other periodic ship inspections, as well as the investigation of accidents.

The Maritime Labour Convention of ILO (International Labour Organisation) took effect globally in 2013. The Convention requires that all vessels of more than 500 gross tonnage and operating in international traffic are inspected regularly every five years. These inspections focus on the working and living environment and employment relationships of seafarers. The validity of certificates pursuant to the provisions of the Maritime Labour Convention terminated for several vessels in 2018, which was reflected in the number of inspections concerning vessels in international traffic. All in all, approximately 170 vessel inspections were carried out, with 50 of these inspections being inspections compliant with the Maritime Labour Convention. In addition, three occupational accidents that took place on ships were investigated.

Agriculture and forestry

A total of 680 inspections were carried out in workplaces in the agriculture and forestry sector, which is 45% more than in the previous year. Agriculture was the target in 60% of these inspections. The objective of enforcement is to improve the employers' abilities to identify and eliminate hazards and risk factors and to create well-functioning practices for the management of safety.

Shortcomings were identified in workplaces in the agriculture and forestry sector in particular in the drafting of the occupational safety and health policy, identification and evaluation of work-related risks, establishment of workplace surveys by the occupational health care and management of chemical hazards.

Agriculture uses a large number of foreign workers, especially in seasonal jobs. A targeted immigration control was carried out in approximately 13% of the inspections. The most common deviation in immigration control was related to the storing of the personal data of foreign employees. The inspections revealed that the right to work was lacking only in rare cases.

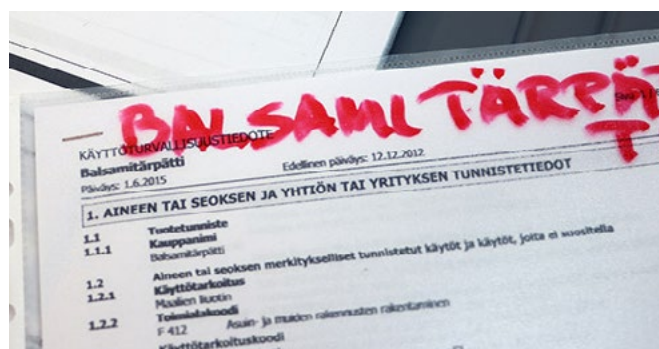


Photo: Virpi Saarinen

Safety data sheets for chemicals provide information on the safe use and storing of chemicals. In addition, they provide instructions on what actions should be taken in the event of an emergency.

Industry

The total number of inspections carried out at the industrial sector workplaces was approximately 3,200. The inspections targeted especially the metal, food processing and wood industry and the manufacturing of other non-metal mineral products. Enforcement was targeted at the industrial sector's maintenance and investment sites with the approach of defining them as shared workplaces.

Enforcement emphasises factors related to the physical working environment, but enforcement also paid attention to psychosocial stress. In addition, the inspections covered checks to ensure that chemical hazards are under control. Regarding chemical safety, a week of intensive control took place, during which mainly small industrial workplaces, car and motorbike repair shops and laundries were inspected.

According to the observations made during the inspections, there is room for improvement in industrial workplaces with regard to chemical issues and the operability of machinery and equipment. In the shared industrial workplaces, shortcomings were discovered in the measures for preventing common accident risks and hazards, protection against falling and the use of personal protective equipment. The observations made during the week of intensive chemical safety control were worrying: appropriate chemical risk assessments had not been carried out in 68% of the workplaces. No risk assessment whatsoever had been carried out in 33% of the workplaces, and 35% were found to have not complied fully with the regulations.

Psychosocial stress

Harmful psychosocial stress can occur in all sectors and at any workplace. Psychosocial stress factors, such as excessive work, uncontrolled data overload, difficult situations with customers or problems in the interaction or cooperation in the workplace can have a harmful effect. Employers must be aware of the psychosocial stress factors present in the work environment and take action if they are posing a risk to their employees' health.

During the year in review, the inspections carried out by the OSH authority covered psychosocial stress factors in all sectors. The objective of including psychosocial stress factors in the inspections was to ensure that they had been taken into account in risk assessments and in the surveys carried out by the occupational health care service. Shortcomings were discovered in more than a quarter of the inspected workplaces. In these workplaces, psychosocial stress factors had not been identified comprehensively or at all. In this case, the measures necessary to prevent

harmful stress could not be identified or implemented, and the occupational health care could not assess the health impact of stress factors and propose the required measures.

A need to address psychosocial stress more thoroughly was found in 3,000 inspections on the basis of either a preliminary assessment or the observations made during the inspection. The issue was inspected more comprehensively especially in the social welfare and health care sector, public administration and defence, police organisation, fire and rescue services, parishes and religious organisations and in the education sector and in workplaces with mostly white-collar employees. In these workplaces, the inspection also involved assessing whether the employer had taken sufficient measures to reduce or avoid harmful stress factors and whether effective practices for monitoring the work community were in place. Shortcomings were discovered in one fourth of the workplaces. As coercive measures, the highest number of binding decisions were issued in the social welfare and health care sector.

The survey method is being developed

The shortcomings of the psychosocial work environment are difficult to observe through workplace inspections. During the year in review, the OSH authority started a project to develop a survey method to be used as a tool for monitoring psychosocial stress. The survey will help find out from the employees whether they experience harmful psychosocial stress in the workplace. In addition, the survey can be used to identify harmful work-related psychosocial stress factors. The survey result will provide support when OSH inspectors assess whether the employer has complied with the provisions related to psychosocial stress.



Photo: Vilja Arola

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' initiative, especially with regard to the use of foreign labour. When controlling the use of foreign labour, inspectors must evaluate the fulfilling of the minimum requirements for employment relationships from various perspectives, including equality and discrimination. At its own initiative, the OSH authority monitors, for example, job advertisements and takes action whenever discrimination is observed.

In 2018, the national telephone counselling was contacted almost 500 times. 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.

Approximately 200 cases of discrimination were brought before the OSH authority by clients. In the cases that were brought to the authority, discrimination was usually based on health, other causes related to the person, opinions and convictions. The smallest number of inspection requests were made concerning

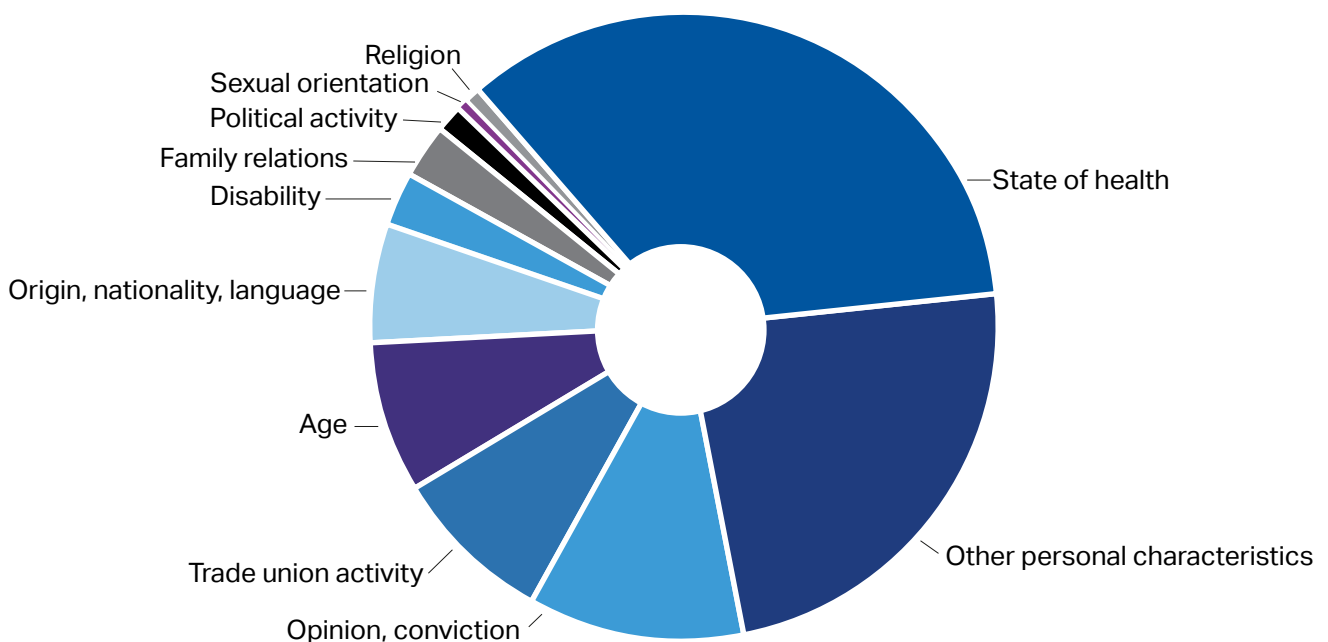
discrimination based on political activity, religion and sexual orientation (chart).

Approximately 150 client-initiated inspections were carried out due to suspected discrimination. In the inspected cases, the most common reasons for discrimination included health, other reasons related to the person and age. No inspections were carried out due to suspected discrimination based on religion or sexual orientation. One third of the inspections led to an obligation related to a breach of the prohibition of discrimination in the workplace. Nearly half of the obligations were imposed because the employer had discriminated an employee based on health when terminating the employment relationship or dismissing the employee during the probation period.

In addition, discrimination was monitored in connection with inspections concerning foreign employees' right to work. The inspections resulted in the imposing of nearly 60 obligations due to breaches of the prohibition of discrimination in the workplace based on origin, language or nationality.

Discriminatory job advertisements led to the imposing of 17 obligations. The most common discrimination grounds in the cases which led to an obligation were origin, language or nationality. Obligations were also imposed in relation to discriminatory job advertisements concerning age, other reasons related to the person, conviction, religion and health status.

Discrimination grounds experienced by clients





In 2018, contractor liability inspections were targeting, for example, municipalities. Municipalities should pay attention to ensuring that all municipal sectors are methodically familiar with the obligations set out in the Act on the Contractor's Obligations and Liability when Work is Contracted Out.

Contractor's Liability Act

In 2018, approximately 1,800 inspections were carried out in relation to contractor liability enforcement. The goal of enforcement is to prevent negative effects caused to companies by the shadow economy and unhealthy competition. In 2018, enforcement was targeted especially at the construction sector, industry, logistics, service sectors, municipalities, primary production and foreign contractors. In addition, the inspections covered workplaces in various sectors that were deemed to be risky based on the information available to the OSH authority.

The inspections related to contractor liability covered compliance with the obligation to check for a total of approximately 6,500 contracting partners in relation to subcontracting contracts and contracts concerning temporary agency work. The inspections involved the issuance of written advice in more than 2,700 cases. Foreign contractors received the highest number of written advices per an inspection. Contractors and municipalities selected based on data were provided with the second largest number of written advices. The imposing of a negligence fee was considered in more than 120 cases, mostly

In 2018, contractor liability enforcement was determined to utilise the more comprehensive right to information that the OSH authority has pursuant to the provisions that took effect in 2017.

In 2018, information was requested from various authorities, and this information was utilised especially when defining the key areas for enforcement. Inspections targeted based on the information resulted in further actions in over 15% of the cases. Contractor liability inspections concerning other parties than foreign contractors led to further actions in approximately 5% of the cases.

Based on the inspection results, the right to information will help target the contractor liability enforcement significantly better than before, and enforcement will be more effective.

in inspections that were targeted based on the data and in inspections involving the municipal sector and foreign contractors.

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 qualifications and qualifications of divers carrying out construction work.

In licence administration, the needs of clients are taken into account through a high-quality decision-making process and efficient processing. The objective of the OSH authority is to process applications for asbestos removal within 14 days and other permit applications within one month after the required information is provided. The target was reached in 99% of the cases.

Authorisations granted in 2018

324 chargers' certifications

236 exemptions related to young workers

154 exemptions related to the Working Hours Act

123 asbestos removal permits

20 exemptions from crane operator qualification

1 qualification of divers carrying out construction work

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 work includes construction, asbestos removal and employing persons aged 16–17 in hazardous work. Companies who send their employees to Finland are required to submit a notification of the posting of workers before their posted worker starts in their job. The occupational safety and health authority must be notified without delay of the occurrence of a serious occupational accident and any emergency work that is carried out. In addition, a physician who reports an occupational disease should inform the OSH authority of it.

Each year, the OSH authority receives approximately

12,600 asbestos removal notifications

7,500 notifications from posting undertakings

6,000 advance notifications of construction work

1,400 notifications concerning occupational diseases

1,200 notifications of occupational accidents

OSH authority provides advice and guidance

The provision of advice and guidance is the OSH authority's statutory duty. The provision of advice and guidance is part of OSH enforcement, aimed at promoting self-initiated occupational safety and health work in workplaces so that at least the minimum requirements set by law are met. The OSH authority's most important channels for providing advice and guidance are its website [Tyosuojelu.fi](https://tyosuojelu.fi) and national telephone service.

OSH Administration's website [Tyosuojelu.fi](https://tyosuojelu.fi)

In 2018, the [Tyosuojelu.fi](https://tyosuojelu.fi) website had more than 1,140,000 users. The number of users of the [Tyosuojelu.fi](https://tyosuojelu.fi) website increased by one third over the previous year.

The users of the online service have been the most interested in employment relationship-related matters, such as the termination of employment, annual holidays, extra work, overtime work and working time. In addition, the webpage discussing the temperature in workplaces rose to the top ten, presumably due to the exceptionally warm summer.

The number of views of several individual pages has at least doubled compared to the previous year's numbers. For example, webpages discussing the rescission of employment contracts, holiday pay and the rest periods of employees had considerably more views than in 2017.

In 2018, approximately 270 tips were sent using the shadow economy tipoff form available on the [Tyosuojelu.fi](https://tyosuojelu.fi) website and forwarded for processing to the Divisions of Occupational Safety and Health.

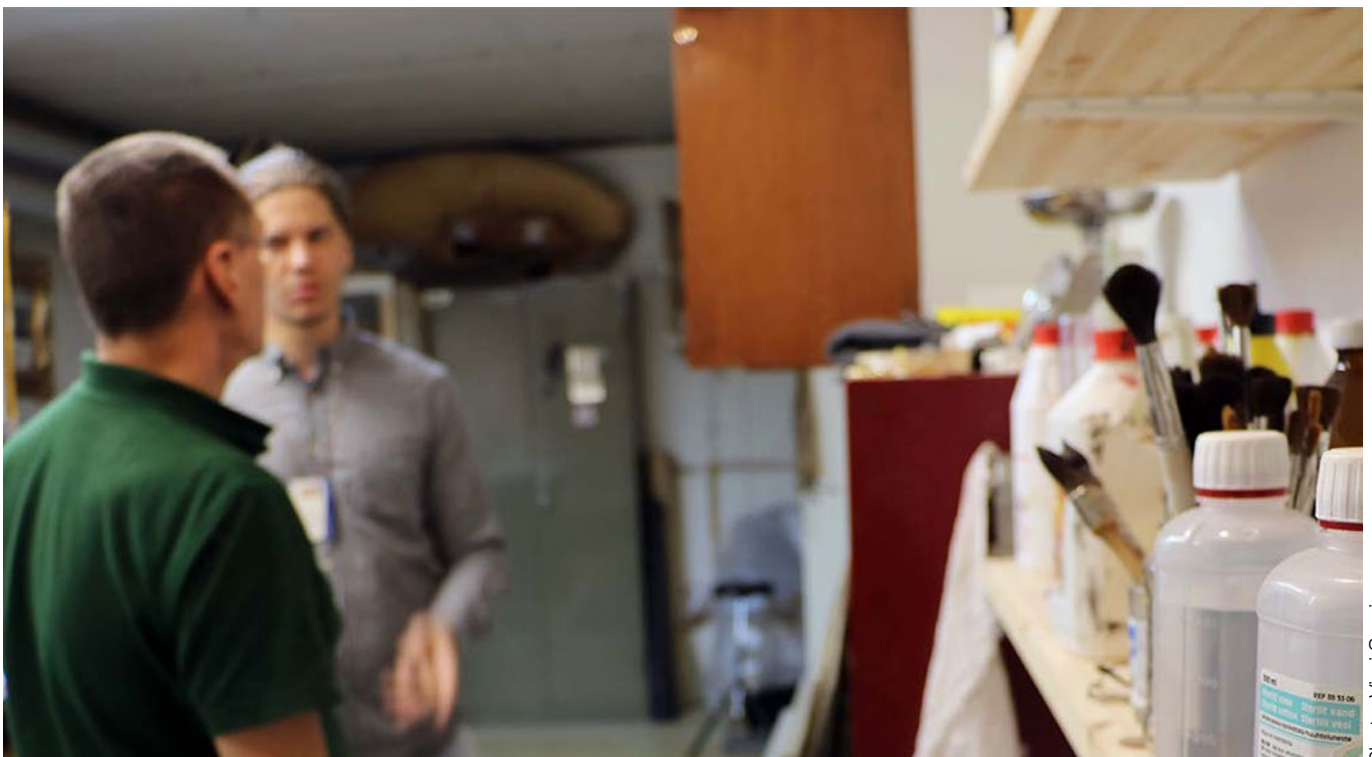


Photo: Virpi Saarinen

National telephone service

The OSH authority's national telephone service received over 22,000 calls in 2018. 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 in 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 mostly about the asbestos legislation. More than half of the calls made about well-being at work concerned experiences of harassment at work.

The OSH authority's national telephone service number is 0295 016 620, and it serves clients on weekdays from 9:00 am to 3:00 pm. Service in English is available from Tuesday to Thursday from 9:00 am to 12:00 noon.

Calls received by the OSH authority's national telephone service in 2018	
Employment relationship	13,989
Working environment	3,404
Construction sector	2,574
Well-being at work	2,377
Total	22,344

Other communications channels

Social media channels are the key communication channels for the OSH Administration. The OSH Administration has approximately 2,700 followers in Twitter and Facebook. In principle, people who contact the OSH Administration through social media are directed to the Tyosuojelu.fi website. In 2018, active communications cooperation was continued with other occupational safety and health operators in order to promote practical occupational safety and health themes in social media.

The OSH Administration publishes, among other things, guides, reports and workplace notices, with approximately 20 publications made available during the year in review (including all language versions). The publications are available free of charge as e-publications and printable pdf-files on the Tyosuojelu.fi website.

During 2018, the OSH Administration joined other occupational safety and health operators to participate in eight fairs in which experts from the OSH Divisions of the Regional State Administrative Agencies were also present. Thousands of visitors were reached through the events. Social media was utilised during the fairs to spread the message even wider. Approximately 80 groups visited the occupational safety and health exhibition in Tampere during the year in review. The concept design of virtualisation of the occupational safety and health exhibition was carried out in 2018. The creation of the platform for the virtual display, user interface design and content production design al began during the year in review.

In 2018, the OSH Administration published 108 national media releases and 54 online news releases. In addition, 13 workplace notices were published.

The OSH Administration also participated in the European Agency for Safety and Health at Work's campaign "Healthy Workplaces Manage Dangerous Substances".

OSH enforcement develops

In 2018, the Divisions of Occupational Safety and Health complied with the first-ever national performance agreement instead of regional agreements. The common agreement was drafted in order to prepare for national operations and to facilitate more flexible use of resources and competence at the national level. Preparations for national operations progressed well during 2018. For the year 2019, national enforcement plans were drawn up for the construction sector, transport sector, shipping, retail and wholesale, hotel and restaurant sector, public administration and immigration control. National planning of operations will also contribute to saving the overall resources.

The Divisions of Occupational Safety and Health have actively participated in the utilisation of new operating modes enabled by digitalisation. In 2018, there was a significant increase in the available electronic services. A significant milestone in the internal operations of the Divisions of Occupational Safety and Health was the adoption of electronic signatures, which was a major factor in the development of national, location-independent operations. In addition, electronic archiving was deployed in 2018. The digitalisation of the licence process was piloted with exemptions related to the employment of young people. The entire licence process was digitalised, with both the approval, submission and archiving of documents taking place electronically.

The OSH authority utilises the operating modes that digitalisation enables. In 2018, there was a significant increase in the available electronic services.

Electronic OSH services were deployed in 2018

The first electronic forms for the OSH services were deployed in early 2018. Notifications received through electronic services are recorded in the case management system used by the Divisions of Occupational Safety and Health. In addition, some notifications are transmitted electronically to the Vera information system, in which the information in the notifications is used to define the focus of enforcement. Two electronic notification forms for the construction industry were published in the beginning of the year: advance notification of construction work and advance notification of asbestos removal work. During the year in review, the electronic notification form was used to submit 1,838 advance notifications of construction work and 3,158 prior notifications of asbestos removal work. All in all, approximately 40% of the advance notifications of construction work and asbestos removal work made in 2018 were submitted through electronic services. Email was still the most common method used for submitting notifications to the Divisions of Occupational Safety and Health. The aim was to increase the share of electronic service use by informing the stakeholders in the construction sector through the Tyosuojelu.fi online service, the social media channels of OSH and by email.

In summer 2018, an electronic form was published for foreign companies to use when they submit notifications concerning employees they are posting in Finland. The previously used notification solution based on email was disabled, so that the electronic form was the only available method for submitting notifications on posted employees. This resulted in 4,020 notifications on posted workers being submitted through the electronic service in the latter part of 2018.

In 2019, electronic services will be developed by automating the recording of notifications in the case management system and by piloting a new form platform that will provide OSH clients with more versatile electronic services and improved usability.

Legislation enforced by the OSH authority and its drafting

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.

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.

Finland participates in the drafting of EU legislation and strategies on occupational safety and health, for example, in the Advisory Committee on Safety and Health at Work (ACSH), which is a body operating within the European Commission.

The laws enforced by the OSH authority are compiled on the Tyosuojelu.fi website under Current labour legislation (only available in Finnish and in Swedish).



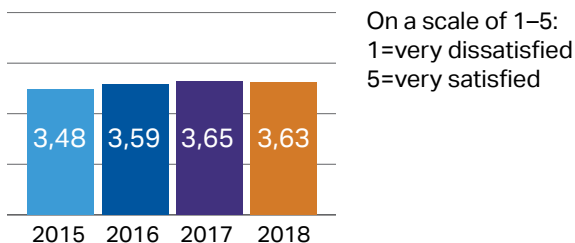
OSH Administration's resources

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 inspection volume per person year has been stabilised at this level in the recent years.

In the development of operations, the national use of resources has been emphasised. In addition, the opportunities provided by digitalisation have also been utilised, for example by transforming processes into an electronic form.

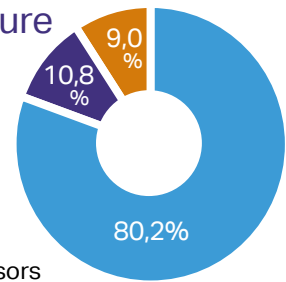
The ratio of occupational safety and health inspections carried out during the year in review was 66 per one person-year.

Job satisfaction

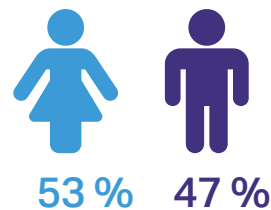


Personnel structure

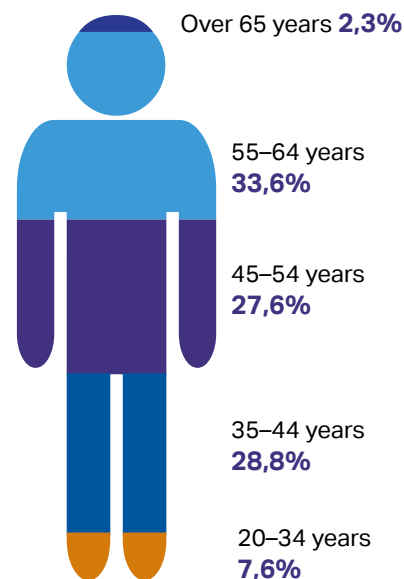
- Inspectors and other experts
- Personnel in various support functions
- Management, supervisors



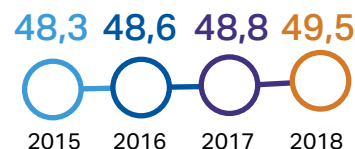
Gender distribution



Age breakdown



Average age



Cooperation and networking with other actors

Diverse cooperation with various parties is an essential part of effective OSH enforcement and operational development. The main forms of cooperation between authorities include joint inspections with various authorities and effective information exchange. Good experiences on the development of cooperation between agencies were acquired in connection with the preparations related to Luova. International cooperation mainly involves the exchange of experiences between the EU countries.

For example, in transport-related enforcement, the OSH authority's cooperation with the police, Customs and labour market organisations was seamless. In 2018, port operations were monitored in cooperation with Customs. This provided an opportunity to discuss with drivers and provide them with guidance and instructions. The Finnish Transport Safety Agency (Trafi) (currently, the Finnish Transport and Communications Agency Traficom) provided the OSH authority with information from the European Register of Road Transport Undertakings (ERRU).

OSH enforcement for shipping was carried out in close cooperation with the maritime safety authorities. This cooperation included the inspection of foreign vessels in the ports of Finland in cooperation with the Finnish Transport Safety Agency. The cooperation inspections related to the transport of hazardous

substances were carried out in the ports of Finland in cooperation with the Finnish Transport Safety Agency, the Finnish Border Guard, Customs, the police and the port occupier. In these inspections, attention was paid to the temporary storage of hazardous substances in the port and the fastening of the loads in semi-trailers.

In addition to the above parties, the OSH authority also cooperated during the year in review with the following parties: the Radiation and Nuclear Safety Authority in Finland, the Finnish Safety and Chemicals Agency, Finnish municipalities and other divisions of the Regional State Administrative Agencies.

New information available to the OSH authority

Smooth information exchange between various authorities and other registrars enhances the operations of the OSH authority. Company-specific information on accidents is an example of the new information available to the OSH authority. In addition, new information will be available through the Incomes Register. The utilisation of both sources for OSH enforcement was prepared in 2018.

In 2018, the OSH authority obtained wider access to company-specific information on occupational accidents, which is collected by the Workers' Compensation Centre, as set out in the provisions of the Accident Insurance Act and the Workers' Compensation Act. Company-specific accident data enables the OSH authority to plan enforcement activities and select the targets for enforcement more appropriately than based on sector-specific accident data. This enables the identification of poorly managed or previously unidentified risks and helps target the enforcement actions more effectively based on risks. In the future, the more accurate information can also be used to monitor development and assess the impact that enforcement has on occupational safety.

The main forms of cooperation between authorities include joint inspections with various authorities and effective information exchange. International cooperation mainly involves the exchange of experiences between the EU countries.

Starting from the beginning of 2020, the OSH authority will receive salary information from the Incomes Register. The Incomes Register can be used in enforcement actions related to the use of foreign labour, compliance with the Act on the contractor's liability and matters concerning employment.

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.

International cooperation

The OSH Administration participates in many kinds of international cooperation. Cooperation between the EU countries involves, in particular, development tasks, campaigns and preparation of legislation, as well as individual inspection cases. In addition, Nordic cooperation is active and well-established.

Finland participates in the European cooperation on occupational safety and health as part of the Senior Labour Inspectors' Committee (SLIC). The activities of 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 2018, Finland sent inspectors to Portugal for exchange, with the topic being the training of occupational safety and health inspectors. In addition, an Austrian physician visited Finland to learn how psychosocial stress and occupational health care are being monitored.

Finland was involved in a SLIC working group that prepared enforcement instructions for European OSH inspectors concerning the monitoring of psychosocial and physical stress, with guidelines for promoting diversity in OSH enforcement being also prepared. At the end of 2018, the OSH Administration started preparations for the SLIC meeting and theme day to be held in Finland during Finland's EU presidency.

During the year in review, Finland participated in [a two-year campaign, the objective of which was to improve the occupational safety of temporary agency workers](#). In addition, the OSH authority utilised the visibility of the European Agency for Safety and Health at Work's campaign "Healthy Workplaces Manage Dangerous Substances" and implemented [an enforcement campaign focusing on chemical substances](#).



Photo: Helena Kalliolinna

The Nordic Work Environment Conference is held every two years. It is organised by NIVA, an education institute founded by the Nordic Council of Ministers. The 2018 conference was held in Iceland.



Anu Ikonen and Katja Savolainen participated in the inspector exchange in Tromsø, Norway, as part of the project to combat undeclared work. The photo shows Anu (on the left) and Katja with their Norwegian hosts Gunnar Meyer Danielsen and Trond Henrik Thorsen.

The Nordic countries are taking sustained actions to fight undeclared work

The fight against undeclared work is a part of the national programme to combat the grey economy. The fight against undeclared work involves networked cooperation at the EU level. In 2018, Finland participated in a joint Nordic project that was carried out as part of the network operations. The project included inspector exchange, cooperation in communications and evaluation work.

The inspector exchanges involved joint inspections of various sectors in all five Nordic countries, with four inspectors from each country participating in the inspections in two countries.

The communication group produced a video on posted workers. The video was subtitled in the languages of the participating countries and shared

by each participant country through their respective channels. Communication cooperation took place through the creation of a communications toolbox, which was presented at an EU-level workshop. To support the strategy work, the evaluation team created a tool for assessing the adequacy of national actions in the fight against undeclared work.

The objectives of the Nordic project included the development of long-term cooperation in the fight against undeclared work and the sharing of good practices. The project provided insight into the role of the various Nordic occupational safety and health administrations and the differences in the authority of the various countries' OSH authorities in the fight against undeclared work.

OSH enforcement in figures

	2015	2016	2017	2018
Inspections and inspected sites				
Total number of inspections	28,732	28,325	27,591	26,239
Total number of inspected sites	24,074	23,776	22,892	21,409
Inspections/py	63	66	66	66
Document inspections (inspection carried out on the basis of documents)				
Number of document inspections	2,871	2,335	2,507	2,822
Workplace inspections (inspection carried out by visiting the workplace)				
Number of workplace inspections	25,861	25,991	25,084	23,417
Time used for one inspection in the workplace, average number	1,4	1,4	1,4	1,4
Written advice and improvement notices				
Written advice	56,207	62,689	61,061	57,095
Improvement notices	8,342	8,120	8,108	7,400
Coercive measures				
Prohibition notices confirmed by the OSH authority	35	33	57	83
Binding decisions	234	319	266	295
Periodic penalty payments to be paid (qty)			31	37
Periodic penalty payments to be paid (EUR)			210,000	372,000
Antalet försummelseavgifter för beställansvar (beslut som utfärdats under verksamhetsåret)*		108	103	105
Negligence fee for contractor's obligations and liability (decisions made during the year)*			450,312	522,906
Investigation requests and statements				
Investigation requests to the police	367	411	395	333
Statements to the police/prosecutors	480	476	636	473
Service demand				
Client contacts/total service demand	42,800	37,800	33,600	35,200
Inspections carried out based on a request	1,601	1,827	1,687	2,062
Investigation of occupational accidents and occupational diseases				
Occupational accidents investigated	936	868	939	1,048
Occupational diseases investigated	42	41	44	52
Employees (person-years)				
Divisions of Occupational Safety and Health	453	431	418	400
Operating expenditure (EUR 1,000)				
Divisions of Occupational Safety and Health	28,169	26,184	25,220	24,461

* Note: Payments related to some decisions made during the year will become due only in the following year.