

# Annual Report of the Occupational Safety and Health Administration in Finland 2025



# Contents

Management’s review: .....	3
A year of change in 2025 .....	3
Organisation and steering of OSH enforcement.....	4
Duties of OSH authorities in 2025 .....	5
National risk-based supervision of phenomena.....	6
Phenomenon: Working conditions.....	7
Phenomenon: Fair working life.....	10
Phenomenon: Psychosocial workload .....	13
Other supervision .....	15
Exercise of powers .....	18
Means of OSH supervision evolving .....	20
The OSH authority offers advice and guidance .....	21
Legislation.....	23
Personnel .....	24
Multi-authority cooperation .....	25
International cooperation .....	26
OSH supervision in figures .....	28
Supervision of shipping.....	29
Supervision of primary production.....	30

## **Annual Report of the Occupational Safety and Health Administration in Finland 2025**

**Publisher:** Occupational Safety and Health Administration in Finland, 2026

Publications of the Occupational Safety and Health Administration in Finland 1eng/2026

### **Annual report designed and created by:**

Communications of the Occupational Safety and Health Department at the

Finnish Supervisory Agency

**Cover photo:** Pasi Paldanius

ISBN: 978-952-479-402-2

ISSN: 2737-0879

## Management's review:

# A year of change in 2025

**T**he year 2025 was a year of change for the Occupational Safety and Health (OSH) Administration. Occupational health and safety supervision and related stakeholder cooperation were organised regionally for the last time, and the expected change to a national authority was realised.

**The OSH Administration** has worked persistently in creating national operating models. Despite this, preparing for the Finnish Supervisory Agency caused many changes in the organisation of operations and processes. Although the organisational change did not include objectives related to reducing resources, the tightening of the State's finances also applied to OSH supervision. This is reflected in a steady decrease in resources.

Despite these changes, the operations of the OSH Divisions of the Regional State Administrative Agencies continued actively until the end of the year and even past the turn of the year. Although prioritisation was necessary, the OSH Divisions were able to reach the objectives set for the year. For this, I want to extend my warmest thanks to the entire personnel.

**The establishment of the Finnish Supervisory Agency** at the start of 2026 will create many new opportunities for our operations. We believe that it will make possible an increasingly flexible response and more uniform operating methods throughout the organisation. From the stakeholders' perspective, the changes in the regional organisation and cooperation models are probably the biggest change.

In 2025, we also said goodbye to the regional OSH boards that had served as an important channel for interaction. Although operating methods change, the regional perspective still plays an important role in the planning of our operations and stakeholder cooperation.



STM/TO

## Raimo Antila

*Director-General  
Ministry of Social Affairs and Health Department of  
Work and Gender Equality*

**In a changing world**, the development of activities is ongoing. The new legislation affects the content of supervision and the competence requirements of the personnel, so the importance of managing and utilising information is constantly growing. For example, artificial intelligence requires the development of both the contents of supervision and our own practices.

Thus, the development will continue to be active in the national organisation in the future as well. With skilled and motivated personnel, we will certainly be also able to meet the challenges in future.

# Organisation and steering of OSH enforcement

In 2025, Occupational Safety and Health Divisions operated as independent regional OSH authorities in five Regional State Administrative Agencies.

For several years now, the Occupational Safety and Health Divisions have drawn up a joint performance agreement with the Ministry of Social Affairs and Health, which directs their operations. The 2025 performance agreement also took into consideration the transfer of the operations to the Occupational Safety and Health Department at the Finnish Supervisory Authority as of 1 January 2026.

The operations continued according to the framework plan for 2024–2027. In the plan, enforcement and other influencing activities are targeted on a risk basis at three areas: working conditions, fair working life and psychosocial workload.

Particular emphasis was placed on improving effectiveness, that is, on ensuring that the desired changes took place. Objectives also included improving productivity, utilising information and digitalisation, and supporting personnel well-being and motivation.

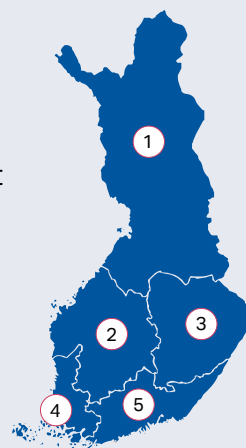
In 2025, the key was to prepare for uniform national action. Occupational Safety and Health Divisions have provided nationwide advisory services aimed at customers for years, such as the website Tyosuojelu.fi and telephone service.

In 2025, more uniform operating methods were also prepared for supervision. Supervision conducted at the request of customers was still handled regionally in accordance with the powers of the Divisions. Regional stakeholder work also continued through 2025.

## From Regional State Administrative Agencies to the Finnish Supervisory Agency

Until the end of 2025, the OSH Divisions in five Regional State Administrative Agencies operated as independent regional authorities.

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



The Regional State Administrative Agencies were abolished on 31 December 2025, and the new national Finnish Supervisory Agency started operating on 1 January 2026. The Occupational Safety and Health Department at the Finnish Supervisory Agency acts as the national occupational safety and health authority.

The Occupational Safety and Health Department at the Finnish Supervisory Agency operates nationwide, and supervision continues throughout Finland.

The Act on the Finnish Supervisory Agency safeguards the occupational safety and health administration's independent and objective status, as required by the International Labour Organization (ILO).

# Duties of OSH authorities in 2025

The OSH authority supervises compliance with OSH regulations. OSH inspections are the most important method of supervision. OSH supervision is carried out on the basis of the plans prepared by the OSH authority or at the initiative of the customers.

In addition to supervision, we also issue guidelines and advice concerning occupational safety and health and the terms and conditions of employment relationships.

Our duties include investigating the causes of serious occupational accidents, occupational diseases and work-related illnesses and to take measures to prevent them. We also carry out

In 2025, uniform nationwide practices were developed.

inspections to ensure that the machines, tools, personal protective equipment and other technical equipment used in work meet the requirements set for them.

We also process applications for permits and notifications of work for which legislation imposes restrictions or notification obligations.

We support the effectiveness of supervision by other means of influence, such as multi-channel communications and virtual events.

## The year of the OSH administration in a nutshell



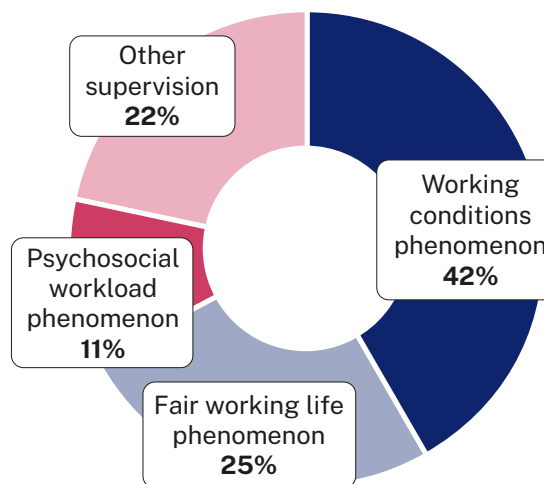
## National risk-based supervision of phenomena

Since 2020, the OSH authority has carried out nationwide supervision based on labour trends. There are three phenomena that structure supervision and other forms of influencing closely related to it: working conditions, fair working life and psychosocial workload.

In supervision, we have utilised customer segmentation, which identified the varying support and guidance needs of workplaces. To ensure comprehensive coverage of workplaces, we have combined the means of supervision and enforcement, guidance and communication. We have allocated the majority of supervision on a risk basis to workplaces where a need for supervision of a particular matter has been likely.

In 2025, we carried out approximately 19,800 OSH inspections and actively carried out other influencing activities as part of OSH enforcement. We paid particular attention to vulnerable groups of workers. Due to the tight finances, personnel resources were reduced in authority-initiated supervision in particular. Despite this, we were able to fully meet our performance targets.

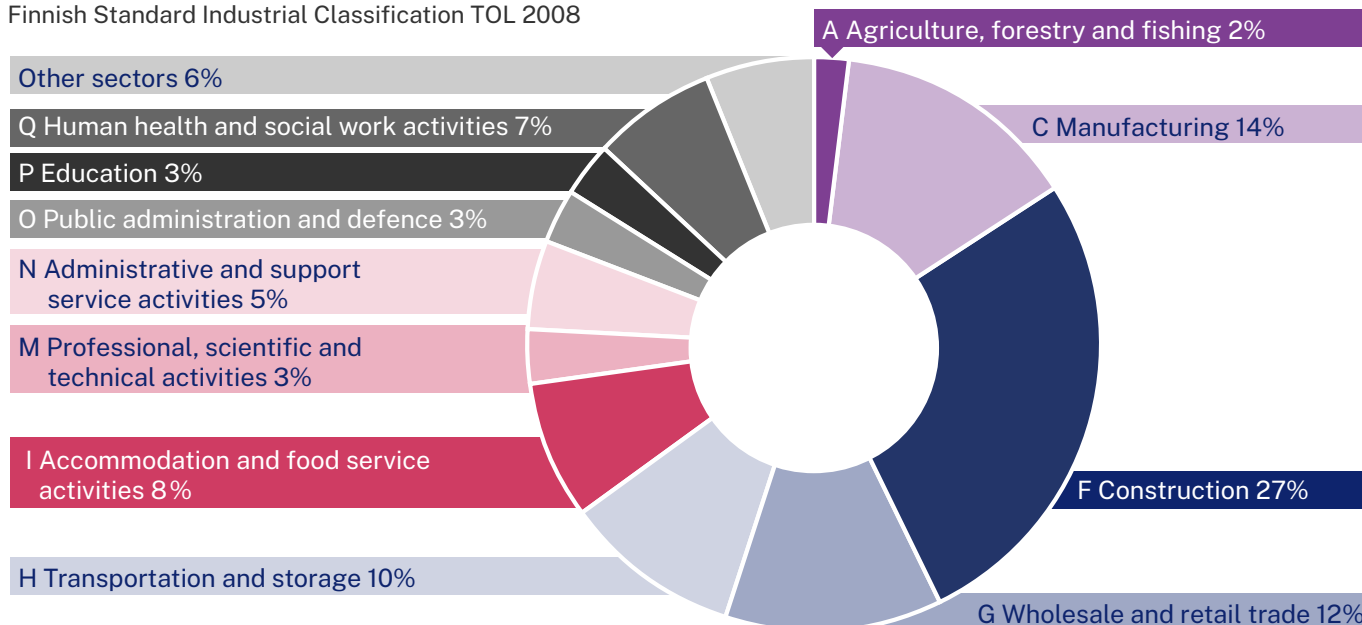
## Breakdown of supervision: supervision by phenomenon and other supervision



The special theme for the year was preparing for the transition to the new Finnish Supervisory Agency at the beginning of 2026. As part of our preparation, we developed operational processes, which up until then had been regional, into national processes.

## Inspections by sector

Finnish Standard Industrial Classification TOL 2008



## Phenomenon: Working conditions

The working conditions phenomenon focuses on accident hazards at work, chemical, biological and physical hazards, physical workload and the prevention of these hazards. Market surveillance of machinery and protective equipment used at work is also part of the working conditions phenomenon.

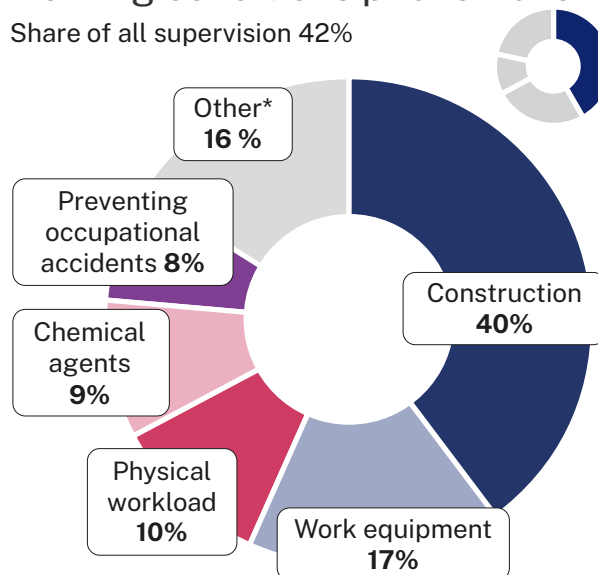
Workplace inspections play a key role in the supervision of working conditions. Enforcement is supported with versatile communication.

In 2025, we supervised working conditions in some 8,300 inspections. The focus was on chemical and biological agents. In the case of biological agents, particular attention was paid to supervising the use of sharp instruments.

We paid particular attention to risk assessment as a deterrent to undesirable consequences. The aim was to ensure an up-to-date risk assessments covering all risks and taking into account the personal characteristics of employees.

### Inspections of the working conditions phenomenon

Share of all supervision 42%



\* Biological agents 6%, physical agents (noise and vibration) 4%, market surveillance 3%, shared workplace 2% and indoor climate 1%

## Kemiallisten tekijöiden hallinta työpaikalla

Verkkoseminaari 19.11.2025 klo 14–15

Materiaalit: [tyosuojelu.fi/live46](https://tyosuojelu.fi/live46)



Aluehallintovirasto  
Työsuojelu



Tarkastaja  
Marjo Vänskä  
Tarkastaja  
Hanna Vainio-Hietanen



*Inspections have found that there are many shortcomings in the assessment and management of risks caused by chemical agents and hazardous substances at workplaces. Chemical agents also cause many serious workplace accidents and expose workers to occupational diseases. Inspectors Hanna Vainio-Hietanen and Marjo Vänskä explained at the webinar how chemical agents are controlled and workers' exposure is prevented.*

## Deficiencies in fall protection in the construction sector

Nearly 5,400 inspections were carried out in the construction sector. A total of 11,000 pieces of written advice and improvement notices were issued during the inspections.

Fall protection was inspected at approximately 1,800 construction sites. As in previous years, there were many shortcomings in fall protection. The inspector had to suspend work on the site on 15 inspections because the lack of fall protection posed a risk to the worker's life or health.

## Guidance was given on changes to asbestos legislation

Asbestos legislation was reformed at the end of 2025. The amendments to the legislation raised many questions from employers carrying out asbestos removal work as well as other operators in the sector.

We published an updated application guide in our Tyosuojelu.fi website. It explains how asbestos work should be carried out in practice after the reform.

## Sharp instruments may expose users to biological hazards

Cuts and punctures caused by sharp instruments may expose the worker to blood-borne diseases. If sharp instruments are handled at the workplace, the employer must ensure that the biological hazards at the workplace are controlled as required by law.

In 2025, we supervised the use of sharp instruments in social and healthcare workplaces because puncture and cutting injuries occur there, and the number of such injuries has not decreased in recent decades.



Mikko Koivisto

*In inspections of asbestos demolition sites, the most obligations given to employers considered dust management. There were also comments on the advance notices of asbestos demolition work sent to the occupational safety and health authority.*

## Legionella demanded a quick response

In early 2025, an exceptionally high number of very serious cases of legionella associated with different growing media were found in Finland.

The issue was quickly addressed by reminding workplaces of safe working practices together with the Finnish Food Authority and the National Institute for Health and Welfare (THL).

## The equipment used in the work are inspected by means of market surveillance

The OSH authority is responsible for inspecting machinery, tools and personal protective equipment intended for professional use. The inspections are usually directed at the activities of the manufacturer, importer or seller and the aim is to ensure the safety of the equipment.

In 2025, the OSH Divisions conducted about 230 market surveillance inspections concerning personal protective equipment and machinery.

The market surveillance for personal protective equipment included the inspection of PPE used in health care – such as chemical protective clothing, eye and respiratory protection, and gloves that protect against biological risks and chemicals.

The supervision of machinery used in the work focused on machinery, the use of which may pose a significant risk to the safety or health of the operator or another person. In 2025, machines specifically intended for educational institutions, food industry machines and hand-held laser equipment were inspected. In addition, supervision focused on circular economy operators and other economic operators.

If necessary, the matter was transferred to the Ministry of Social Affairs and Health's Department for Work and Gender Equality, which can order technical devices to be withdrawn from the market or restrict their release to the market. During 2025, a total of 30 market surveillance cases were closed, in five of which the release of products to the market or for use was prohibited. Three of the prohibition decisions concerned machinery and two concerned personal protective equipment.



Anu Pynnönen

## Phenomenon: Fair working life

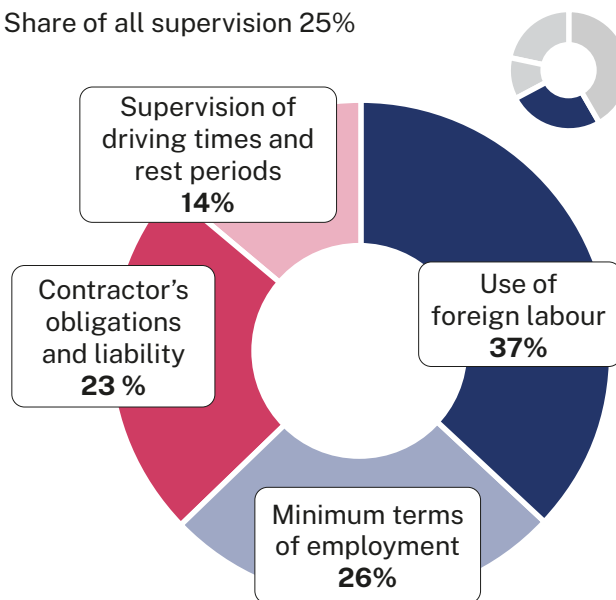
The fair working life phenomenon promotes the implementation of the legal terms of employment regardless of the form of work and the tackling of the grey economy. Cooperation and information exchange between authorities are key factors in the supervision of fair working life.

In 2025, we supervised the realisation of fair labour practices in some 5,000 inspections. Supervision helped to reduce employment conflicts and the exploitation of employees and to combat the grey economy and economic crime.

The possibilities for local bargaining expanded at the beginning of 2025. As a result, it is also possible to agree on working conditions locally in unorganised workplaces within the limits permitted by the collective agreement. The OSH Authority supervises local collective bargaining in unorganised workplaces.

### Inspections of the fair working life phenomenon

Share of all supervision 25%




Työsuojelua puhekielellä -podcast • Jakso 28


# Paikallinen sopiminen – yleisökysymykset




Aki Eriksson  
Nico Steiner

In February 2025, we organised a webinar on local bargaining to ensure that workplaces have up-to-date information on the opportunities and obligations related to local bargaining. The theme was continued in a podcast episode in which the audience questions raised in the webinar were discussed by Senior Ministerial Adviser Nico Steiner from the Ministry of Employment and the Economy and OSH lawyer Aki Eriksson.

## Active supervision of companies using foreign labour

In 2025, we carried out more than 1,800 inspections at companies using foreign labour. Data from other authorities was used in most of the inspections. Around 440 joint inspections with other authorities were carried out.

More than half of the inspections were carried out to supervise that employers were complying with labour legislation and universally binding collective agreements on the statutory minimum terms of employment for their foreign employees. Inspectors also checked foreign employees' right to work in Finland.

Supervision findings were similar to previous years. There were many shortcomings in the compliance with the minimum terms and conditions of employment. On average, 40% of the inspections that viewed the matter found pay deficiencies. A large number of deficiencies were also observed in the records of working hours.

The number of people not entitled to work detected during supervision remained roughly at the same level as in previous years. Nearly one-in-ten of the inspections concerning the right to work involved at least one foreign employee who did not have the right to perform the work in question in Finland.

As in previous years, the supervision encountered situations involving an employment relationship disguised as self-employment or so-called light entrepreneurship.

Additionally, we conducted approximately 210 inspections in companies that post workers to Finland or are the contracting partners of posting companies in Finland.

We imposed the largest number of obligations on posting employers on deficiencies in complying with their notification obligation. A large number of deficiencies were also observed in pay and working time records.

The aim of the supervision of the use of foreign labour is to guarantee an equal and fair labour market for all employees and equal competition opportunities for companies.

## Supervision prevents disputes in working life

We supervised the minimum terms of employment through approximately 1,400 inspections. Supervision ensured that the provisions of the universally binding collective agreement are complied with in pay. In addition, attention was paid to the legality of the terms of employment and the matters concerning working hours. The legality of non-compete agreements was also specifically enforced.

We paid particular attention to vulnerable groups of workers, such as those starting their first job or people arriving from abroad for seasonal work.

Deficiencies were observed especially at small and unestablished workplaces.

Work is increasingly performed in different places and with varying working hours. It is important for both the contractor and the worker to know whether the worker is in an employment relationship, as it affects the rights and obligations of both.

Assessing the nature of the legal relationship related to different types of employment and forms of entrepreneurship has become an established part of supervision. In supervision, this is assessed with the characteristics of employment set out in the Employment Contracts Act.

Enforcement of the minimum terms of employment prevents disputes by ensuring the legality of working time documents and written terms of employment.



Adobe Stock

## Contractor's Liability Act combats the grey economy

The objective of the Act on the Contractor's Obligations and Liability when Work is Contracted Out is to promote fair competition between companies and to ensure that the terms of employment are observed. The law gives the contractor the means to ensure that its subcontractors and partners who provide leased labour comply with their legal obligations, such as the payment of taxes and the pension insurance for employees.

In 2025, we conducted more than 1,300 inspections concerning the supervision of contractor's obligations and liability. As in the previous year, supervision applied a risk- and phenomenon-based approach instead of a sector-based approach, as was traditionally the case. Information from the authorities was used extensively in the selection of supervision targets. In addition, we carried out more inspections in cooperation with other authorities than before in 2025.

The importance of sharing information between the authorities was evident in the inspections that led to further measures. The imposition of a negligence fee was considered in less than a hundred inspections, most of which utilised information from other authorities. In general, the reason was the failure to comply with the obligation to check. The negligence fee was also considered in cases where the contractor had entered into a contract with an operator subject to an operating ban, or if the contractor ought to have known that the other party to the contract did not intend to fulfil their payment obligations.

## Supervision of driving and rest times is making good progress

The OSH authority is an enforcement authority for the social legislation in road transport. In Finland, in accordance with the European Union's target, at least 852,000 driving days must be inspected in 2025–2026. Our share of this goal is at least half.

In 2025, we inspected a total of 660 transport companies across Finland. Enforcement covered the driver card data of about 5,100 drivers and the tachograph data of about 3,100 vehicles. The total number of driving days inspected was nearly 331,000.

A total of nearly 12,000 violations related to compliance with driving and rest time regulations were found, of which 3,600 were serious. Of all observed violations, just over half concerned taking breaks. A total of more than 5,000 violations were found related to the use of the tachograph. These cases highlighted the incorrect use of the time group selector and the practice of driving without a driver card.

Transport activities outside the scope of the driving and rest time regulations were monitored in 240 inspections on the basis of the provisions of the Working Time Act concerning the driver of a motor vehicle. The detected violations highlighted the lack of a driving log as well as deficiencies related to working time records and the monitoring of the maximum working hours.

## Phenomenon: Psychosocial workload

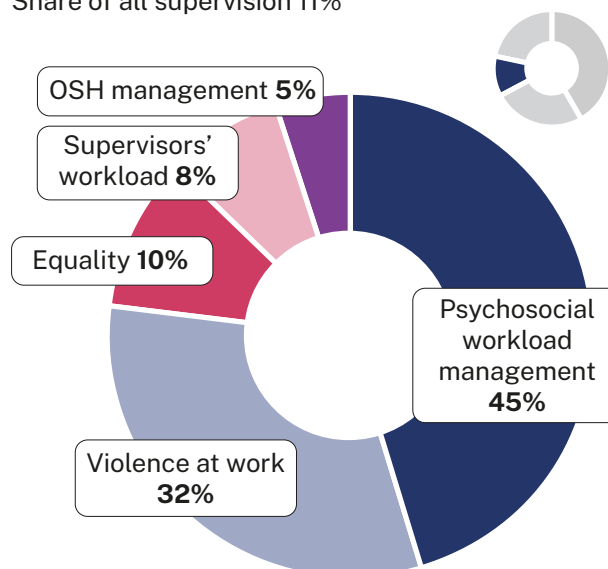
The psychosocial workload phenomenon focuses on identifying, preventing, and managing psychosocial workload factors. Supervision and other influencing activities are extensively targeted at different organisational levels and the management of different workload factors.

In 2025, we carried out about 2,200 inspections related to psychosocial workload. Supervision ensured that employers have taken the personal capabilities of employees into account at work and that occupational health co-operation between employers and occupational healthcare is effective.

We paid particular attention to the identification and management of violence and its threat, as well as the psychosocial workload of supervisors, among other things. Supervision also targeted the promotion of equality in workplaces and to the safety management of workplaces in handling psychosocial workload.

### Inspections of the psychosocial workload phenomenon

Share of all supervision 11%



## Företagshälsovårds samarbete främjar hantering av psykosocial belastning

Webbseminarium 9.12.2025 kl. 13–14

[tyosuojelu.fi/live48](https://tyosuojelu.fi/live48)



We organised a webinar in Swedish on the importance of occupational health cooperation in managing psychosocial workload at work. Effective cooperation between the workplace and occupational health care helps employers to prevent and manage harmful workload. Senior Officer Rosita Säisä presented at the event, The Finnish Institute of Occupational Health was represented by occupational health psychologist Sabina Brunou.

## Managing psychosocial workload is possible

Harmful psychosocial workload occurs in all sectors. We assess the targeting of supervision annually on a risk basis, using customer segmentation and based on our own supervisory data and data from other authorities and parties. In 2025, we specifically supervised the education sector and the services for the elderly.

The aim of supervision is to ensure that employers identify psychosocial workload factors at work and direct measures to prevent, reduce and manage harmful psychosocial workload. By identifying psychosocial workload factors and targeting measures to them, the workplace can get off to a good start in managing psychosocial workload. The aim is also to support cooperation between the employer and occupational health-care to promote workload management.

Employers must be mindful that people have different capabilities for coping at work, with possible variation at the different stages of people's careers. In supervision, we pay particular attention to groups of workers with a vulnerable labour market position, such as older workers, those with partial work capacity and young workers.

## Workload of supervisors is often overlooked

In our supervision, we paid attention to supervisors' psychosocial workload at work. Psychosocial workload related to supervisory work is often overlooked at workplaces. The aim was to ensure that the harmful workload caused by managerial work at workplaces is identified, prevented, reduced and managed effectively to reduce sickness absences due to work-related strain and to ensure that supervisors maintain their work ability in their jobs for longer.



*Inspector Katri Perttunen talked about issues related to psychosocial workload in short videos published on social media.*

## Increased threat of violence at work

Violence or its threat may cause long-term psychosocial workload and the deterioration of work ability. It is therefore important for employers to recognise their responsibility in managing violence and its threat.

We targeted supervision and other influencing activities especially to sectors and tasks in which there is an obvious threat of violence and where it cannot be completely eliminated. According to supervision observations, the threat of violence is increasingly evident in patient care as well as in the education and teaching sector.



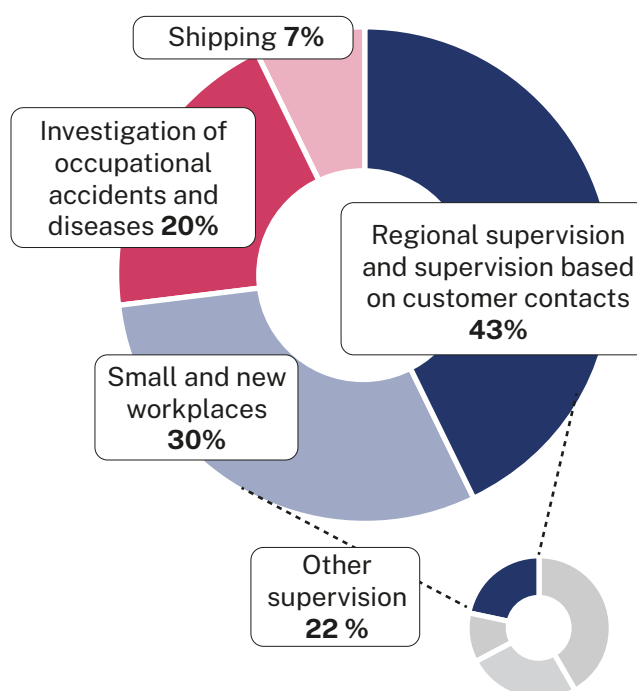
## Other supervision

Of all OSH enforcement, 78% was carried out with a phenomenon-based approach in national projects. Other supervision accounted for 22%.

In addition to phenomenon-based supervision, we conducted customer-initiated supervision, such as supervision related to harassment, harmful workloads and discrimination at work, as well as investigations of occupational accidents and diseases.

We also targeted supervision at small and new workplaces. The aim was to increase employers' knowledge of legal obligations and to ensure that the fundamentals of occupational safety and health are realised.

Other enforcement measures included supervision of shipping as well as supervision based on regional characteristics.



## Investigation of accidents at work supports workplace safety

The employer has the obligation to notify the occupational safety and health authority of serious occupational accidents. We investigate occupational accidents so that similar ones could be prevented and avoided in the future. In this way, we support the continuous improvement of workplace safety.

Occupational accident inspections enable us, when necessary, to impose obligations for deficiencies that breach occupational safety legislation. If necessary, we will submit a report to the police for a pre-trial investigation.

In 2025, approximately 1,100 reports of serious accidents at work were submitted to the occupational safety and health authority. We investigated 790 of them. Approximately 1,300 pieces of written advice and about 140 improvement notices were issued during the inspections.

Of the occupational accidents investigated, 25 per cent occurred in construction and 24 per cent in industry. Many accidents at work were also investigated in the transport and storage sector (13%) and in health and social services (8%).

Serious accidents at work are a small proportion of workplace accidents, but they cause significant human and economic consequences for the injured person and their loved ones, as well as for the employer and the work community.

Prevention of occupational accidents requires continuous monitoring and development of the work environment and operations. Identifying and eliminating accident hazards and reducing risks, that is, systematic occupational safety management as part of the normal operation of the workplace, plays a key role in the prevention of all occupational accidents.

The OSH authority is responsible for investigating serious accidents at work in order to prevent the recurrence of similar events.

## Small and new workplaces: focus on the basics of occupational health and safety

In 2025, we carried out nearly 1,300 inspections at small and new workplaces. Of the inspections, slightly more than 1,100 were carried out at the workplace, about 80 were based on documents and about 75 were carried out remotely. The inspections targeted a wide range of industries and regionally the whole of Finland.

The aim of supervision is to ensure that small and new workplaces have information on statutory occupational safety and health obligations and that the fundamental aspects of occupational safety and health are realised. Supervision aims to support and guide workplaces in identifying and managing harmful and hazardous factors. An important part of the inspections is a workplace tour to comprehensively observe the work environment.

Written advice was issued slightly more than 3,000 times during inspections. In about 260 cases, more serious improvement notices were issued. Inspectors issued most obligations regarding the identification and assessment of work hazards, workplace surveys by occupational healthcare, and the organisation of occupational healthcare.

The inspectors issued hundreds of obligations concerning the work environment. They were related to chemical agents, work equipment, first-aid preparedness, and order and cleanliness, among other things.

## Number of discrimination-related contacts increased

The OSH authority supervises the promotion of non-discrimination and the prohibition of discrimination at work on the basis of customer contacts and at the initiative of authorities.

In 2025, we received some 700 contacts related to discrimination at the workplace. The number increased by more than 10% from the previous year. In most cases, the caller wanted advice on how to bring up the issue at their workplace or an expert opinion on whether or not their experiences constituted discrimination. Those who suspect discrimination at work can receive guidance and advice from our telephone service and instructions for submitting a possible enforcement request.

We processed approximately 282 enforcement requests related to discrimination experienced by an individual employee or jobseeker. We carried out approximately 120 inspections on the basis of requests. In approximately one third of the inspections, it was found that the employer had violated the prohibition of discrimination. We imposed the most obligations for discrimination on the basis of the state of health or other reasons related to the person, followed by opinion or nationality, origin or language. The largest number of obligations were imposed on the basis of discrimination experienced in connection with the termination of an employment relationship.

In 2025, we supervised equality plans and the employers' duty to promote equality during 225 inspections.

We enforced the prohibition of occupational discrimination related to the use of foreign labour during approximately 650 inspections.

## Experiences of harassment and stress at work are often linked

In 2025, we received about 3,100 contacts related to harassment and excessive workload.

Nearly 2,200 contacts highlighted harassment or inappropriate treatment at the workplace, and nearly 1,800 cases involved work-related stress. Often the issue was both. In addition, many of the contacts also addressed experiences of discrimination.

In 311 cases of suspected harassment, an employee submitted a written enforcement request, on the basis of which we assessed whether supervisory measures could be taken in the matter. We carried out 84 inspections on the basis of enforcement requests. Nearly 35% of the inspections revealed that an employer had not complied with its obligations under the Occupational Safety and Health Act.

We received 82 supervision requests related to workload, on the basis of which we carried out 42 inspections. Nearly 50% of the inspections revealed that an employer had not complied with its obligations under the Occupational Safety and Health Act.

Other deficiencies were also found in both harassment and work-related stress inspections. These were related to such things as the orientation of supervisors or employees, the investigation and assessment of psychosocial workload factors, and cooperation with occupational health care.

In cooperation with the Non-Discrimination Ombudsman, we organised a webinar on discrimination and promoting equality in recruitment. The webinar recording can be viewed at [tyosuojelu.fi/live47](https://tyosuojelu.fi/live47).

## Exercise of powers

The OSH authority enforces compliance with occupational safety and health regulations. The most important pieces of legislation governing occupational safety and health are as follows: the Occupational Safety and Health Act, the Employment Contracts Act, the Working Hours Act, the Occupational Health Care Act and the Act on Occupational Safety and Health Enforcement and Cooperation on Occupational Safety and Health at Workplaces. The OSH authority enforces compliance with more than a hundred regulations.

The means of supervision vary from providing incentives and advice to the use of coercive measures.

An OSH inspector can issue written advice on all matters that are supervised by the OSH authority. However, an improvement notice and any binding decision following it can only be issued in certain matters laid down by law.

In 2025, OSH inspectors issued nearly 38,300 written advice documents to the inspected workplaces. The number of improvement notices issued during inspections was around 5,700. An improvement notice may also be imposed with a separate document. An improvement notice may be issued to the employer requiring them to provide the employee with, for example, a certificate of employment or a payslip. Approximately 340 improvement notice documents were issued.

The OSH authority may oblige the employer and other parties concerned to remove the non-compliant condition. In such cases, a binding decision is issued to the workplace and a deadline is set for implementing it. A total of 199 of these were issued during the year in review.

The OSH authority may also issue a decision prohibiting the use of machinery, work equipment or other technical equipment, working methods or the continuation of work that would cause a health hazard. This decision is called

The means of supervision vary from providing incentives and advice to the use of coercive measures.

### Improvement notices top 10 in 2025 (including improvement notice documents)

1. Provision of occupational healthcare (482)
2. Fall arrest systems (463)
3. Periodic inspection of work equipment (301)
4. Records of working hours (292)
5. Shift rosters (265)
6. Principal terms of employment (218)
7. Protection of blades (213)
8. Access to a machine's danger zone (210)
9. Certificate of employment (197)
10. Medical examinations in the context of work that presents a special risk of illness (177)

the prohibition notice. A total of 17 such notices were issued during the year in review.

A total of 90 negligence fee decisions were issued as part of the supervision of compliance with the Act on the Contractor's Obligations and Liability when Work is Contracted Out. A total of 63 negligence fee decisions on posted workers were issued. As of the beginning of 2025, it has been possible to impose a negligence fee if the employer, despite its obligation, has not submitted a local agreement to the occupational safety and health authority. In 2025, no negligence fee payment decisions related to the local agreement were made.

In 2025, a total of 343 requests for investigation were submitted to the police. A total of 280 opinions and statements were issued to the police and the prosecuting authorities.

## Permits and notifications

Legislation imposes restrictions on how certain kinds of work may be performed or assigned. In some cases, it is possible for the occupational safety and health authority to grant an authorisation for certain kinds of work. In addition, the occupational safety and health authority must be notified of certain matters.

A charger's certificate is applied for and renewed via e-services. The e-services can be used to submit a notification of the posting of workers, an advance notice of asbestos removal work, an advance notice of construction work, a notification of a local agreement, and an advance notice of a base for pickers of natural products.

In addition, we processed some 860 permits and received around 43,100 notifications in 2025.

Most of the notifications were received through the e-services. Almost 40 per cent of the notifications were notifications of the posting of workers to Finland. In total, notifications came from 50 different countries. The most notifications came from Estonia, Germany and Lithuania.

With the legislation amendment, the possibilities for local bargaining were expanded as of 1 January 2025. Unorganised employers must conclude local agreements in writing and submit this agreement to the occupational safety and health authority within one month of its conclusion. Notifications can be made electronically in the occupational safety and health e-service. In 2025, 154 notifications were submitted to the occupational safety and health authority regarding a local agreement.

Asbestos legislation was amended in December 2025. It also introduced changes to the information provided in the advance notice of asbestos removal work.

### Permits processed by the OSH authority

Charger's certificate	445
Exemption related to young workers	232
Asbestos removal permit	71
Exemption from crane operator qualification	69
Exemption related to the Working Hours Act	33
Qualification of divers carrying out construction work	7

### Notifications submitted to the OSH authority

Notification of the posting of workers (including supplementary notifications)	18,403
Advance notice on asbestos removal work	9,882
Advance notice of construction work	6,347
Notification on using young people for dangerous work	5,609
Notification of an occupational disease	1,487
Notification of serious occupational accident	1,183
Notification of local agreement	154
Emergency work notification	19
Advance notice on a base for pickers of natural products	15
Notification of the introduction of hazardous biological agents	9

# Means of OSH supervision evolving

In 2025, focus was on the preparation for the transition to the new agency. The change had to take into account both the information systems used internally and the services offered to customers. Changes were made to the information systems in accordance with the new agency's organisational structure, and the documents sent to customers were updated so that the necessary changes could be tested and implemented before the turn of the year.

The possibilities for local bargaining expanded at the beginning of 2025. An electronic notification form was implemented in the occupational safety and health e-service that allows unorganised employers to submit a local agreement to the occupational safety and health authority.

In the enforcement of driving times and rest times, cooperation with Traficom intensified. In March, the automatic reporting of occupational safety and health violations to Traficom was started, which, if necessary, initiates the process to assess the transport company's reputation. Traficom determines the risk category for transport companies on the basis of information provided by the police, Finnish Customs, the Border Guard, the OSH authority, and other authorities in EU Member States. Information on the permits and risk categories of transport companies is transferred from Traficom to the occupational safety and health authority's enforcement system. The information will be utilised when supervision is targeted at companies.

The digitalisation project for processing occupational disease reports from physicians progressed with regard to technical background work. The intention is that in future, occupational disease reports will be automatically transferred from the Kanta service to the OSH authority.



*Driving times and rest periods are subject to enforcement through analysing of the data produced by digital tachograph devices. Information about detected violations is automatically transferred to the Finnish Transport and Communications Agency Traficom.*

To support our own operations, we developed an application for management by competence data. The intention is to use it in personnel planning, for example. It can also be used to highlight the special competencies of personnel that do not otherwise emerge but can nevertheless be useful in work duties.

# The OSH authority offers advice and guidance

Advice and guidance are an important part of the work carried out by the OSH authority. The objective is to support and promote voluntary occupational safety and health efforts at workplaces.

Two of our most important channels for providing advice and guidance are the Tyosuojelu.fi website and the national telephone service.

## Tyosuojelu.fi website

In 2025, the Tyosuojelu.fi website of the OSH Administration had more than one million users. There were almost 1.9 million website views.

The most popular pages of the Finnish-language service were notice periods, sick leave and layoff. The most popular content in Swedish and English covered the employment contract.

## Telephone service

The experts working the telephone service are OSH inspectors who give advice and guidance to employers and employees.

In 2025, we answered more than 16,300 calls. More than half of the questions concerned employment relationship matters. In recent years, calls related to well-being at work have also increased significantly. In the spring 2025 customer satisfaction survey, our telephone service received a rating of 4.69 (scale 1–5).

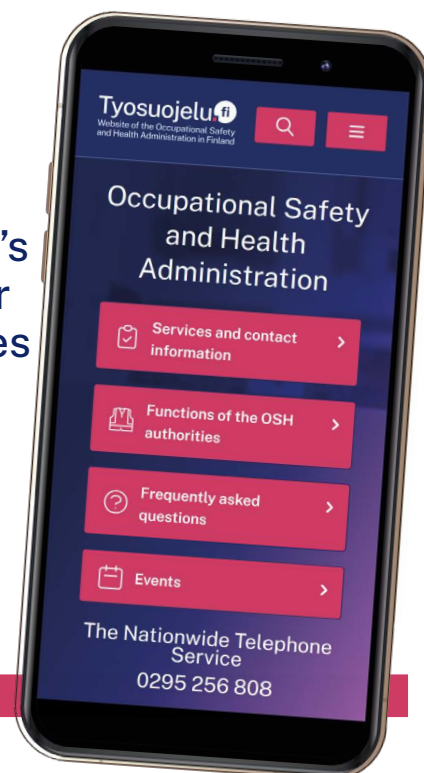
### Answered calls in 2025

Employment relationship	9,269
Work environment	2,708
Construction industry	828
Well-being at work (psychosocial workload, harassment and inappropriate treatment, discrimination at work)	3,048
<b>Total</b>	<b>16,305</b>

\* Includes calls in English (452 in total) which are not broken down by subject.

## Tyosuojelu.fi's most popular content pages

The homepage is the most visited page for all language versions of the website.



### English

1. Employment contract
2. Posted worker
3. Pregnancy leave and parental leave
4. Annual holidays
5. Working hours

### Suomeksi

1. Irtisanomisajat
2. Sairausaika
3. Lomautus
4. Epäasiallinen kohtelu
5. Employee's outstanding wages

### Ruotsiksi

1. Arbetsavtal
2. Bestämmelser om kör- och vilotider
3. Permittering
4. Arbetarskydd på arbetsplatsen
5. Arbetstid



*Inspectors Anne Myyryläinen and Anu Pulkkinen discussed in the Työsuojelua puhekielellä (“OSH in plain language”) podcast how the threat of violence can be identified, prevented and managed in the workplace.*

## Communication reaches different customers through different channels

Communications and various events are other influencing activities carried out by the OSH authority. We communicate about the interpretations of laws enforced by the OSH authority, subsequent enforcement findings, and developments observed at workplaces. The most important task of communications by the OSH authority is to support occupational safety and health efforts at workplaces. We also communicate with employees and job seekers in vulnerable labour market positions.

Our work includes providing information both to those interested in occupational safety and health and to those customer groups that do not actively seek out our communications.

Our website Tyosuojelu.fi is the cornerstone and brings together a large proportion of our communications on a single platform. Our website is used by more than a million visitors every year.

The OSH Administration's newsletter is published four times a year in Finnish and Swedish.

The newsletter is sent to the OSH managers and representatives found in the Centre for Occupational Safety's register. In addition, the newsletter has more than 2,500 individual subscribers. In 2025, each of our newsletters had an average of more than 7,000 readers.

One of our key communication channels is webinars, which had more than 4,500 attendees in 2025. In webinars, we cover legislation amendments and the employer's obligations, for example. According to the feedback, nine out of ten attendees plan to share the information they received.

Some communications are target workplaces directly. According to supervisory priorities, our themed email communications reached a total of 46,000 workplaces in 2025.

Our social media posts were viewed a total of 1.47 million times in 2025. The most popular channels were Facebook, LinkedIn and TikTok.

# Legislation

**E**nforcement of legislation concerning the world of work is largely the responsibility of the OSH Administration. Labour legislation is drafted on a tripartite basis in cooperation with the organisations representing employers and employees.

The Ministry of Social Affairs and Health prepares and develops legislation related mainly to working conditions, while the Ministry of Economic Affairs and Employment is mainly responsible for legislation related to employment relationships.

National and EU-specific occupational safety and health legislation is drafted in the Advisory Committee on Preparation of Occupational Safety Regulations (TTN). The committee operates under the auspices of the Ministry of Social Affairs and Health.

Finland also participates in the drafting of EU legislation and strategies on occupational safety and health in the committee working under the auspices of the European Commission.

## Regulations prepared by the Ministry of Social Affairs and Health in 2025

- Living Environment for Seafarers on Board Ships.** The new decree (103/2025) clarified the relationship between national provisions on the living environment of crew members on board ships and international provisions. The decree contains more detailed provisions on the ship's living quarters and their maintenance, for example. The regulations are largely based on the provisions of the Maritime Labour Convention (MLC) of the International Labour Organisation (ILO). In the same context, it was stipulated (104/2025) that the rules for the living environment and food supply of fishing vessels correspond to the regulation of the living environment of the crew members. The regulations entered into force on 1 April 2025.
- Asbestos removal work :** The national transposition of the EU's Asbestos Directive required clarifications to the Act on Certain Requirements Concerning Asbestos Removal Work (684/2015) and more extensive amendments to the Government Decree on the Safety of Asbestos Work (798/2015). At the same time, the Act on OSH Enforcement and Cooperation on Occupational Safety and Health at Workplaces (44/2006), which provides for the advance notice on asbestos removal work, had to be amended. Following the amendments, more information must be provided in the advance notice on asbestos removal work. The amendments took effect in two parts, on 21 December 2025 and on 1 January 2026.
- Registration of occupational safety and health cooperation personnel :** The main content of the new Act (215/2025) is the employer's obligation to report information concerning the occupational safety and health cooperation personnel in the workplace to the Centre for Occupational Safety's register. The notification obligation does not apply to employers at small workplaces. However, they have the opportunity to submit a notification, as registering the information can contribute to occupational health and safety. The Centre for Occupational Safety discloses submitted information from the register pursuant to the law for the purpose of promoting occupational safety and health.
- Act on chargers:** The Act on Chargers (in Finnish 'panostajalaki', 214/2025) was amended so that the official duties of the Defence Forces and the Border Guard were removed from the scope of the Act, among other things.

# Personnel

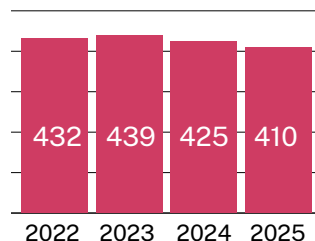
In 2025, the Occupational Safety and Health Divisions employed 417 people. A total of 410 person-years were available.

The results of the job satisfaction survey cannot be directly compared with the results of previous years due to the changed scale, but in relative terms, the result is approximately at the same level as before.

Due to the tight financial situation, new personnel were recruited only in exceptional cases (7 people). The Divisions continued to build a shared wellbeing at work programme.

In 2025, we worked on the principles of interaction, engaging the entire personnel in the efforts aimed at maintaining a sense of community.

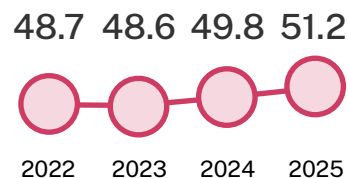
## Person-years



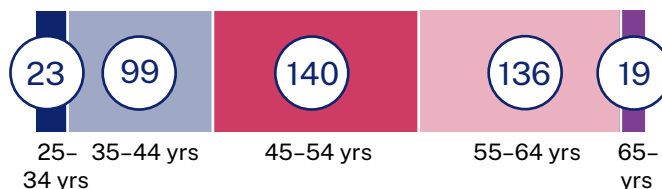
## Job satisfaction



## Average age



## Age distribution



## Principles of interaction



# Multi-authority cooperation

**T**he OSH authority engages in active cooperation with other authorities. In particular, combating the grey economy and labour exploitation effectively requires seamless cooperation between authorities. Each authority has its powers and operating fields defined by legislation, but effective operations require extensive cooperation. Practical activities include supervision, exchange of information and joint communication.

## Cooperation between authorities adds effectiveness to supervision

Multi-authority cooperation was carried out in 2025, especially in regional cooperation forums. In addition to the OSH authority, the cooperation involved police departments, the Finnish Tax Administration, the Finnish Immigration Service and the Border Guard were involved, and in some cases also the Finnish Customs and the alcohol administration of the Regional State Administrative Agencies. The cooperation forums engage in practical work. They have engaged in work to develop structures and cooperation models that will support regional joint supervision and information exchange. The OSH authority is also engaged in cooperation with authorities such as the Finnish Safety and Chemicals Agency Tukes, the Finnish Transport and Communications Agency Traficom, the Finnish Centre for Pensions and the Finnish Workers' Compensation Centre.

In order to develop information exchange between the authorities, occupational safety and health inspectors, on their own initiative, provided information to other authorities on their observations made during supervision in 2025. Quantitatively, the largest amount of information was submitted to the Police, the Tax Administration, the Finnish Workers' Compensation Centre and the Finnish Centre for Pensions. Based on



Janne Varonen

the information received from the OSH inspectors, other authorities are able to allocate their resources more efficiently where problems were observed.

## Cooperation projects between authorities launched

The action plan to combat the grey economy and economic crime was launched at the beginning of 2025. The action plan includes two projects under the leadership of the OSH authority, which will aim to develop cooperation between authorities internationally and nationally. The national project aims to further develop regional cooperation between authorities, increase the exchange of information and improve national coordination of cooperation between authorities. The projects will continue until the end of 2027.

# International cooperation

Cooperation by the OSH Administration with the Member States of the European Union is based on several functioning cooperation networks. International multi-authority cooperation contributes to preventing labour exploitation and human trafficking. In addition to supervisory tasks, the OSH authority also engages in international cooperation in development tasks, campaigns and legislative drafting with EU Member States.

## Cooperation at EU level

Europol is a law enforcement cooperation agency that supports the authorities of EU countries in combating serious international crime and terrorism. In 2025, the Finnish OSH authority participated in a Europol-coordinated action week intended for tackling human trafficking and labour exploitation. Supervision was carried out by 20 foreign labour inspectors together with the police in several localities and in several different industries around Finland. Of these 85 OSH inspections, the inspector suspe-

cted work-related exploitation in seven of them. As a result of the action week, more than 400 potential victims of human trafficking were identified across Europe and 43 new criminal investigations into labour exploitation were launched, according to the report by Europol.

The European Labour Authority (ELA) aims to implement EU rules on labour mobility and social security coordination. The ELA supports and promotes good cooperation and exchange of information between the competent authorities of the Member States. Finland's strength in this regard is its long-term commitment to combating the grey economy, undeclared work and work-related exploitation, as well as effective intersectoral cooperation.

Extensive cooperation with ELA member states was also carried out on a practical level. Finnish OSH health inspector participated in joint inspections and familiarised themselves with labour supervision in France, Denmark and Ireland.



Janne Varonen

*A joint inspection coordinated by the ELA in Cyprus in September 2025. In addition to OSH inspectors, Finnish participants included a representative of the human trafficking investigation team of the police, and police officers from the Swedish centre for cooperation between authorities participated in the inspection.*



Estonian Labour Inspectorate

*For joint inspections with the Estonian Labour Inspectorate, the aim is to find inspection areas where supervision needs are identified by the OSH authorities of both countries. An inspection carried out in Estonia encountered workers posted from Finland to Estonia, for example.*

Finland was visited by occupational safety and health inspectors from Estonia, Slovakia, Germany and Ireland. The topics of cooperation included prevention of labour exploitation, supervision of seasonal work, traffic control and supervision of work carried out at home, as well as cooperation between authorities. Our personnel also participated in training events organised by ELA, such as communication training.

The EU Senior Labour Inspectors' Committee (SLIC) acts as a channel of communication between European OSH administrations. Its aim is to develop OSH supervision, promote active interaction between Member States and ensure that aspects related to OSH supervision are taken into account in legislative drafting.

In 2025, Finland was involved in the evaluation processes of the French and Bulgarian OSH administrations and participated in the activities of nine different working groups. SLIC working groups prepared guides on the supervision of diving work, biological exposures, and AI-enabled machinery and robotics, among other things. In addition, SLIC prepared a position paper on occupational safety and health challenges of operators in the cultural and creative sector and on the related supervision.

## Cooperation with the Nordic and Baltic countries

In 2025, Finland held the presidency in Nordic cooperation. During the Finnish presidency, the theme of fraud in the labour market was particularly prominent. We organised a seminar with the Ministry of Economic Affairs and Employment on preventing labour exploitation, and a seminar on psychosocial safety at work was also organised. In addition to the representatives of the other Nordic and Baltic OSH administrations, the attendees to events held in Helsinki in September 2025 included inspectors from Finland working on practical supervision.

Finland also led Nordic-Baltic cooperation against fraud in the labour market. In connection with this, representatives of the Nordic and Baltic OSH administrations worked together to develop enforcement-related analytics, for example. A seminar on analytics was held in Riga in November 2025, with attendance by inspectors from Finland as well. A separate Nordic-funded project against undeclared work and labour exploitation also progressed.

# OSH supervision in figures

	2022	2023	2024	2025
<b>Inspections and inspected sites</b>				
Total number of inspections	23,105	24,510	20,628	19,763
Total number of inspected sites	18,770	19,657	16,685	15,827
Time used for one inspection at the workplace, average number of hours	1.3	1.3	1.3	1.1
Inspections/inspector-person-years	76	81	70	69
<b>Inspection types</b>				
Workplace inspections	15,874	18,411	16,559	15,420
Document-based inspections	5,153	4,836	3,367	3,567
Remote inspections	1,947	1,099	711	776
<b>Obligations</b>				
Written advice	42,490	45,007	41,800	38,279
Improvement notices (incl. inspections and improvement notice documents)	6,231	6,903	6,685	5,707
<b>Coercive measures</b>				
Prohibition notices confirmed by the OSH authority	39	31	22	17
Binding decisions	179	222	255	199
Periodic penalty payments to be paid (qty)	26	43	59	46
Periodic penalty payments to be paid (EUR)	203,000	347,000	426,500	501,570
Negligence fee decisions (pcs), contractor's obligations and liability*	62	84	93	90
Negligence fees (€), contractor's obligations and liability*	204,450	376,560	470,350	480,090
Negligence fee decisions (pcs), posting of employees*	34	70	69	63
Negligence fees (€), posting of workers*	155,000	340,000	322,350	297,400
Negligence fee decisions (pcs), local agreement	-	-	-	0
Negligence fees (€), local agreement	-	-	-	0
<b>Investigation requests and statements</b>				
Investigation requests to the police	489	503	398	343
Opinions to the police**				81
Statements to the prosecution**				199
<b>Service demand</b>				
Customer contacts/total service demand***	34,334	36,037	36,818	25,409
Inspections based on customer contacts	2,030	2,117	2,038	2,047
<b>Investigation of occupational accidents and diseases</b>				
Occupational accidents investigated	1,087	943	845	790
Occupational diseases investigated	36	34	40	43
<b>Employees (person-years)</b>				
Occupational Safety and Health Divisions	432	439	425	410
<b>Operating expenses (€ million)</b>				
Occupational Safety and Health Divisions	29,837	33,406	29,864	28,751

\* Payments arising from some decisions made during the year will become due only in the following year.

\*\* No comparative data is available, as reporting practices changed at the beginning of 2025.

\*\*\* The total number includes emails received by the OSH Occupational Safety and Health Divisions and calls answered by the telephone service.

Contacts are also sent directly to the inspectors, and these are not included in the total number for service demand.

# Supervision of shipping

The shipping sector differs significantly from other OSH enforcement. Shipping is subject to its own special legislation, which covers, among other things, crew members' working time and rest periods, working and living environments on vessels, occupational safety during the loading and unloading of ships, handling of hazardous cargo, and food supply on the ship.

OSH supervision in shipping is carried out both domestically and abroad, as shipping is inherently international. Based on the international Maritime Labour Convention (MLC 2006), most of the inspections of Finnish merchant shipping are related to foreign traffic. OSH inspections are required for the issue, maintenance and renewal of maritime labour certificates for ships. In addition to the customary machine and equipment safety and working times and rest periods, inspections cover working conditions, the payment of wages, crew qualifications and insurance cover, among other things. In 2025, OSH Divisions carried out a total of nearly 60 such MLC inspections on Finnish vessels.

Other domestic vessels, such as tugs or domestic passenger vessels, are not subject to MLC inspections. Supervision on these vessels consisted of a total of about 50 OSH inspec-

OSH supervision in shipping is international.

tions. In merchant shipping, crew members' rest periods were enforced in a total of more than 80 OSH inspections. In a project concerning professional boats, more than 20 inspections were carried out on rescue service vessels and police patrol boats.

Over a dozen OSH inspections were carried out in ports. In addition to stevedoring operations related to the loading and unloading of ships, supervision of the transport of dangerous goods is carried out in ports in multi-authority cooperation with several safety authorities.

In 2025, a total of nearly 20 occupational accidents were investigated in shipping. They occurred both on board ships and in port environments.

The OSH Administration employs six inspectors specialising in shipping supervision and one OSH inspector specialising in stevedoring.

## Supervision of shipping

<b>Vessel inspections</b>	
MLC inspections	59
Other vessels	49
Professional vessels	23
<b>Rest periods</b>	
Crew members' rest periods	82
<b>Ports</b>	
Port inspections	14
Stevedoring	27
Joint inspections of the transport of dangerous goods	29
<b>Maritime cluster</b>	
Inspections	26

# Supervision of primary production

In 2025, OSH supervision in primary production was carried out in the sectors of agriculture, forestry and fishing. Inspections were carried out by a total of 91 inspectors, all of whom also supervise sectors other than primary production.

The number of inspections carried out in primary production was 355, covering a total of 306 inspected enforcement sites. Based on the inspections, a total of 603 pieces of written advice were issued; more stringent guidance in the form of improvement notices was given 97 times. Of the 196 OSH inspections in agriculture, 36 per cent involved the supervision of the use of foreign labour.

In the agriculture sector, 21 accidents were investigated, and in the forestry sector, the number of investigated accidents was 5. The accidents were of different types. Situations related to the use of machines caused several serious accidents. Three accidents caused by animals were investigated.

Reports regarding occupational diseases and suspicion of occupational diseases usually involved rashes due to mould and dust exposure and respiratory tract diseases and symptoms.

## Jobs in primary production

According to Statistics Finland, nearly 127,500 companies operated in primary production in 2024. Of these, 99% employed less than five people. The companies in the sector employed personnel amounting to approximately 39,400 person-years.

The total number of inspection sites was approximately 8,300, of which approximately 4,600 in the agriculture sector, 3,400 in the forestry sector and 340 in the fishing sector.

Statistics Finland does not yet have any statistics for 2025.

These were inspected during occupational disease inspections or in connection with other inspections.

The EU directive on social conditionality entered into force on 1 January 2025. This means that in order to receive EU agricultural subsidies, the farmer, as an employer, must comply with the applicable labour and occupational safety legislation, and breaching it may lead to reductions in subsidies.

## Supervision of primary production by sector

	Plant production and livestock farming, game husbandry and related services	Forestry and timber harvesting	Fishing and aquaculture
<b>Total inspections</b>	<b>196</b>	<b>146</b>	<b>11</b>
Inspected enforcement sites	165	128	11
Workplace inspections	95	70	11
Occupational accident investigation	21	5	0
Supervision of the use of foreign labour	71	57	0
Contractor liability supervision	9	14	0
Market surveillance	0	0	0
<b>Total obligations</b>	<b>406</b>	<b>275</b>	<b>15</b>
Written advice	355	231	13
Improvement notices	51	44	2

Tyosuojelu.fi

Website of the Occupational Safety  
and Health Administration in Finland