



2015

Annual Report of the Occupational Safety and Health Administration in Finland

Healthy work

Longer working careers
through occupational
safety and health



Fair working life rules



Expertise to
ensure legal
working conditions

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Cover photo: Katariina Gööös

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Foreword

In many respects, the year 2015 was a year of assessing achievements and a year of setting new objectives.

The year marked the end of the occupational safety and health framework period 2012–2015. Extension of working careers and combating of the shadow economy had been the priority areas during and period and most of the objectives that had been set in the framework agreement for the past four years were achieved. The OSH Administration was able to increase the number of inspections and the scope of enforcement almost as planned. There was extensive client-initiated enforcement, while new and updated enforcement guidelines, work of the coordination groups and assessments of the inspection reports carried out by the ministry as random checks helped to ensure quality. The Vera information system, which is now operational, has proved highly useful in these areas.

With the aim of improving customer service, the OSH Administration overhauled its online service during 2015 and made preparations for a national telephone service in which all OSH advice is provided from one number. The OSH Administration received positive feedback on the work of the regional occupational safety and health boards in the OSH Divisions. Close cooperation between OSH actors (OSH Department and OSH Divisions) and social partners also continued in other areas during the year.

The analysis of the OSH Administration's operating environment and the OSH enforcement framework plan for the period 2016–2019 are two documents in which we are setting our sights for the future. In enforcement, priority will be given to risks determined on the basis of nationwide assessments. In workplace inspections, the focus will be on the ability of the workplaces to manage their own safety matters. The OSH Administration intends to communicate more actively on its work, cooperate more closely with its stakeholders and share more information with other authorities, both nationally and internationally.

At the same time, however, the realities of central government finances mean that we have to operate within a tight budget. There is unlikely to be any increase in the person-years of the OSH Administration in the foreseeable future. We have to adjust our expenditure in accordance with the available appropriations. This requires changes in operating practices and discontinuation of discretionary tasks that are less important.

The Working Life 2025 review published at the start of 2015 provides a long-term perspective for an important area. It discusses how the changes in working life and the working environment are impacting occupational safety and health and well-being at work. In other respects, too, the OSH Department created a strong knowledge base in such areas as mental and physical stress at work, latest advances in the prevention of occupational accidents and employees' well-being in small enterprises.

The programme for persons with partial work capacity (Osku) was concluded in 2015. Extension of working careers and the prevention of disability are also themes in the "Path to Working Life for People with Partial Work Capacity", one of the key projects of Prime Minister Juha Sipilä's Government.

The provisions on asbestos work, the Government proposal for a new Charger Act, the plans to provide the OSH authorities with wider access to information and the preparation of the national implementation of the directive on electromagnetic fields were some of the major law drafting projects during 2015. Existing statutes were also reviewed during the year. The aim was to determine whether updates are required and whether any of the laws are obsolete. This was not merely a matter concerning Finland's national legislation. The European Commission carried out a similar review of the occupational safety and health legislation of the European Union.

The personnel of the Occupational Safety and Health Administration deserve thanks for their excellent performance during 2015.

Leo Suomaa
Director-General, Department for Occupational Safety and Health



Activities of the Occupational Safety and Health Administration

The policies for the working environment and well-being at work until 2020 set out the long-term goals for occupational safety and health and the measures required for achieving the goals. The policies support the strategic goal of the Ministry of Social Affairs and Health to extend working careers in Finland by three years and they also define the role of occupational safety and health in this process.

The policies set the following objectives for 2020 (compared with the situation in 2010):

- Incidence of occupational disease down by 10 %
- Frequency of occupational accidents down by 25 %
- The incidence of job strain will decrease
 - Perceived physical strain down by 20 %
 - Perceived mental strain down by 20 %.

The operational entities of the policies are:

- Leadership is the cornerstone of well-being at work
- Occupational health services become an efficient partner at the workplace
- Knowledge, will and competence through cooperation
- Effective communication
- Good legislation provides the foundation for the minimum standard of working conditions
- Competent occupational safety and health administration is in charge of the enforcement of legislation.

The main task of the Occupational Safety and Health Administration is to monitor compliance with the provisions and regulations on occupational safety and health. Enforcement activities are directed so as to achieve the highest possible impact. Enforcement is mainly carried out by means of workplace inspections. Other measures include issuing of licences and submitting of statements to other authorities.

In addition to enforcement, the Occupational Safety and Health Administration gives guidance and advice on questions related to health and safety at work and the terms of employment relationships. It also works in close cooperation with employer and employee organisations in occupational safety and health matters.

The Occupational Safety and Health Administration (OSH Administration) consists of the Department for Occupational Safety and Health (OSH Department) of the Ministry of Social Affairs and Health and the Divisions of Occupational Safety and Health (OSH Divisions) of the Regional State Administrative Agencies. The OSH Department steered the activities of the regional OSH administration by means of a four-year framework agreement and annual performance agreements. The enforcement priority areas for the framework period 2012–2015 were the enforcement of workplace rules and the extension of working careers. In the enforcement of the workplace rules a high priority was given to the combating of the shadow economy. In order to provide a basis for longer working careers, workplaces must have effective practices for performing work in a safe and healthy manner, as required by law.

Organisation of the OSH Administration

Ministry of Social Affairs and Health

OSH Department

The OSH Department steers the OSH Divisions, drafts and develops OSH legislation and policy, and is in charge of international cooperation in occupational safety and health.

Field Operations Unit

- prepares performance targets for OSH enforcement
- guides the regional OSH operations
- reviews product control decisions made by the authorities.

Legislation Unit

- drafts OSH acts, decrees and provisions
- gives guidelines for and monitors the implementation of legislation
- draws up reports on the application of EU legislation
- provides information on matters concerning the general applicability of collective agreements.

Policy Unit

- evaluates, monitors and prepares strategies and operational policies on occupational safety and health and well-being at work
- coordinates development operations concerning well-being at work
- carries out national and EU-level tasks of the European Agency for Safety and Health at Work
- is responsible for the internal support services of the OSH Department.

Divisions of Occupational Safety and Health of the Regional State Administrative Agencies

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

The duties of the OSH Divisions are:

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

Enforcing workplace rules

In the enforcement of the workplace rules a high priority was given to the combating of the **shadow economy**. During the year in review, the OSH Administration played an active role in the working groups developing legislation and cooperation between the authorities as part of the Government's action programme for intensified fight against the shadow economy and economic crime. The OSH Administration also participated in the extensive communication campaign for fighting the shadow economy ("mustatulevaisuus.fi"). There was enforcement cooperation in the combating of the shadow economy, especially with the Finnish Tax Administration, the police and other divisions of the Regional State Administrative Agencies.

As part of the Government's action programme for intensified fight against the shadow economy and economic crime, different authorities were allocated additional funding for combating the shadow economy in 2012–2015. The additional funding received by the OSH Administration was spent on employing inspectors specialising in the enforcement of compliance with the Contractor's Liability Act and the supervision of the use of foreign labour.

Number of inspections

Inspected site	2012	2013	2014	2015
Foreign employees' right to work in Finland	2,560	3,299	1,937	1,721
Contractor's liability	885	1,631	1,680	1,846
Driving and rest periods		1,130	1,230	1,270
Working hours legislation	6,096	9,811	6,619	7,560

The OSH Divisions monitored **foreign employees' right to work** and compliance with the minimum terms of employment in selected target sectors. Some of the inspections were carried out as joint inspections with other authorities (police, Finnish Tax Administration, Finnish Border Guard, alcohol inspectors). Breaches of law detected during the inspections were often connected with the keeping of information, ensuring of the right to work and underpayment. The enforcement in the construction sector was in accordance with the plan for fighting the shadow economy prepared by the construction sector coordination group. Ensuring compliance with the provisions on the ID card and the tax number was one priority area in the enforcement.

The OSH Division of the Regional State Administrative Agency for Southern Finland was responsible for nation-



Photo: Piretta Pietilä

The Contractor's Liability Act was revised on September 1, 2015. The briefing about the amendments and the enforcement of the act gathered a full house in Pasila in October.

wide enforcement of the **Contractor's Liability Act** (Act on the Contractor's Obligations and Liability when Work is Contracted Out; 1233/2006). The Grey Economy Information Unit of the Finnish Tax Administration, the Finnish Centre for Pensions, the police and the Finnish Customs are the main partners in the enforcement of the Contractor's Liability Act. The construction sector, metal industries, logistics as well as the hotel and restaurant sector were some of the enforcement priority areas in 2015.

The OSH authorities monitor **the driving and rest periods** of drivers in road freight and passenger transport in cooperation with the police in accordance with monitoring directive 2006/22/EC. The OSH authorities concentrate on inspections in companies' premises, while inspections on the road are the responsibility of the police. In 2015, about 265,400 driver workdays were inspected in enterprises. In addition to the cooperation with the police, the OSH authorities also cooperated with the Finnish Customs and the permits division of the Centre for Economic Development, Transport and the Environment (ELY Centre) of South Ostrobothnia, which grants permits for goods transport.

Compliance with the **working hours legislation** was supervised during all inspections where this was found to be appropriate and also by means of specially targeted working hours inspections. In the monitoring of working hours, priority was given to sectors with a high proportion of salaried employees. As laid out in the performance agreement, the OSH Divisions also monitored **fixed-term employment relationships, temporary agency work and compliance with the Non-Discrimination Act**.

Extending working careers

Harmful strain caused by work and working conditions

Psychosocial stress may be caused by factors related to work content, work organisation or the social functioning of the work community. A total of 6,700 inspections focusing on psychosocial stress were carried out during the year in review. In the supervision, priority was on safety management procedures concerning the threat of violence (5,745 inspections) and safety management procedures aimed at preventing harassment and inappropriate treatment (5,231 inspections). According to the observations made during the inspections, the most serious inadequacies in the management of risks arising from psychosocial stress occur at workplaces with a high proportion of salaried employees and in the social welfare and health care sector.

In the supervision of **physical strain**, the focus was on manual handling and lifting and repetitive work. Industries, social welfare and health care services, cleaning, catering, transport and warehousing were some of the priority areas in the supervision. The aim of the supervision was to ensure that workplaces have workable practices for managing physical strain. Manual handling and lifting was monitored in 8,174 inspections and repetitive work in 1,711 inspections.

Prevention of occupational accidents

One of the strategic objectives of the OSH Administration is to reduce the occupational accident frequency by 25 per cent between 2010 and 2020. However, there has been little change in occupational accident frequency since 2010.

In 2015, the OSH Department took measures aimed at implementing the Modern occupational accident programme on the basis of a preliminary report prepared in 2014. The aim is to implement the recommendations laid out in the preliminary report. The targets are set for the year 2025, which is in line with the Working Life 2025 review prepared by the OSH Department.

High-risk sectors were a priority area in OSH enforcement. The purpose of the inspections was to ensure that safety management methods and working conditions at workplaces are in compliance with the law. According to the observations made during the inspections, the most serious inadequacies concern the implementation of the measures



Photo: OSH Division of the Regional State Administrative Agency for Northern Finland

In the mine industry the big size of the machinery among other things causes specific risks for the mine traffic and service.

but there were also problems with the comprehensiveness of risk analysis and assessment.

The OSH authorities investigate all serious workplace accidents reported to them. A serious workplace accident is an accident which has resulted in a severe injury, such as a fracture requiring surgical treatment, or a permanent injury. There are still major inadequacies in the manner in which workplace accidents are reported to the authorities. A total of 936 workplace accidents were investigated during the year in review.

Enforcement of occupational health care

OSH Divisions are responsible for ensuring that workplaces have up-to-date occupational health care services agreements, have conducted workplace surveys and have an occupational health care action plan based on the survey. They also check that health examinations have been made for persons performing work tasks that cause specific risks of illness.

Occupational health care was supervised in all authority-initiated inspections where it suited the nature of the inspection. Occupational health care was the topic in a total 10,449 inspections. According to the observations made during the inspections, most workplaces have an occupational health care agreement but there are inadequacies, particularly in the carrying out of workplace surveys and health examinations. When inspecting occupational health care services, the OSH Divisions cooperated with the divisions of basic public services, legal rights and permits of the Regional State Administrative Agencies.

Prevention of occupational diseases

Reducing occupational diseases is one of the strategic objectives of the OSH Administration. There was a substantial decrease in cases and suspected cases of occupational disease between 2010 and 2011 but their numbers have remained fairly constant since then.

Cases and suspected cases of occupational disease among salary and wage earners since 2010

	2010	2011	2012	2013
Cases of occupational disease	2,339	1,886	1,776	1,811
Suspected cases of occupational disease	3,500	2,806	2,628	2,791

Source: FIOH, cases and suspected cases of occupational disease.

The new form for submitting notifications of occupational diseases was introduced at the start of 2015. Using the form, doctors can submit notifications of cases or suspected cases of occupational disease to regional OSH authorities. The notification obligation also applies to other diseases that are suspected to be work-related (section 46 a of the Act on Occupational Safety and Health Enforcement and Cooperation on Occupational Safety and Health at Workplaces 44/2006). The purpose of the notification is to ensure that working conditions are improved so that further cases of similar dis-



eases can be prevented. The new form also has sections on the basis of which it is easier for the OSH authorities to determine whether an occupational safety and health inspection should be made at the workplace. The new form also serves as an important information channel on new or suspected exposure agents and health hazards. For the notification forms (in Finnish and Swedish), go to www.suomi.fi service.

Chemicals control

Ensuring the control of chemical risks and the safe use of chemicals at workplaces was one of the enforcement priorities during the framework period 2012–2015. The two-year national project concerning the supervision of metalworking fluids started in 2014 was concluded during the year. The purpose of the project was to help and advise operators in the selection and use of metalworking fluids and increase awareness of chemicals and the management of risks concerning their use. During the project, inspections were made in a total of 274 companies. According to the inspections, the occupational health care and the storage of chemicals are the areas where the degree of compliance is the highest. At the same time, the management of chemical agents and instruction and guidance of employees are the two sectors with the most serious inadequacies.

There was more national and international cooperation in issues concerning chemicals control. Cooperation was increased as a result of legislative changes and the need to treat operators fairly in all EU Member States.

The Ministry of Social Affairs and Health has provided funding for the Kemikaalivihi website maintained and developed by the Finnish Institute of Occupational Health. Other projects funded by the Ministry of Social Affairs and Health



Photo: Piiretta Pietilä

Photo: Virpi Saarinen

included the Kemku project, in which the aim was to improve the management of chemical risks by determining the most important work-related chemical exposures and by developing methods for avoiding or reducing exposure. Improvements in chemical safety at workplaces since the introduction of the REACH regulation were examined in a monitoring project focusing on the impacts of REACH on occupational safety and health. The project also resulted in new model solutions for prevention of chemical risks.

Other tasks laid out in the National Programme on Dangerous Chemicals KELO 2020 were also carried out with a number of different partners.

The chemicals control expert network of the OSH Administration continued its work during the year in review.

Rural industries

The number of annual occupational safety and health inspections in companies engaged in rural industries has been about 500 for several years. From the enforcement perspective, rural industries are characterised by regional differences between lines of production in agriculture and the fact that the importance of rural industries varies by region. OSH Divisions prioritise different lines of production in their inspections.

According to the observations made during the inspections, most of the enterprises are in compliance with the basic regulations concerning occupational safety and health and employment relationships. However, based on the binding decisions made, there are inadequacies in all areas that were covered in the inspections.

According to the observations, investments in production facilities and equipment prompted by structural changes in

agriculture help to improve occupational safety and health. Thus the observations reinforce the findings made in the surveys. Moreover, particularly in the forestry sector subcontracting chains, forest companies expect entrepreneurs to invest in occupational safety and health and the preparation and maintenance of quality management systems.

In rural industries, the most serious challenges emerge when enterprises face economic problems or when new entrepreneurs unfamiliar with the sector are starting a business. Economic problems are a heavy psychological burden to the entrepreneurs and affect all areas of their operations. During the past 15 years, riding schools in particular have been characterised by inadequacies. The problems have concerned employment relationships and occupational health as well as compliance with occupational safety obligations. The general observation is, however, that well-established enterprises are in better compliance with their statutory obligations.

Shipping

As in 2014, OSH enforcement in shipping consisted of inspections concerning maritime labour certificates and periodic inspections. Support for shipping has helped Finland's merchant fleet to grow, which has also increased the number of inspected sites. Accumulation of working hours and fatigue resulting from the small number of crew members remain the most serious occupational safety and health problems in the sector. For this reason, there is now more attention on adequate rest periods and the actual hours worked in the inspections. A total of 167 ships were inspected during the year in review and of these, 82 were small vessels with a gross tonnage under 200.

Under the Maritime Labour Convention of the International Labour Organization (MLC 2006), all vessels in international traffic are subject to port state control inspections. The inspections cover seafarers' working and living conditions and employment relationships. A small number of inspections on foreign vessels were carried out in Finland during the year in review.

OSH authorities must inspect all ships in international traffic and all ships of 200 gross tonnage or over in domestic traffic every three years. The inspection obligation is based on the Act on the Working and Living Environment and Catering for Seafarers on Board Ships (395/2012).

OSH enforcement in shipping is partially carried out in cooperation with maritime safety authorities and priority has been on ensuring a smooth flow of communications.

Prioritisation of authority-initiated enforcement is specified each year on the basis of the information collected from the ICT systems and enforcement observations.

Market surveillance

All machinery, equipment and personal protective equipment on the market must meet statutory requirements. The OSH authorities are responsible for ensuring that the technical equipment used at work is in compliance with the requirements. Market surveillance operations are carried out by OSH Divisions and the OSH Department.

During the year in review, the OSH Divisions carried out 633 market surveillance inspections that concerned machinery and personal protective equipment. Six cases were transferred to the OSH Department for further consideration. In addition to the cases transferred from OSH Divisions, the ministry also receives market surveillance cases from other parties. A total of 23 market surveillance cases were concluded by the ministry during the year and in 10 of them it prohibited the placing on the market or putting into service of the technical device.

The OSH Department continues to steer the market surveillance operations of the Regional State Administrative Agencies and it is also responsible for the operations of the market surveillance networks. The OSH Department cooperated with other market surveillance authorities at national

level, while internationally it took part in the work of the co-operation groups of the market surveillance authorities of the EU Member States.

In 2015, market surveillance was carried out in accordance with the EU regulation on accreditation and market surveillance (765/2008/EC) and in line with market surveillance programmes prepared for different product groups.

Respirators, personal hearing protectors, barriers against falling, safety glasses, face protectors as well as protective gloves and clothing on sale in the Internet were inspected in the national **market surveillance of personal protective equipment**. A total of 63 per cent of the products were in compliance with the law. There were inadequacies in 21 per cent of the user instructions, 9 per cent of the type examination certificates and 8 per cent of the declarations of conformity.

During the year 2015, the OSH authorities inspected machines on sale, on display and recently purchased machinery at workplaces in order to ensure that their **labelling, user instructions and declarations of conformity** are in accordance with the requirements. The methods for assessing conformity were also inspected. The inspected machinery had been manufactured after 2009 (during the period of validity of the new machinery directive) and comprised main devices, assemblies of machinery, interchangeable equipment, safety components, lifting accessories or removable mechanical transmission devices. There were inadequacies in more than half of all user instructions inspected. There were a particularly large number of machines without user instructions and declarations of conformity in Swedish and machines without any information about their noise levels.

During 2015, the OSH authorities inspected the safety, maintenance and supervision of **automatic doors and gates**, giving particular consideration to the periodic inspections of lifting doors. Most of the inspections were made at workplaces as part of occupational safety and health inspections. Most of the inadequacies detected in the inspections and notices issued by the inspectors concerned lifting doors.

The OSH authorities also carried out inspections aimed at ensuring the safety and conformity of the means of access in non-road mobile machinery, interchangeable equipment in certain types of earth-moving machinery and semi-automatic quick couplings used in tools. The inspections were made in the manufacturers' and importers' premises and at work places as part of occupational safety and health inspections. Most of the notices issued by the inspectors concerned declarations of conformity, user instructions and other labelling in the machines.



Photo: Jarmo Lumme

Effectiveness of enforcement

Occupational safety and health enforcement aims to achieve improvements both at the societal and the workplace level. Enforcement is either authority-initiated or client-initiated.

Prioritisation of authority-initiated enforcement is specified each year on the basis of the information collected from the ICT systems and enforcement observations. The regional focusing of enforcement is also handled in the OSH Divisions' regional OSH boards, where labour market parties and other central regional actors are represented.

The client-initiated enforcement is based on contacts from clients. In 2015 responses to these contacts were provided in a comprehensive manner in accordance with the time limits set for the delivery and availability of the services. Monitoring of the number of client contacts is based on two samples each of which covers two weeks and on the

basis of which the total number of contacts was estimated. There were about 42,800 client contacts in 2015. Nearly half of all client contacts concerned employment relationships and nearly a third working conditions. The number of client-initiated inspections totalled about 1,600. Of these, 1,200 were workplace inspections and 400 inspections of documents in the division's office. The matters that lie within the OSH authorities' enforcement powers and in which compliance with the law can be determined on the basis of documents can be inspected in the division's office. These inspections may concern terms of employment or harassment.

The objective of the framework period 2012–2015 was to increase the total number of inspections in a controlled manner without sacrificing quality. The total number of inspections was higher than in 2014; in 2015 there were about 28,700 inspections. There was also an increase in the number of workplace inspections and the number of sites inspected. The time spent on a workplace inspection was shorter than in the year before.

Workplace inspections in 2012–2015

Workplace inspections (authority-initiated and client-initiated, total)	2012	2013	2014	2015
Number of workplace inspections	22,500	22,340	24,145	25,861
Inspected sites	18,700	20,700	21,779	24,074
Average time spent on a workplace inspection (hours)	1.6	1.7	1.5	1.4

Enforcement project produced permanent results – fair employment criteria for telemarketing introduced

During the framework period 2012–2015 OSH Divisions carried out inspections aimed at enforcing compliance with occupational safety and health provisions in the telemarketing sector. The national enforcement project carried out between 2013 and 2014 was prompted by frequent calls to the OSH authorities' employment relationship hotline by workers in telemarketing companies. Most of the contacts concerned pay irregularities, underpayment, deficiencies in employment contracts and inappropriate treatment.

There was already a reduction in the number of calls by telemarketing employees to the OSH Divisions' hotline during 2014, compared with earlier years. As a rule, workplaces where follow-up inspections had been made were now in compliance with most of the provisions listed in the binding decisions.

In this project, the OSH Administration worked in close cooperation with the employee and employer federations and the Finnish Direct Marketing Association (ASML), which helped to make the inspections more effective. During the project, ASML made an important contribution to the development of self-monitoring of the observance of workplace rules in the telemarketing sector. In 2015, the

association prepared criteria for fair employment practices in the telemarketing companies. The ASML supervises compliance with the criteria on the basis of the information received from OSH authorities and other parties.

"The telemarketing enforcement project was very useful to us as we considered the criteria for the fair employer label," explains Jari Perko, Managing Director of ASML.

"In my view, close cooperation with stakeholders made the project much more effective. The project will have a permanent impact on the sector. I believe that this will lead to improvements in the whole telemarketing sector and take it to an entirely new level in terms of compliance with fair workplace rules," explains Maija Lintula (photo) from the OSH Division of the Regional State Administrative Agency for Eastern Finland, who worked as the project coordinator.



Photo: Risto Eronen

Efforts are also made to increase the effectiveness of the inspections by means of communications. Communications allow the OSH Administration to reach a considerably larger number of workplaces than through inspections. The aim of communications is to support enforcement so that there would be more self-initiated occupational safety and health work at workplaces. The completion of the overhaul of the OSH Administration's online service during the year in review is a step towards more client-oriented communications.

Enforcement through projects

Enforcement was carried out as projects in accordance with the targets set for the framework period 2012–2015 at both national and regional level. In the national projects carried out during 2015, the focus was on local government, retail

sector, transport sector and the metalworking fluids. There was also nationally themed enforcement in the construction sector and market surveillance. The projects carried out at regional level were organised in accordance with the themes of performance targets. The planning and implementation of enforcement projects in collaboration with other OSH Divisions has helped to harmonise and improve enforcement practices and the manner in which enforcement is interpreted. A crucial factor for success in the projects is that all participants are committed to observing jointly agreed practices.

Systematic communications and stakeholder work have been the instruments for ensuring more effective enforcement. All OSH Divisions prepared and implemented communication plans. Both in national and regional enforcement projects, communications and stakeholder cooperation were planned so that they would support project aims.

Use of authority

OSH authorities ensure that the occupational safety and health legislation is complied with. The most important acts concerning occupational safety and health are: Occupational Safety and Health Act, Employment Contracts Act, Working Hours Act, Occupational Health Care Act, and the Act on Occupational Safety and Health Enforcement and Cooperation on Occupational Safety and Health at Workplaces. In all, the OSH Administration is responsible for enforcing more than one hundred statutes.

The methods of enforcement vary from motivation and advice to coercive means. Written advice can be issued in all matters that are within the OSH authorities' enforcement powers. However, an improvement notice, and after that a binding decision, can only be issued in certain matters defined by law. In 2015, OSH inspectors gave written advice in about 56,200 cases at inspected workplaces. The number of improvement notices issued during the year in review was

8,300. There was an increase in both categories from 2014.

The OSH authorities may oblige the employer and other parties involved to remedy the non-complying conditions. In such cases the workplace is issued with a binding decision and a deadline for compliance. A total of about 230 binding decisions were issued during the year in review.

The OSH authorities may also make decisions prohibiting the use of a machine, work equipment, other technical devices or work methods, or the continuation of work, if these endanger the life or health of any person. In such cases the authority gives a prohibition notice. A total of 35 prohibition notices were given during the year in review.

The enforcement of the Contractor's Liability Act resulted in a negligence fee verdict in 177 cases.

OSH authorities reported a total of 367 cases to the police for pre-trial investigation in 2015. The number of statements given to the police and prosecuting authorities was 480. Of them, 400 concerned an occupational safety and health crime or offence.

Municipalities are eager to develop safety management, OSH management and working conditions

A total of about 7,000 inspections at local government workplaces were carried out as part of the project Safe, healthy and productive work in local government 2015, which had been launched in 2012. The general observation is that most of the municipalities were eager to improve their safety management practices and to improve occupational safety and health management and working conditions even though the capabilities of the municipalities to do this varied. As part of the enforcement project, the OSH Administration also conducted a survey in which the effectiveness of the project was assessed. The questionnaires were sent to sectoral managers, people in supervisory positions, occupational safety and health managers and occupational safety and health delegates in municipalities and joint municipal authorities and the inspectors involved in the project.

According to the results of the survey, OSH enforcement is well-organised and effective and the project had helped to improve working conditions at many workplaces. The results also indicate that enforcement has increased awareness of occupational

safety and health management at workplaces and provided workplaces with a better basis for developing their occupational safety and health practices.

OSH inspectors provided workplaces with instructions on inadequacies pertaining to the assessment of the risks of work, workplace surveys by occupational health services, management of the threat of violence and psychosocial strain, as well as indoor air quality. The binding decisions, written advice and improvement notices issued by the OSH authorities were a major factor prompting workplaces to improve their occupational safety and health practices. Nearly all respondents were of the view that the inadequacies would not have been corrected if no written advice or improvement notices had been issued.

The general view at the workplaces was also that the OSH authorities had provided positive feedback on matters that were in accordance with the law. In fact, the survey showed that the information disseminated by the occupational safety and health inspectors and the interaction pertaining to the enforcement play a major role in ensuring effectiveness of the enforcement.

Operations in support of enforcement

Until the end of the year in review, the national operations supporting occupational safety and health enforcement were the responsibility of a special support services unit in the OSH Division of the Regional State Administrative Agency for Western and Inland Finland. The support operations comprise the OSH Divisions' joint ICT systems, training and communications. Until the end of 2015, the support operations came under the direction of national coordination groups in which all OSH Divisions and the OSH Department were represented.

Under the organisational reform prepared during the year in review, the support operations were divided between three regions: Northern Finland (communications), Eastern Finland (training) and Western and Inland Finland (ICT systems). The organisational changes came into effect on 1 January 2016.

Training

OSH Divisions continued their cooperation in competence development during the year in review. The occupational safety and health training system of the OSH Administration consists of three elements: basic competence, in-depth competence and updated competence.

All new inspectors and, when necessary, legal counsels

and supervisors, are provided with basic training lasting about half a year. Undergoing basic training gives the participants basic competence and provides them with the competence required in inspection tasks. One basic training course for inspectors was held during the year in review.

In-depth training was provided in harassment, inappropriate treatment, non-discrimination, investigation of occupational accidents and market surveillance of machinery. Courses for updating competence were also provided in special issues concerning employment relationship enforcement, management of chemical risks, discretionary sanctions and coercive means. A total of 27 training events were held. Four module training courses for OSH Divisions were planned and a total of 18 training courses on the use of the Vera information system were held.

New training methods have been introduced. Basic training has been developed on the basis of the feedback received by the OSH Administration. There is now more emphasis on video-based and online-based training. The OSH Administration has prepared manuals for instructors and teaching material producers and a manual for planning online-based training. The publications are intended as a support tool for organising video-based training. As part of the development work, the OSH Administration has examined the online-based training provided by other public administration organisations and prepared the introduction of an online learning environment in cooperation with the Regional State Administrative Agencies.

Tyosuojelu.fi was reformed

The OSH Administration's online service Tyosuojelu.fi was overhauled during the year in review. The new online service was launched on 1 October 2015 in the familiar address www.tyosuojelu.fi. As part of the overhaul, the online service was provided with a new look, page structure and content.

The contents of the new tyosuojelu.fi are divided into seven service areas: Employment Relationship, Working Conditions, Occupational Health and Accidents, Occupational Safety and Health at the Workplace, Shadow Economy, Market Surveillance and About Us. The texts on the overhauled website have been rewritten from the perspective of the user.

The new website is easier to use with different terminal equipment (including smartphones and tablets). Visual design and user interface are based on WCAG 2.0 conformance level AA.

The full content of the new website is available in Finnish and Swedish and the information about the most important sectors is also available in English.

The overhaul of the website was carried out as part of a joint project in the administrative branch of the Ministry of Social Affairs and Health, in which the OSH Administration, Valvira, Finnish Radiation and Nuclear Safety Authority and Fimea built a joint platform for their websites in cooperation with the ministry. The Liferay platform was supplied by Arcusys Oy.



Communication

The overhaul of Tyosuojelu.fi, the online service of the OSH Administration, was completed during the year in review. The new website was opened on 1 October 2015. The contents and structure of the online service were upgraded in accordance with users' needs.

In connection with the launching of its new online service, the OSH Administration also opened Facebook and Twitter accounts. It will use the social media for disseminating topical information such as bulletins and online news.

Ts-nyt, the paper for personnel and interest groups, was published four times in 2015. Cooperation between the authorities, use of authority, chemicals control, the start of the new framework period and the overhaul of the Tyosuojelu.fi online service were the themes covered in the publication.

The OSH Administration also communicates on occupational safety and health matters by providing manuals and booklets for workplaces and through the Occupational Safety and Health Exhibition. The Occupational Safety and Health Exhibition provides visitors with information and guidance on occupational safety and health and with an opportunity to try out accessories and personal protective equipment. A total of

192 groups visited the exhibition during the year in review. The Occupational Safety and Health Exhibition also took part in a number of fairs and events in different parts of Finland.

ICT systems

The main tasks relating to ICT systems during the year in review were the coordination of the development and maintenance of the systems, system updates, supporting users in problem situations, contract management and contacts with ICT system suppliers.

Development of the Vera information system continued. The maintenance organisation of the system was put on a permanent basis during the year. Main priority areas included usability improvements and development of reporting.

The year saw the introduction of two new systems supporting occupational safety and health enforcement: an application for monitoring driving and rest periods and the asbestos licence register, which is required by law. The project for overhauling OSH records management in accordance with the requirements of electronic services, which was launched in 2014 continued as planned during 2015. The project will also continue in 2016.

Drafting of legislation

National and EU legislation on occupational safety and health is prepared in tripartite cooperation in the Advisory Committee on Preparation of Occupational Safety Regulations (TTN).

The Act on Certain Requirements Concerning Asbestos Removal Work (684/2015) was adopted in May 2015 and it entered into force on 1 January 2016. Under the act asbestos work is subject to licence and it also contains provisions on qualification requirements for workers performing asbestos removal work, asbestos licences already granted and the establishment of the registers of persons that have the required qualifications for asbestos removal work.

The Government Decree on the Safety of Asbestos Work (798/2015), which was drafted in parallel with the act, contains more detailed provisions on the occupational safety and health requirements for asbestos work. The purpose of the decree is to improve occupational safety and health by clarifying the procedures concerning asbestos work, the requirements concerning asbestos removal plans and the methods, tools and personal protective equipment used in the work. The decree also serves as the implementing provision of the directive 2009/148/EC on the protection of workers from the risks related to exposure to asbestos at work and it entered into force simultaneously with the act (on 1 January 2016).

In December 2015, the Government submitted its proposal for the new Charger Act (HE 134/2015) to Parliament. In the same connection, the Government also drafted a decree on chargers' certifications and amendments to the Government Decree on the Safety of Blasting and Excavation Work. They will be submitted to Parliament after the approval of the Charger Act. As part of the legislative work, the need to overhaul charger training was also reviewed and the conclusion was that the existing training system must be improved. The draft for a new memorandum on charger training prepared by the charger training board, which comes under the Ministry of Social Affairs and Health, was presented in autumn 2015. The new training guidelines are intended to be introduced simultaneously with the legislative changes.

In accordance with the CLP regulation on packaging and labelling of chemicals, technical changes to provisions on certain agents (cancer, chemical agents at workplace) were drafted so that the directive 2014/27/EU could be implemented. The changes were incorporated into the Finnish legislation by decree during the year in review. The Government decrees on safety labelling (687/2015) and on agents causing a risk to reproductive health at work and on preventing the risk (603/2015) were revised for the same reason.

Tripartite preparation concerning biological agents continued during the year. The purpose of the work is an overhaul of the Government Decision on the Protection of Employees against Risks caused by Exposure to Biological Agents at Work (1155/1993). The aim is to include in the new statute the provisions of the Government Decree on the Prevention of Accidents Caused by Sharp Instruments in the Health Care Sector (317/2013). As regards physical factors at workplaces, the tripartite preparation concerning the national implementation of the directive on electromagnetic fields (2013/35/EU) continued during the year in review.

The Government Decree Amending the Government Decree on Catering for Seafarers on Board Ships (1130/2015) entered into force on 1 October 2015. Under the new decree, the provision concerning the scope of application of the earlier decree was changed so that on ships in domestic traffic derogations from the provision on food served to seafarers are permitted. The provision on the information entered in the food diary was also amended so that it is no longer necessary to enter certain details in the food diary if the information has also been entered in other recordings.

In order to combat the shadow economy, a Government proposal concerning the elimination of obstacles to exchange of information between the authorities was drafted during the year. Further work on the proposal was postponed to 2016 because the issues concerning the handling of personal data in the OSH Administration must be separately examined. The aim is to ensure that as the right of access to information is widened, the Grey Economy Information Unit will prepare obligation fulfilment reports for the OSH authorities that they can use in OSH enforcement in connection with the combating of the shadow economy.

In addition to the preparation of the above legislation, the OSH Administration also took part in the tripartite preparation of other labour legislation. The legislation completed during the year in review is listed in Appendix 2.

Commission conforming the general applicability of collective agreements

The commission conforming the general applicability of collective agreements operating under the Ministry of Social Affairs and Health examined a total of 97 collective agreements in 2015. The commission issued a decision on the general applicability of 23 collective agreements. At the end of the year, 165 generally applicable collective agreements were in force. The generally applicable collective agreements and the confirming decisions are available in the Finlex Data Bank.

Direction of enforcement

The OSH Department directs the operations of the regional OSH administration by means of performance and other guidance. The aim is to ensure the effectiveness and uniform quality of enforcement.

Performance guidance

Performance guidance covers the objectives and appropriation for the OSH Divisions' operations. It also includes follow-up and reporting of the operations. Together with the OSH Divisions the Ministry of Social Affairs and Health agrees on the objectives for OSH enforcement for the following four years. The objectives were specified by operative performance agreements each year.

The year 2015 was the last year of the framework period 2012–2015. The enforcement of the priority areas set out in the framework agreement continued as planned. Plans for the next framework period (2016–2019) were also prepared.

The OSH Department also participated in the preparation of performance agreements for the Finnish Institute of Occupational Health (FIOH), the Finnish Radiation and Nuclear Safety Authority (STUK), the National Institute for Health and Welfare (THL), and the basic public services, legal rights and

permits divisions of the Regional State Administrative Agencies. In order to achieve the effectiveness targets set out for the OSH Administration, the OSH Department works to coordinate the performance targets of the agencies in the ministry's administrative branch referred to above.

Other guidance

The OSH Department provides the OSH Divisions with enforcement guidelines. The purpose of the guidelines is to harmonise and improve the quality of enforcement and promote the effective use of the resources. These operative enforcement guidelines concern the inspector's work and responsibilities. Each of the guidelines defines what to inspect and what obligations may be imposed on the employer on the basis of an inspection. The aim of the guidelines is to ensure that the proportion of improvement notices to the number of inspections is the same in the whole country and that similar cases are handled in the same way.

One guideline was prepared and four guidelines were updated. The new guideline concerned the use of authority and reporting suspected offences to the police. The guideline for the monitoring of physical violence and the threat of it, the guideline for supervising the use of foreign labour and the guideline for supervising compliance with non-discrim-

The new framework plan is based on safety management

The planning of the four-year period 2016–2019 began with an analysis of the operating environment of OSH enforcement. The most important statistical and research material pertaining to the subject were incorporated in the analysis and OSH enforcement observations and views of important stakeholder groups were added to the document. Based on the operating environment analysis, a joint framework plan providing a basis for the planning of enforcement during the coming four-year period was prepared for the OSH Divisions.

The framework plan of the OSH Divisions lays out the joint strategies and objectives for OSH enforcement for the four-year period 2016–2019. The aim is to support safety work at workplaces, reduce the frequency of occupational accidents and the incidence of occupational diseases and job strain and to combat the shadow economy.

The authority-initiated activities are based on the

set of safety management issues, which is reviewed during every authority-initiated inspection, except for separately agreed enforcement measures.

This means that the basic issues that should be in order at every workplace and that are not sector-specific are reviewed during the inspection. These issues include risk management, occupational safety and health cooperation and occupational health care. Psychosocial stress also plays an important role in the framework plan. The aim is to ensure during each inspection that psychosocial stress has been considered in the risk assessment and in the workplace surveys conducted by the occupational health service.

The emphasis in the framework plan is on inspector's competence and site-sensitive inspection approach. However, in the OSH Administration, the focus remains on ensuring unified enforcement practices and joint procedures. National projects are one way of doing this.

ination and work discrimination legislation, as well as the general enforcement guideline were updated. The guidelines are updated every five years. All approved guidelines can be viewed in Finnish and Swedish in the OSH Administration's website Tyosuojelu.fi.

Preparation and development of OSH policy

The preparation of the occupational safety and health policy is guided by the social and health policy strategy "Socially sustainable Finland 2020" and by the more detailed policies for the working environment and well-being at work until 2020. The development of the occupational safety and health policy in 2015 was on the basis of programmes, projects and other measures.

The network-based cooperation in well-being at work set out in the Government Programme became better-established during 2015. In Finland, cooperation between workplaces in matters concerning well-being is supported by workplaces' well-being networks both regionally and on a nationwide basis. The activities are coordinated by the Finnish Institute of Occupational Health. With the aim of reducing the number of occupational accidents and perceived physical and mental strain, the OSH Administration also implemented the Work and Family Life and Meaningful programmes aimed at increasing the attractiveness of the health and social sector and the Tepsu database, which is intended for sharing best practices applied at workplaces. The preparations of the Modern occupational accident programme continued during 2015. Its purpose is to promote a better safety culture and to make safety part of everyday routines at workplaces. The estimate of the costs of lost work inputs published at the end of 2014 spurred debate in 2015 on the impacts that absences from work have on productivity.

The one counter model project in occupational safety and health and employment relationship matters was launched in 2015. The project supports the digitalisation of public services, which is high on the agenda of the Programme of Prime Minister Juha Sipilä's Government. The aim is to create a virtual service at the [Enterprise Finland website](http://EnterpriseFinland.fi) for small enterprises, self-employed persons and employers hiring their first workers. The service model will later become part of the national service architecture. Using the service, companies and workplaces are better able to achieve the statutory basic level and make further improvements. The project involves the OSH, Insurance and Welfare and Health Departments of



Photo: Rittu Grönroos

Hanna Mäntylä, Minister of Social Affairs and Health and Mikko Kuustonen bandying about ideas at the closing event of the campaign Manage Stress in Helsinki in November.

the Ministry of Social Affairs and Health, OSH Division of the Regional State Administrative Agency for Southern Finland, Ministry of Employment and the Economy, Finnish Institute of Occupational Health, Centre for Occupational Safety and the Federation of Finnish Enterprises. The first version of the model is expected to be presented in December 2016.

The OSH Administration implemented a number of projects aimed at reducing problems arising from dampness and mould damage at workplaces. The projects, which resulted in guidelines and other measures for dealing with the problem, were prompted by the parliamentary communications in which Parliament called for action to implement the resolutions on dampness and mould damage in buildings.

The OSH Department has prepared positions on OSH policy for the minister and the ministry. The department has taken part in the preparation of strategic research and research supporting Government decision-making, a funding reform supporting the two areas of research and the preparation of the contents and implementation of the national themes of the European Structural Fund programme for the period 2014-2020.

The role of anticipation is more marked than ever when OSH policies are planned and developed. To improve the impact of OSH operations, the planning of operations must derive from an adequately broad knowledge base. This can be achieved by cooperation with stakeholders, a more systematic monitoring and analysis of the operating environment, and by coordination of project and development operations. All this aims at achieving the common goals.

Working Life 2025

Working life is in a state of change and this process will have positive impacts of occupational safety and health. However, it will also mean challenges that the OSH Administration must be able to tackle. At the beginning of 2015, the OSH Department published the future review "Working Life 2025 - Effects of the changes in working life and the working environment on occupational safety and health and well-being at work". The review discusses the changes in working life from the perspective of occupational safety and health and well-being at work and presents some of the measures prepared by the OSH Administration. The aim is to avoid undesired development and to achieve a course of development that is better than expected.

According to the review, one factor with a significant impact on the working life and working environment of the future is the ever increasing acceleration of technological progress, robotism and advances in ICT, and the positive and negative effects on working conditions brought about by these trends. Amidst

these changes in working life, much is required from employers and people in managerial positions. Mastering vast amounts of information, people's dependency on technology, operating within organisations and networks, internationalism and multiculturalism cannot be easily combined with the traditional basic duties of managers. Not all employers possess the competence or means to cater for continuous training of their employees or take the needs of workers with different degrees of work ability into consideration. The relationship between employees and employers is changing. Boundaries between entrepreneurship, paid work and volunteerism will inevitably be obscured.

The changes and trends mentioned above are mainly positive, although they do challenge traditional occupational safety and health from many different perspectives. The OSH Administration must make a strong contribution to raising the quality of Finnish working life to the top among European countries. In its own work, the OSH Administration must take this re-thinking of work and working life further.

Persons with partial work capacity in working life

The programme "Persons with Partial Work Capacity in Working Life" was launched in 2013 and continued until the end of 2015. The programme was a joint effort involving workplaces, researchers, educational institutions, the third sector and central government and its aim is to help people with partial work capacity to continue in working life or to find employment. The aim is also to reduce prejudices concerning people with partial work capacity. According to the programme, priority should be on extending working careers by preventing disability.

The solution developed in the programme is based on the idea that persons with partial work capacity are provided with personal work capacity coordinators who together with the persons with partial work capacity prepare a set of measures that is in accordance with the persons' needs. The measures are based on the methods, benefits and services available for the purpose. The model was tested at 12 workplaces in Seinäjoki, Tampere and the Helsinki

region. Work capacity coordinators were designated and trained at the pilot workplaces.

In addition to the piloting, the programme also involved an extensive research project in which the impacts and functioning of the solutions were studied. The study comprised qualitative case studies and quantitative research. Economic impacts were assessed from the perspective of the client, the organisation and society at large. An online service with a public information portal was also launched during the programme. It will contain up-to-date information about all services and benefits available to people with partial work capacity.

"A Path to Working Life for People with Partial Work Capacity", one of the key projects of Prime Minister Juha Sipilä's Government, is a continuation to the programme. The work on the information portal will be completed as part of the key project.

For more information about the programme, go to www.stm.fi/en/osku.

OSH Administration's resources

In 2015 the OSH Divisions and the OSH Department had 454 and 57 person-years available, respectively. Salaries account for about 90 per cent of the operating expenditure. These figures also include the inspectors recruited with the additional appropriation that Parliament has granted for fighting the shadow economy. In other respects, the OSH Administration is facing the same efficiency pressures as central government in general.

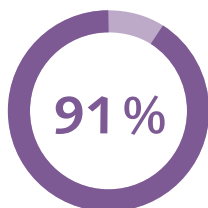
Personnel competence is developed in a systematic manner. Competence requirements are examined in connection with new recruitments and the job descriptions of the posts in the OSH Administration are changed as necessary. The new recruitments have also helped to improve the level of education among the personnel. Personnel competence in OSH Di-

visions is being broadened, especially in the most important priority areas of enforcement. The main strategic goal of the training courses is a uniform approach to enforcement and consistent quality in occupational safety and health enforcement.

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

OSH Department

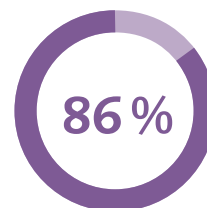
Percentage of salary expenses
of operating expenditure 2015



Total operating expenditure
EUR 4,1 million

OSH Divisions

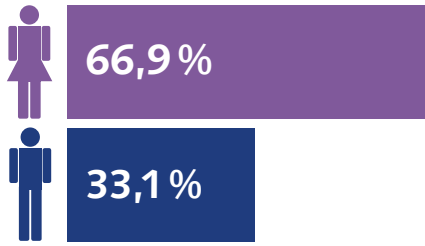
Percentage of salary expenses
of operating expenditure 2015



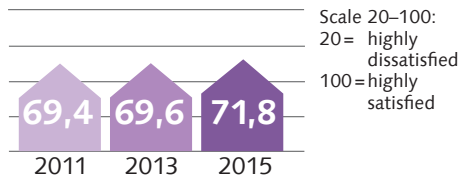
Total operating expenditure
EUR 28,1 million

OSH Department (57 person-years)

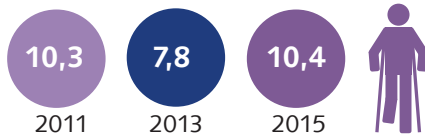
Gender distribution



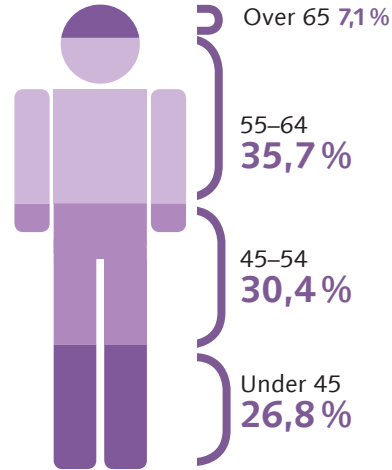
Job satisfaction



Sick days/person-year



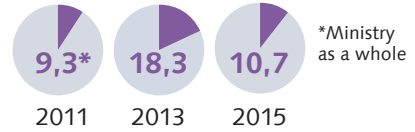
Age breakdown (years)



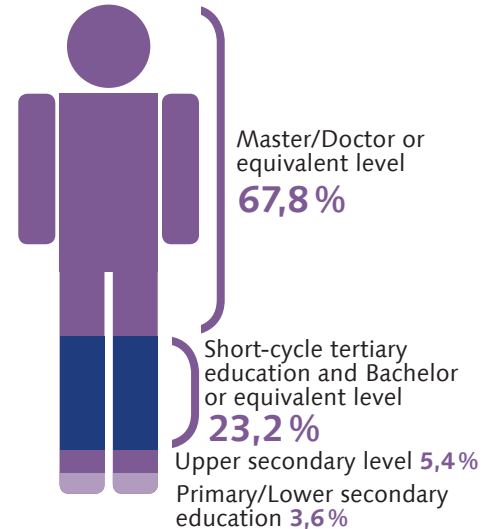
Average age of personnel



Exit turnover %

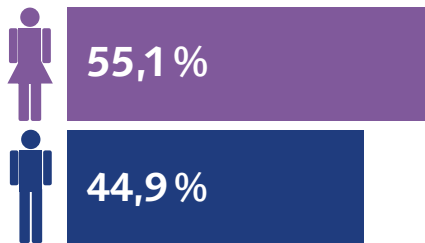


Education

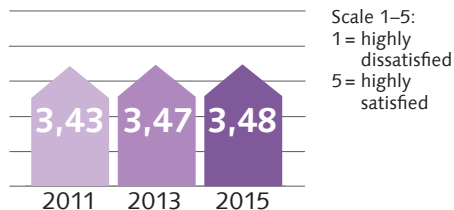


OSH Divisions (454 person-years)

Gender distribution



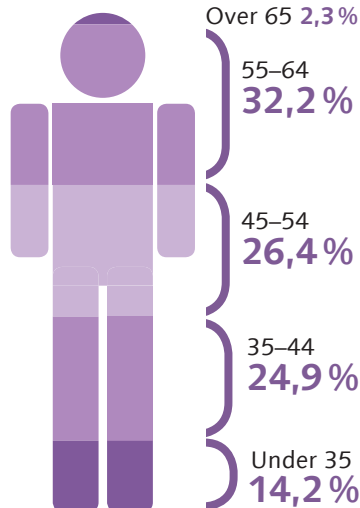
Job satisfaction



Sick days/person-year



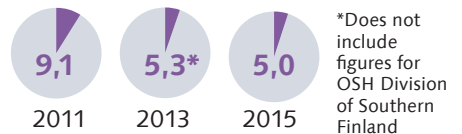
Age breakdown (years)



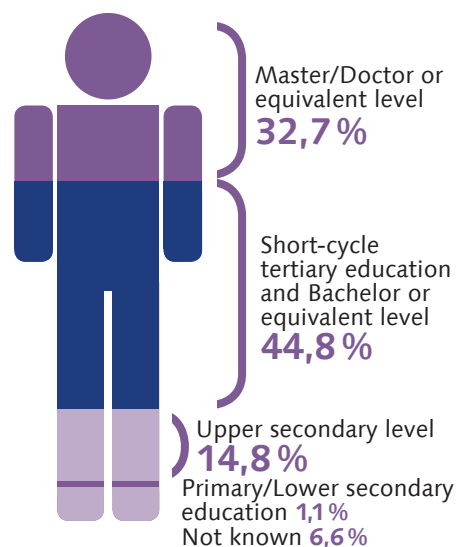
Average age of personnel



Exit turnover %



Education



Cooperation and networking

National cooperation

Occupational safety and health activities are based on extensive cooperation. OSH actors contribute to the achievement of OSH objectives through their own operations. The OSH Administration works in close cooperation with **labour market organisations and other important stakeholders** in such tasks as the setting of enforcement priorities, drafting of legislation and communications. Cooperation takes place at national and regional level in working groups and projects.

Cooperation with other enforcement authorities continued in 2015 on the same basis as in the previous year. As part of the combating of the shadow economy and the supervision of the use of foreign labour, OSH Divisions are cooperating closely with **the Finnish Border Guard, the police and the Finnish Tax Administration**. In the monitoring of radon concentrations at workplaces, there is cooperation with the **Finnish Radiation and Nuclear Safety Authority**, while in the supervision of occupational health care services the OSH Administration cooperates with the **basic public services, legal rights and permits divisions of the Regional State Administrative Agencies**. Cooperation is in the form of joint inspections, relaying information on inadequacies in other authorities' areas of responsibility and by increasing the shared use of registers kept by the authorities.

Most of the cooperation between OSH Divisions and mu-

nicipal authorities was in the form of information exchange concerning fire safety, chemicals control, enforcement of tobacco legislation and building supervision.

In accordance with the performance agreement, **the Finnish Institute of Occupational Health** provided the OSH Administration with expert support in the drafting of legislation, publishing and training, and in a number of national and EU-level working groups during the year in review. The Finnish Institute of Occupational Health also carried out operational tasks in the Forum for Well-being at Work, Leadership Development Network, Meaningful programme and the Work and Family Life programme, which are all coordinated by the Ministry of Social Affairs and Health.

International cooperation

The OSH Administration is engaged in international cooperation by participating in the activities of diverse working groups and in information exchange on various forums. Visits and fact-finding tours between the Finnish OSH Administration and the OSH administrations of other countries are also part of international cooperation.

During the year in review, the top officials of Russia's occupational safety and health administration visited Finland in order to familiarise themselves with the best practices



The OSH Authority and the police work together when supervising the driving times and rest-periods. Senior Inspector Reima Ala-Salmi and Senior Constable Tomi Ojala analyzing digital tachograph data.

Photo: OSH Division of the Regional State Administrative Agency for Western and Inland Finland



Kaarina Myyri-Partanen, Head of the OSH Division of the Regional State Administrative Agency for Southern Finland received visitors from the Estonian OSH authorities in May, 2015.

Photo: Piretta Pietilä

applied by Finnish authorities in such areas as the combating of the shadow economy. During their visit the Russian guests also attended a shadow economy workshop organised by the OSH Department. Occupational safety and health experts from Namibia also visited Finland during the year. Their purpose was to find out about Finnish practices and operating models so that they could use them in their own working environment risk management systems and operating models for workplace well-being surveys.

European cooperation

During the year in review, officials of the Ministry of Social Affairs and Health took part in the activities of working groups subordinate to the European Commission and in other European working groups.

The Advisory Committee on Safety and Health at Work (ACSH) which operates in connection with the European Commission deals with questions of occupational safety and health on a tripartite basis. Officials of the OSH Department took part in the work of the tripartite working groups functioning under the Committee. It was noted in the report assessing the occupational safety and health directives, which was published during the year in review, that the OSH Framework Directive still meets most requirements but that some of the outdated directives should be updated. Declarations reinforcing the results of the report were adopted during Latvian and Luxembourg Presidencies. It was stated in the declarations that a new initiative is needed so that working conditions can be improved, and that the focus in the initiative should be on dangerous chemicals, musculoskeletal disorders and psychosocial problems.

The Senior Labour Inspectors' Committee (SLIC) is a co-operation body of the occupational safety and health authorities of the EU Member States, operating under the European Commission. IN 2015, SLIC held meetings in Riga and Luxembourg. Officials from the OSH Administration participated in the SLIC cooperation in the working group on enforcement, in the MACHEx working group on machines and personal protective equipment and in the CHEMEX working group on chemicals.

OSH authorities can put questions to each other through the SLIC Knowledge sharing site (KSS) and issue alerts on hazards related to working environments. The network handled 32 questions. The questions concerned different aspects of OSH enforcement.

As working life becomes more international and situations in foreign enterprises need investigation, Finnish au-

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Officials from the OSH Department also took part in the work of other European working groups, such as those dealing with machinery and personal protective equipment, the committee of experts on posting of workers and the ADCO working group (administrative cooperation on machines and personal protective equipment).

In 2015, the European Parliament discussed the Commission's proposals for regulations on protective equipment and cableways. Agreement on the content of the regulations was reached between the European Commission, European Parliament and the Council. The regulations will eventually replace the existing directives on protective equipment and cableways. Even though there will not be any major changes to the technical specifications of the two product groups, the requirements concerning economic operators and market surveillance and the provisions concerning notified bodies have been made more specific.

The strategy of the European Agency for Safety and Health at Work (EU-OSHA) was implemented nationally under the coordination of the Bilbao section of the Advisory Committee on Occupational Safety and Health. The OSH Department acted as the national coordination point (Focal Point) of EU-OSHA and it was engaged in close cooperation with labour market organisations and other partners during the year. Information aimed at reducing psychosocial stress was disseminated through the European-wide "Healthy Workplaces Manage Stress" campaign. Finland also took part in a pilot project of EU-OSHA in which the purpose was to survey to what extent EU Member States have given consideration to the occupational safety and health of ageing workers in their occupational safety and health strategies.

During the year in review, the OSH Administration also took part in the Career & Age network project. It was coordinated by the European Social Fund and examined the good practices that different countries have introduced with the aim of facilitating the management of working careers.



The directors of the OSH administration in the Nordic countries met in Vantaa in 2015 to discuss risk-based enforcement and a closer Nordic cooperation.

Photo: Riitta Grönroos

Nordic cooperation

The Ministry of Social Affairs and Health has representatives in the Nordic Committee of Senior Officials for Labour and in the Nordic Working Environment Committee, which serve as permanent cooperation bodies in the field of working environment and subordinate to the Nordic Council of Ministers. The ministry also has a representative in the Nordic Chemical Group, which comes under the environmental sector. Actions for improving working environments and well-being at work were taken mainly in terms of projects.

The Nordic Council of Ministers has commissioned assessments of different sectors and the assessment of working life was started during the year in review. Poul Nielson from Denmark, who is preparing the assessment, visited the Ministry of Social Affairs and Health, Ministry of Employment and the Economy, Finnish Institute of Occupational Health and the Nordic Institute for Advanced Training in Occupational Health (NIVA), which is funded by the Nordic Council of Ministers.

Nordic OSH authorities cooperate in a wide range of different areas. The directors of the Nordic OSH administrations meet annually to discuss current issues. In 2015, the meet-

ings were held in Vantaa and Reykjavik. Expert groups also hold meetings as necessary. There is now closer cooperation in EU matters at Nordic level, both in topical issues and during strategic meetings. Nordic market surveillance authorities held a meeting in Iceland to discuss cooperation in the machinery sector and two meetings in Norway on personal protective equipment.

The expertise of the OSH Department was also used in the preparation of Sweden's new policy on working environment research (Svensk arbetsmiljöforskning 2017–2027, Arbetsmiljöverket, Rapport 2015:18).

Finland chaired the Task Group on Occupational Safety and Health of the Northern Dimension Partnership in Public Health and Social Well-being (NDPHS) and acted as its international expert. NDPHS is in the process of developing a new overall strategy, which prompted it to revamp its expert structure. The NDPHS Task Group on Occupational Safety and Health prepared a report on problems concerning the underreporting of accident statistics in the member countries. The report was sent to the European Commission, Eurostat and the European Trade Union Institute (ETUI) at the request of these bodies. The report will be presented at Eurostat's meeting in spring 2016.

OSH Administration in numbers

	2012	2013	2014	2015
Total number of inspections		25,594	26,644	28,655
Workplace inspections (inspection carried out by visiting the workplace)				
Number of workplace inspections	22,517	22,340	24,145	25,861
Number of inspected sites	18,700	20,741	21,779	24,074
Time used for one inspection at the workplace, average number of hours	1.6	1.7	1.5	1.4
Written advice and improvement notices				
Written advice	42,450	49,667	55,232	56,207
Improvement notices	6,420	8,223	7,949	8,342
Coercive measures				
Prohibition notices confirmed by OSH Division	42	46	50	35
Prohibition notices unconfirmed by OSH Division	2	16	17	3
Binding decisions	210	252	229	234
Number of negligence fee verdicts concerning contractor's liability	87	198	187	177
Investigation requests and statements				
Investigation requests to the police	425	513	405	367
Statements to the police/prosecutors	855	797	542	480
Demand for services				
Client contacts/total volume of service demand	60,200	61,947	40,822	42,791
• matters concerning employment relationships	30,900	32,732	20,519	19,506
• matters concerning working conditions	23,200	24,851	12,189	13,265
• demand for other services	6,100	5,103	2,548	3,042
Inspections on request/number of inspections	1,955	2,854	1,819	1,601
Client-initiated training events	222	178	114	140
Investigation of occupational accidents and occupational diseases				
Occupational accidents investigated	740	979	1 210	936
Occupational diseases investigated	75	50	36	42
OSH Divisions' licence administration				
Asbestos licences	21	35	21	20
Charger licences	649	561	542	443
Exemptions related to working hours	369	418	179	205
Personnel (person-years)				
OSH Department	66	62	60	57
OSH Divisions	421	451	449	454
Economy				
Operating expenditure of OSH Department (1,000 €)	4,548	4,485	4,421	4,131
• salaries and fees	4,135	3,989	4,001	3,770
• consumption expenditure, travel	412	496	420	361
Ansvarsområdenas verksamhetsutgifter (1 000 €)	26,157	27,987	28,548	28,169
• salaries and fees	22,363	25,049	25,602	24,318
• consumption expenditure, travel	3,257	2,938	2,946	3,851

Legislation completed in 2015

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| <p>210 Act Amending Section 13 of the Act on Occupational Safety and Health Enforcement and Cooperation on Occupational Safety and Health at Workplaces
<i>Adopted on 6 March 2015</i></p> <p>345 Decree of the Ministry of Social Affairs and Health Amending Section 2 of the Decree of the Ministry of Social Affairs and Health on Areas of Responsibility of OSH Divisions of Certain Regional State Administrative Agencies
<i>Issued on 27 March 2015</i></p> <p>358 Act Amending the Act on the Safe Handling and Storage of Dangerous Chemicals and Explosives
<i>Adopted on 10 April 2015</i></p> <p>459 Occupational Accidents, Injuries and Diseases Act
<i>Adopted on 24 April 2015</i></p> <p>482 Act Amending the Act on Occupational Safety and Health Enforcement and Cooperation on Occupational Safety and Health at Workplaces
<i>Adopted on 24 April 2015</i></p> <p>602 Government Decree Amending Section 3 of the Government Decree on Chemical Agents at Work
<i>Issued on 13 May 2015</i></p> <p>603 Government Decree on Agents Causing a Risk to Reproductive Health at Work and on Preventing the Risk
<i>Issued on 13 May 2015</i></p> <p>604 Government Decree Amending the Government Decree on Combating Work-related Risk of Cancer
<i>Issued on 13 May 2015</i></p> <p>677 Act Amending the Radiation Act
<i>Adopted on 22 May 2015</i></p> <p>678 Act Amending the Act on the Contractor's Obligations and Liability when Work is Contracted Out
<i>Adopted on 22 May 2015</i></p> <p>679 Act Amending the Posted Workers Act
<i>Adopted on 22 May 2015</i></p> <p>684 Act on Certain Requirements Concerning Asbestos Removal Work
<i>Adopted on 22 May 2015</i></p> | <p>685 Government Decree on Supervising the Handling and Storage of Dangerous Chemicals
<i>Issued on 21 May 2015</i></p> <p>686 Government Decree Amending the Government Decree on Safety Requirements for Industrial Handling and Storage of Dangerous Chemicals
<i>Issued on 21 May 2015</i></p> <p>687 Government Decree on Safety Markings at Workplaces and Minimum Requirements for Them
<i>Issued on 21 May 2015</i></p> <p>768 Government Decree on Handicap Classification Referred to in Occupational Accidents, Injuries and Diseases Act
<i>Issued on 11 June 2015</i></p> <p>769 Government Decree on the List of Occupational Diseases
<i>Issued on 11 June 2015</i></p> <p>798 Government Decree on the Safety of Asbestos Work
<i>Issued on 25 June 2015</i></p> <p>819 Government Decree on Supervising the Manufacturing and Storage of Explosives
<i>Issued on 25 June 2015</i></p> <p>1037 Act Amending Section 44 of the Act on Occupational Safety and Health Enforcement and Cooperation on Occupational Safety and Health at Workplaces
<i>Adopted on 7 August 2015</i></p> <p>1038 Act Amending Section 6 of the Act on Approval of Occupational Safety and Health Evaluation Bodies
<i>Adopted on 7 August 2015</i></p> <p>1130 Government Decree Amending the Government Decree on Catering for Seafarers on Board Ships
<i>Issued on 10 September 2015</i></p> <p>1494 Decree of the Ministry of Social Affairs and Health on Areas of Responsibility of OSH Divisions of Regional State Administrative Agencies
<i>Issued on 9 December 2015</i></p> <p>1660 Act Amending the Act on Job Alternation Leave
<i>Adopted on 30 December 2015</i></p> |
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Website of the Occupational Safety
and Health Administration in Finland