

Annual Report of the Occupational Safety and Health Administration in Finland 2022



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Management's review

The Occupational Safety and Health Administration's 2022 has been summarised on the presentation slides as follows:

“Overall, 2022 was a successful year: Set targets were met. Operations and competence were developed. Other means of influence were established as support for supervision.”

I feel this summarisation includes the essential elements of 2022. We started the year on a somewhat cautious note due to the uncertainty caused by the COVID-19 pandemic. However, the situation deemed to already be stabilising. When setting objectives it was assumed that supervision could be carried out fairly normally using the lessons learned during the COVID-19 pandemic.

Supervision had been developed after fewer workplace inspections, and the results of this development work were utilised in 2022. Areas of development included the effectiveness of supervision, uniformity in the use of obligations, new ways of using e-services and the more efficient utilisation of information. Each inspector's own operating methods were developed through means such as peer learning.

Workplace safety work was supported and motivated with an increasing number of means for exerting influence other than workplace inspections. More than 23,000 inspections were carried out in 2022. In addition, at least 20,000 workplaces were influenced through other means of exerting influence, such as direct communication, webinars and specific personalised advice.

In 2022, Russia's war of aggression on Ukraine brought about a new crisis. The number of Ukrainians in the labour market increased, and occupational safety and health responded to this by taking various practical measures such as increasing advisory services.

Additional resources for supervising the use of foreign labour were made fully available in 2022.



Kimmo Torkkeli

Raimo Antila

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The ability to react and the supervision of the minimum terms of employment. Multi-authority cooperation supported the supervision of working life rules – most of the phenomena in working life require a broader range of actors.

The targets for service availability were met. Both development measures and service promises are part of the public administration strategy.

2023 is the last year of our four-year planning period. We are currently planning the next four-year period. At the moment, it seems that during the coming period we will continue with phenomenon-based supervision, which will be developed by taking into account the changing operating environment and the appropriate cooperation between authorities.

I am once again pleased to express my gratitude to the occupational safety and health administration's entire staff for a successful 2022 and wish them the enthusiasm to improve Finnish working life in accordance with our “healthy work” vision.

OSH supervision organisation and direction

The Ministry of Social Affairs and Health is responsible for the steering of the Regional State Administrative Agencies' Occupational Safety and Health (OSH) Divisions. The activities are based on a four-year framework plan, which creates a national framework for the content of supervision and the development of the activities.

The OSH Divisions act as the competent OSH authorities in their regions. Continuous national cooperation is carried out in the planning and development of the operations. National planning and development ensure the coherence of operations and the most efficient use of available resources.

2022 was the third year of the current four-year period 2020–2023. During the current four-year period, the vision for OSH supervision is to strengthen safe, healthy and fair work through a broad range of different means, while reacting to changes in the operating environment and boldly developing the activities. The slogan 'Tervettä työtä' (Healthy work) describes the vision.

The strategic goals serve as a basis for the objectives for the four-year period as well as for the annual operational performance targets. During the current four-year term, the focus is on renewal and development of operations. Continuous assessment of the operating environment and effective use of information are key to planning and developing operations.

The four-year framework plan describes the vision of OSH supervision and sets out the strategic objectives for the activities.

The OSH Divisions of the Regional State Administrative Agencies:

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



OSH committees and the advisory committee

The tripartite cooperation in the field of occupational safety and health supervision is carried out with the employer and employee organisations in regional OSH committees and in the national advisory committee.

Each OSH Division has an advisory OSH committee comprising representatives of labour market organisations and experts of the sector. The purpose of the committees is to support and develop occupational safety and health supervision and act as a link between the OSH Divisions, regional OSH actors and labour market organisations. The OSH committees discuss significant OSH development, planning and monitoring projects in their areas, general occupational safety and health policies and performance targets as well as the allocation of resources.

The national advisory committee processes the same matters as the regional OSH committees but from a national viewpoint. Its tasks also include the processing of drafting work for significant legislation issues relating to occupational safety and health.

Duties of OSH authorities in 2022

The OSH authorities supervise 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 authorities or at the initiative of the customers.

We also issue advice and guidelines concerning occupational safety and health and concerning 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 inspections to

Special attention was paid to other means of influence.

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



Year of crises impacted supervision and inspected sites

In 2022, the occupational safety and health supervision was primarily carried out in a phenomenon-based manner and most of the projects were carried out on a nationwide basis. Priority in the phenomenon-based supervision was on working conditions, fragmented working life and psychosocial workload.

The inspections were prioritised on a risk basis, using information collected from a variety of different sources and observations made during previous inspections.

The ongoing COVID-19 pandemic and Russia's invasion of Ukraine impacted inspected sites. Some companies had no other option but to reduce their operations, but at the same time other companies increased their operations.

Supervision plans could be carried out despite the tense atmosphere. The targeted national inspection numbers were exceeded and target dates were met.

Established support for supervision through other means of influence. The methods used to support and motivate workplace safety work included multi-channel communication, direct messages, webinars and other events, personalised advice, enforcement and exploration surveys, statements to the authorities and digital occupational safety and health solutions.

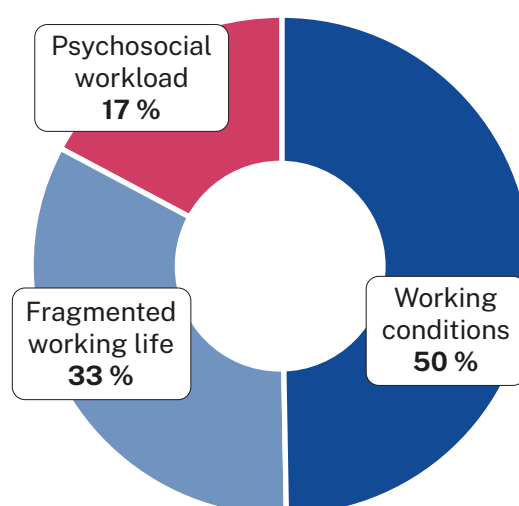
Inspectors, lawyers and the management teams in OSH Divisions monitored each other's work and gave each other feedback through extensive peer learning between Divisions.

Peer learning accumulated a lot of good practices, development ideas and insights. Most of them were implemented immediately.



Anu Pynnönen

Breakdown of supervision by phenomenon



Phenomenon-based supervision was carried out as planned. Overall, targets were met both quantitatively and qualitatively.

Phenomenon: Working conditions

In 2022, the focus in the supervision of working conditions was on risk-based prevention of occupational accidents, and the management of chemical and biological agents and physical workload.

Other means of exerting influence, such as communication campaigns, were used to support the supervision of working conditions.

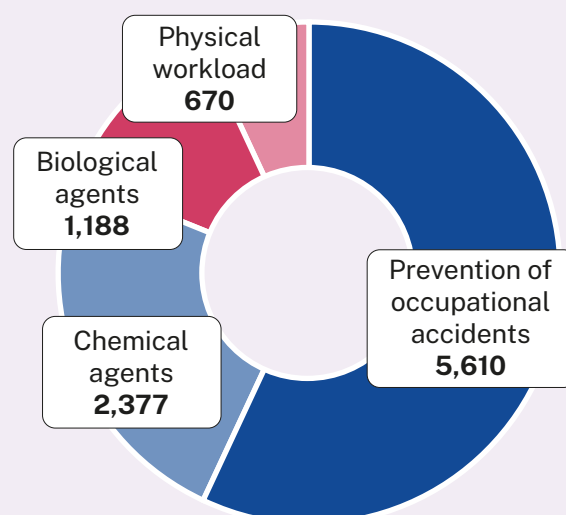
Workplace inspections play a key role in the supervision of working conditions.

Inspections of the working conditions phenomenon

Prevention of occupational accidents: General accident management practices and accident hazards specific to individual workplaces were reviewed during inspections. Particular attention was paid to the accident risks arising from the use of machinery and other tools and the risk of falls. The targeting of supervision was successful, and a large number of obligations were imposed during inspections. However, achieving a lasting impact is challenging, as many employers have been given similar obligations before.

Chemical agents: Chemical exposure and cancer hazards were combated with the supervision of procedures related to chemical agents at workplaces. Cancer hazards were given a higher priority at workplaces where risks arising from exposure to crystalline silica and wood dust occur. The inspections led to better management of risks arising from chemical agents and improvements in the planning and implementation of dust control while more employees started using personal protective equipment.

Biological agents: A large number of shortcomings were observed during the supervision of biological agents. For example, the investigation of biological hazards had been completed neglected or had been conducted inadequately in almost two thirds of the workplaces inspected. Occupational health and safety workplace surveys were missing or



inadequate in about half of the inspections carried out. Supervision had an impact. After being provided information on the risks posed by biological agents, employers clarified their practices and launched measures such as the investigation of risks. The inspections also had indirect impacts on the activities of actors providing occupational health care services. Biological factors were included in occupational health care workplace surveys and the assessment of their significance to health was increased. In addition, supervision related to indoor climate was carried out at workplaces with indoor climate problems.

Physical workload: The focus in the supervision of physical workload was on workplaces with the highest levels of harmful musculoskeletal strain and diseases caused by them. The inspections produced more information on the risks of physical workload and their management.

Particular attention was paid to accident hazards in the supervision of the construction sector

Nearly 6,200 inspections were carried out in the construction sector. Most of the inspections were carried out in the traditional manner as site inspections.

Construction work involved a significant risk of accidents. In addition to the prevention of occupational accidents, construction sector supervision focused on such things as chemical agents. A great deal of progress has been made in the prevention of quartz dust, but there is still room for improvement in the management of dust on many sites.

Work-related accidents occur daily in Finland due to falls. In OSH enforcement, the individual matter for which employers are issued the largest number of improvement notices is non-compliance with fall protection. Temporary prohibitions on use must also be imposed during inspections if non-compliant fall protection poses a risk of immediate loss of life or health. The aim of the supervisory approach was to raise awareness among employers and employees on the hazards involved in work carried out at heights that includes the risk of falling.

The risk of falling is emphasised at construction sites, but occupational accidents resulting from falls also occur in sectors such as trade, property maintenance, industry and cleaning. For this reason, the supervision of work at heights including the risk of falling was increased in sectors other than construction.

According to observations made during supervision, the number of serious occupational accidents and near misses related to element installation has increased in a concerning manner in recent years. The production chain from the element plant to the work site all the way to final attachment contains many hazardous work stages. In addition, the



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Inadequate fall protection can have very serious consequences. Two communication campaigns were implemented during the year to remind people of hazards related to falls.

Important OSH development priorities in the construction sector:

- protection against falls and its systematic implementation
- safety of access routes
- safety of scaffolding
- use of personal protective equipment
- safe use of machinery and equipment
- dust control
- order and cleanliness
- staff facilities
- employee training and supervision of working methods
- commissioning and maintenance inspections
- harmful psychosocial workload in supervisory work

rushed timetable prevailing at construction sites poses a challenge for the safe completion of work phases.

Phenomenon: Fragmented working life

In the supervision of fragmented working life, the focus is on new forms of work, and the protection of the rights of persons in weak labour market position.

This includes supervision of the use of foreign labour, supervision of employment relationships, supervision of contractor's obligations and liability, supervision of driving times and rest periods, and supervision of picking of natural products.

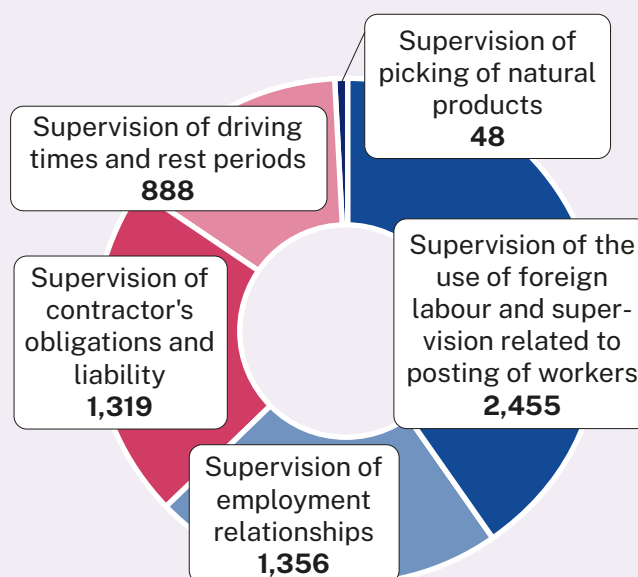
Based on legislation and the powers available to the OSH authorities, effective action can be taken to supervise the use of foreign labour and compliance with the Act on the Contractor's Obligations and Liability. However, the field covered by the supervision is constantly changing and for this reason, operating methods must be continuously developed by ensuring more effective cooperation between the authorities, by improving exchange of information and by increasing supervision outside office hours.

Inspections of the phenomenon of fragmented working life

Supervision of the use of foreign labour and supervision related to the posting of workers were focused on supervising the minimum terms of employment of foreign workers. Information and tips from other authorities were actively utilised in supervision. Notifications of posting were also used in the supervision of posting.

The supervision of employment relationships was aimed at supervising the compliance with fair workplace rules on sectors where deficiencies in the management of matters concerning employment relationships and working hours were expected. Supervision highlighted legal problems related to self-employed persons. Supervision of the minimum terms of employment focused particular attention on working time arrangements. Issues often discussed at inspections included the maximum number of working hours and issues related to varying working hours. In order to safeguard the rights of workers at the beginning of their careers, summer jobs were extensively supervised. Supervision of new forms of work also focused on personnel leasing in both employer and user companies.

In accordance with impact targets, the targeting of supervision of contractor's obligations and liability was risk based and data from authorities was utilised in a versatile manner in the targeting of supervision.



Supervision of driving times and rest periods was carried out extensively in transport sector companies of different sizes. The aim of the supervision is to ensure the occupational safety and health of professional drivers, traffic safety and fair competition within the European Union.

Supervision of the picking of natural products was carried out in the bases of natural product pickers around Finland. An extensive number of pickers' bases as well as operators in the natural products sector were reached. Supervision was developed based on observations from the previous picking season. As a result, it was better timed and more effective than in 2021, when the Act on the Legal Status of Foreigners Picking Natural Products entered into force.

Official data useful in the supervision of contractor's obligations and liability

In 2022, 1,317 inspections concerning the supervision of contractor's obligations and liability were carried out. Issues monitored during inspections included compliance with the obligation to check when using temporary agency work or subcontracting for some 4,600 contractual partners. Supervision was no longer targeted in a sector-specific manner, but was implemented with a more risk-based and phenomenon-based approach.

Information obtained from other authorities with access rights was extensively utilised in the supervision of contractor's obligations and liability in both the selection of inspection sites and in individual supervision cases. The information provided by the other authorities has allowed us to focus on subcontracting agreements and contracts with temporary agency workers in which the company performing the work has not fully met its statutory obligations.

Follow-up inspections were carried out at transport, construction, cleaning and industrial contractor sites. Based on these, the majority of contractors had improved their practices after obligations they had received in the past. However, follow-up inspections were necessary, as despite the changes made, only one third had complied with their obligation to check correctly.

When detecting unlawful practices, the OSH authority issues written advice and may impose a negligence fee on the contractor. Only about one in four of the inspected contractors complied with the contractor's obligation to check as required by law. The obligations laid down in the Act on the Contractor's Obligations and Liability when Work is Contracted Out are better known in the construction sector than in other sectors. Even so there were still deficiencies in compliance with the minimum requirements laid down in the act, particularly in the construction sector's long subcontracting chains.



Janne Varonen

In spring and summer 2022, OSH inspectors supervised forestry sites. In April, a webinar on compliance with the contractor's obligations and liability and the use of foreign labour in the forest sector was also organised for forest sector operators.

Written advice was issued more than 2,000 times during inspections. Foreign contractors received the highest number of written advice per inspection. An abundance of written advice was also issued during company inspections in the construction sector and inspections of industrial companies and seasonal work.

The usefulness of official data was reflected in the inspections that led to further measures. The imposing of a negligence fee was considered in 85 cases. Almost 70 per cent of these were selected as inspection sites based on official data.

The imposing of a negligence fee was most often considered for foreign contractors. The most common reason was neglecting the obligation to check.

It was also noted during the inspections that there have been further increases in the number of foreign private traders in subcontracting chains. The means of supervision are not always sufficient to ascertain whether it is real trader or a so-called missing trader. A missing trader can circumvent employer obligations, and the persons working do not even always know themselves that they are entrepreneurs. At worst, these cases may involve work-related human trafficking.

The purpose of the supervision of the use of foreign labour is to combat labour exploitation

The task of the OSH authorities is to ensure that foreign employees possess the required right to work and that the employees are paid at least the minimum wage and the required increments. The aim is also to prevent work-related exploitation through communication and close stakeholder cooperation.

In 2022, just under 2,500 inspections were carried out in companies using foreign labour. The inspections mainly assessed whether the minimum terms of employment of foreign workers are met and whether employers had verified their foreign employees' right to work in Finland.

There were numerous deficiencies in the compliance with the minimum terms and conditions of employment, especially with regard to pay. In most cases, the basic pay or increments were too low, or no increments had been paid. Most of the deficiencies were found in the construction and restaurant sectors. A large number of deficiencies in working hour records were also identified.

During 15% of the inspections concerning the right to work, inspectors encountered foreign employees who did not have the right to perform the work in question in Finland. In the construction sector, people without the right to work were encountered on around 20% of inspections.

Cooperation between the authorities improved enforcement. Approximately 460 joint inspections were carried out. In addition, data from other authorities was used on hundreds of inspections.

Just under 300 of the inspections were carried out in companies that post workers to Finland or act as contractors of posting companies in Finland. Most of the inspections were carried out in the construction and industrial sectors. Posting employers were given the most written advice on deficiencies observed in their reporting obligation. A large number of non-conformances were also observed



The OSH Administration actively strives to promote the smooth and safe employment of Ukrainians who have fled the war to Finland, for example with the help of the Ukrainian-language version of the Guide for foreign employees in Finland.

in pay, working time records and the terms of employment.

For certain non-compliances, the occupational safety and health authority may impose a negligence fee on the posting undertaking. The highest number of negligence fees was imposed for failing to comply with the reporting obligation.

A posting company has to notify the OSH authorities when posting workers to Finland. In 2022, the occupational safety and health authorities received more than 18,300 notifications from 49 countries. Estonia, Germany and Lithuania were the three largest countries of origin.

The OSH Division at Regional State Administrative Agency for Southwestern Finland acts as the contact authority for posted workers in Finland. In 2022, customers received 481 responses. The EU Road Transport Mobility Package introduced new obligations in the Act on Posting Workers, which caused an increase in the number of questions related to posting in the transport sector.

The act on the legal status of foreigners picking natural products, or the so-called Berry Act, was now enforced for the second year. In practice, deficiencies in compliance were observed in all inspections carried out at pickers' bases, and the number of imposed obligations was considerable.

Close cooperation with other authorities was carried out in the enforcement of driving time and rest periods

OSH Divisions supervised the transport sector on a nationwide basis as part of joint supervision by EU Member States. In Finland, the supervision of transport companies is the responsibility of the Regional State Administrative Agencies while the roadside supervision is carried out by the police, Finnish Customs and the Finnish Border Guard. The results of the enforcement are reported to the EU. Violations of social legislation in road traffic are easily reported to the police for pre-trial investigation. These cases of negligence almost always result in a fine imposed on both the employer and the employee.

Driving time and rest period supervision was carried out comprehensively in companies of different sizes in the transport sector. The majority

of companies are small in size, with a maximum of five employees. In 2022, the driving time and rest period data of 5,615 drivers was supervised during 888 inspections. The number of driver working days inspected totalled slightly more than 400,000. A large number of shortcomings were found during supervision. The most typical deficiencies are related to the driver's driving times being excessive or their rest periods being too short. The greatest number of deficiencies was found in taking breaks in driving. The driver card was still used incorrectly. The OSH authority observed situations where the driver had driven without an appropriate driver card or had used another driver's card when driving. It was also typical to use an incorrect time group selector, i.e. other work performed by the driver in addition to driving was logged as rest.

In 2022, supervision was developed and an enforcement strategy for the social legislation of national road traffic was prepared in cooperation with other authorities. The OSH Administration was responsible for strategy work.



Phenomenon: Psychosocial workload

Psychosocial workload occurs in almost all sectors. Work-related health problems and challenges related to coping at work are often linked to harmful psychosocial workload.

Supervision and other exerting of influence are used to help employers to identify, reduce, manage and prevent harmful psychosocial workload.

In 2022, the Psychosocial Workload Factors survey was used in connection with more than one thousand inspections, which is more than 40% more than in 2021.

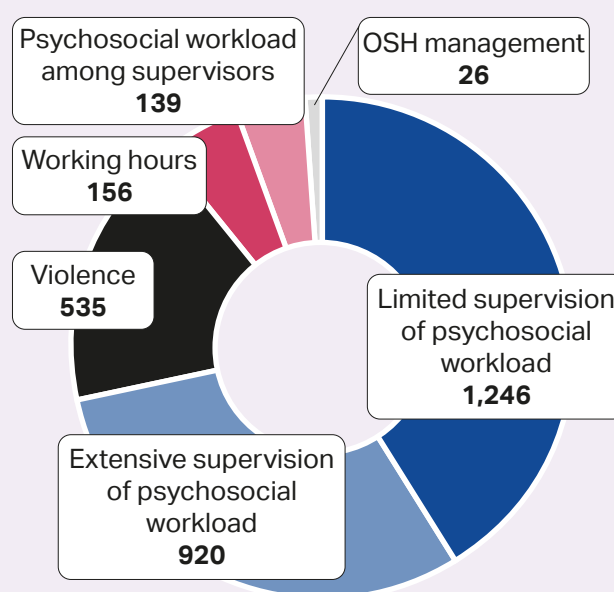
Inspections of the psychosocial workload phenomenon

In the limited supervision of psychosocial workload, the focus was on the identification of psychosocial workload factors and on assessing the dangers arising from them. The greatest number of deficiencies were observed in the investigation and assessment of work hazards, the provision of occupational health care services and the workplace survey conducted by the occupational health care provider.

In comprehensive inspections, attention was also paid to the reduction of psychosocial workload factors. The greatest number of deficiencies were observed in psychosocial workload, in the investigation and assessment of work-related hazards, and in the workplace survey conducted by occupational health care.

Inspections supervising violence and its threat were directed at health and social services as well as the sectors of trade, accommodation, catering and education. The greatest number of deficiencies were observed in the investigation and assessment of work hazards and the workplace survey conducted by the occupational health care provider.

The supervision of working time loading focused nationally on the insurance sector, and it was found that the sector managed working time matters reasonably well. The greatest number of deficiencies were observed in the investigation and assessment



of work-related hazards, and in the workplace survey conducted by occupational health care. In the regional supervision of Southern Finland, working time loading was observed in the wholesale trade sector, parishes and fire and rescue departments.

Comprehensive inspections were also carried out to identify and manage psychosocial workload among supervisors. Supervision focused on public administration, construction, industry and health and social services. The greatest number of deficiencies were observed in psychosocial workload, in the investigation and assessment of work-related hazards, and in the workplace survey conducted by occupational health care. It should be noted that when comparing all inspections of the phenomenon, a lot of obligations were imposed for the psychosocial workload of supervisors.

Different organisational levels are taken into account in supervision

Harmful workload is related not only to the content of the work, its arrangements and the social functioning of the work community, but also increasingly to factors related to the investigation and assessment of hazards. In fact, the supervision of psychosocial workload has been developed to take different organisational levels (management, supervisors, employees) and different workload factors, such as violence and working time loading into better consideration. Inspections have also been carried out in more sectors than previously, such as construction and industry.

Prevention of psychosocial workload factors is a challenge in working life change situations in different sectors and tasks.

Violence and the threat of violence occur in all sectors

Violence and the threat of violence were supervised in nearly 550 inspections. According to observations made during supervision, the violence encountered at work and its threat have increased, and its forms have become more diverse and brutal. Violence and the threat of violence occur in all sectors.

Violence and its threat are one of the factors causing harmful psychosocial workload. The employer must identify and assess work-related violence and its threat. Violence must be controlled, even though its causes cannot always be completely eliminated. Preparedness for the threat of violence and its prevention are of key importance. Measures taken must be monitored and evaluated.

To support enforcement, a webinar on employer's responsibility for managing work-related violence was organised in December 2022.



Työsuojausta puhekielellä -podcast

Jakso 9

Työnantajan vastuu työväkivallan hallinnassa: yleisökysymykset

Työsuojausta.fi
Työsuojaustahallinnon verkkopalvelu

The webinar on employer's responsibility for managing work-related violence attracted a lot of interest. After the webinar, the issues raised by the webinar's audience were discussed in an episode of the OSH Administration's podcast by inspector Anne Myyryläinen and lawyer Anna Tiainen.

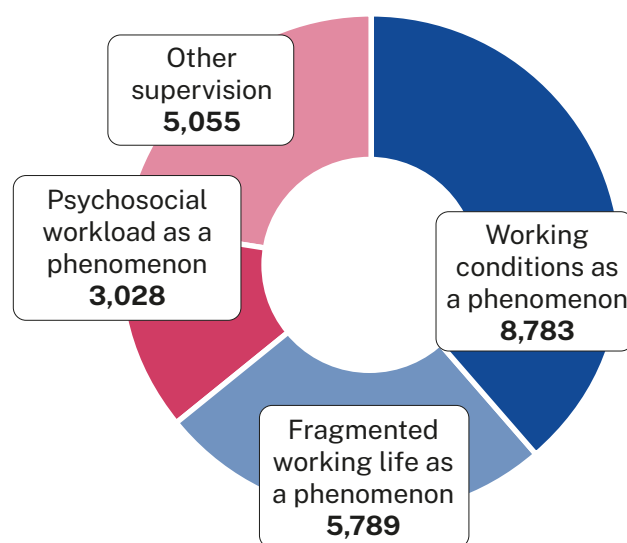


Miika Rautiainen

Other supervision

Occupational safety and health inspections carried out on the basis of customer contacts are outside the scope of phenomenon-based supervision. Prompted by customer contacts, the OSH authorities carried out investigations of occupational accidents and diseases, as well as supervision of wellbeing at work and other customer-initiated issues.

Following supervision was also carried out outside the scope of phenomenon-based supervision: supervision of compliance with the Non-Discrimination Act, market surveillance of machinery and personal protective equipment, supervision of shipping, and supervision prompted by the special characteristics of the regional supervisory field in individual OSH Divisions.



There is need for supervising compliance with non-discrimination and equality legislation

The OSH authorities supervise the prohibition of occupational discrimination in accordance with the provisions of the Non-Discrimination Act as well as the employer's obligation to promote equality. The supervision includes measures taken on the basis of customer communications and workplace inspections carried out at the authorities' initiative.

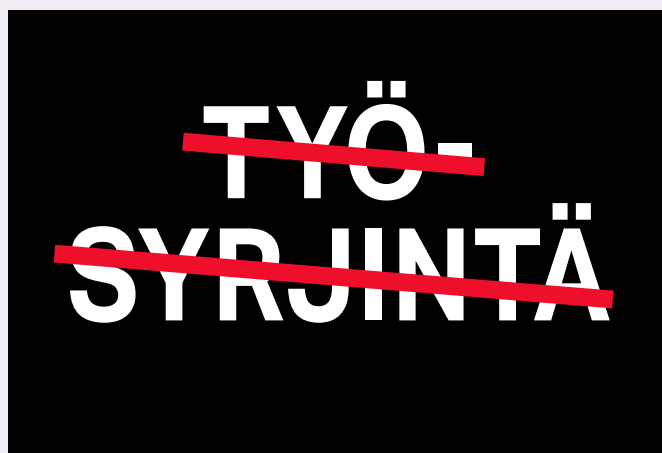
Some discrimination in working life remains hidden, as various minority groups may have a high threshold to contact the authorities and report the discrimination they experience.

The authorities receive very few contacts related to discrimination against persons with disabilities or discrimination experienced on grounds of sexual orientation, so there have also been few inspections related to these grounds for discrimination.

In 2022, the OSH authorities received approximately 540 customer contacts concerning occupational discrimination. Generally, callers wanted advice or wanted an expert opinion on whether or not their experiences constituted discrimination. Parties experiencing discrimination received guidance and advice from the OSH authorities on how to handle the matter with their employers, other guidance on their matter and instructions on submitting a supervision request.

In 2022, the OSH authorities received 220 supervision requests for investigating suspected discrimination. 129 inspections related to such suspected cases of discrimination were carried out at workplaces. In 36 of the inspections carried out, it was found that the employer had violated the prohibition of discrimination. The greatest number of obligations were imposed for discrimination on the basis of health, origin and nationality and other personal reasons.

A total of more than 900 inspections to enforce the prohibition of occupational discrimination



related to foreign employees were carried out. In the supervision of foreign labour, the inspector assesses whether the employer has discriminated against the employees with regard to wage payments and other minimum terms and conditions of employment on the basis of origin, nationality or language.

At their own initiative, the OSH authorities supervise job advertisements and take action whenever noticing discrimination. In 2022, the OSH authorities carried out 18 inspections concerning discriminatory job advertisements.

The OSH authorities supervise compliance with the obligation to promote equality in working life. A total of 108 inspections were carried out to supervise compliance with the employer's obligation to promote equality at the workplace and violations were uncovered in more than 80% of these.

In connection with the supervision of compliance with non-discrimination legislation, the OSH authorities also supervise compliance with other aspects of labour legislation and intervene if other deficiencies in labour legislation are noticed. Inspections carried out on the basis of suspected discrimination revealed a number of other deficiencies in the activities of employers, due to which obligations were imposed on employers. In 2022, a total of 31 obligations were imposed for other deficiencies concerning compliance with labour legislation in connection with discrimination cases.

About 2,200 contacts prompted by harassment and workload

In 2022, the occupational safety and health authorities received about 2,200 contacts prompted by harassment and excessive workload. The number of contacts has remained at the same level in recent years. However, the proportion of contacts arising from harmful psychosocial workload has increased.

In about 170 cases of suspected harassment, the employee made a written request for enforcement, on the basis of which the inspector assesses whether supervisory measures could be taken in the matter. OSH authorities were asked to investigate a total of about 70 suspected cases of work-related strain. Many of the cases involved both harassment and work-related strain.

The authorities carried out a total of 59 inspections on the basis of harassment-related complaints. In particular, the inspectors checked whether the employer had taken measures to stop the harass-

ment after being informed of harassment that the employee considered a health hazard. Nearly half of the inspections revealed that the employer had not complied with its obligations laid down in the Occupational Safety and Health Act.

A total of 30 inspections were carried out on the basis of enforcement requests concerning strain-related complaints. The focus in the inspections was on employer's compliance with its obligation laid down in the Occupational Safety and Health Act to investigate workload factors and to avoid and reduce the risk to employees' health after being informed of work-related strain. About half of the inspections revealed that the employer had not complied with its statutory obligations.

The OSH authorities also supervise, at the initiative of the authorities, whether the employer complies with its obligations concerning harassment and the management of work-related psychosocial workload. In such cases, the issues concerning individual employees are not discussed and the focus is on the work community as a whole.



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

The OSH authorities are 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.

The OSH Divisions carry out comprehensive checks to ensure that the products are in compliance with the regulations. If necessary, the matter is 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.

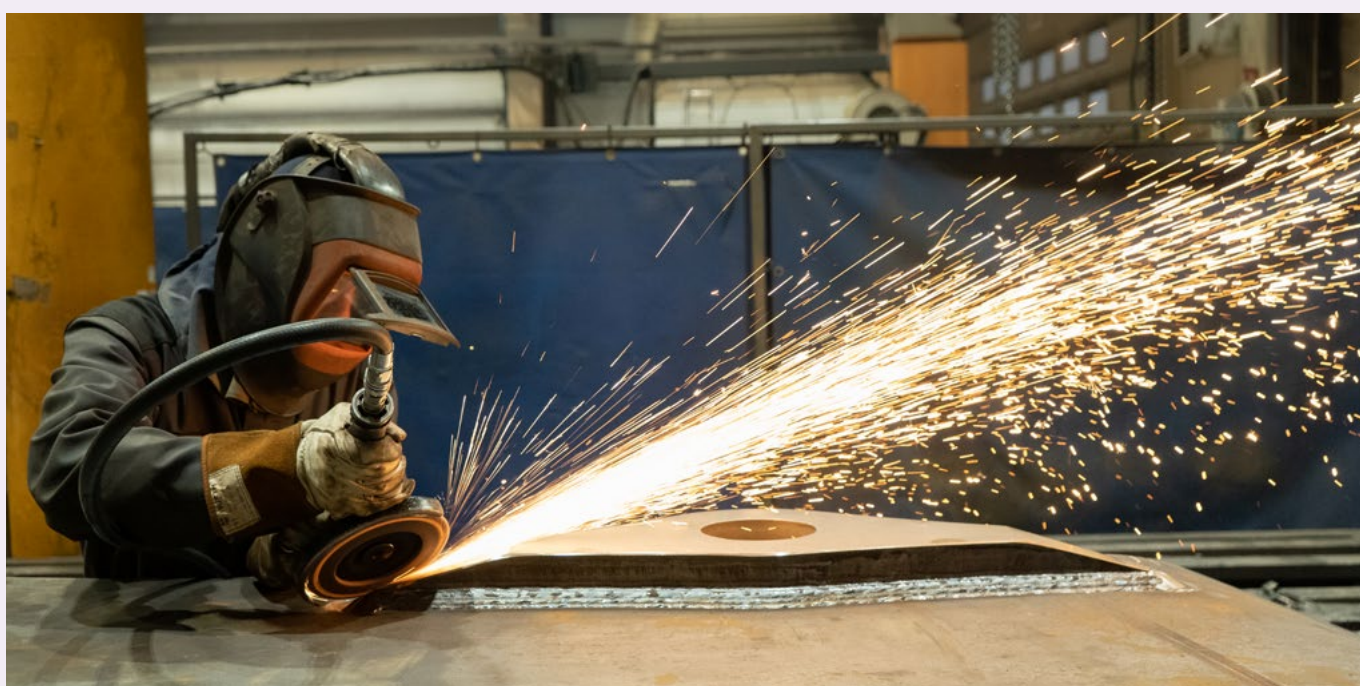
In 2022, the OSH Divisions carried out about 330 market surveillance inspections concerning personal protective equipment and machinery.

The market surveillance of PPE focused on so-called basic PPE. Some deficiencies were found in the PPE inspected. The greatest number of defi-

ciencies were found in welding masks. In addition, personal protective equipment protecting against the coronavirus was still inspected.

The focus in the supervision of work machines was on construction machinery and ski lifts used for downhill biking. Lifting equipment and person lifts were inspected in the supervision of construction machinery. In addition, supervision focused on Finnish machinery manufacturers and the risk-based online supervision of machinery was piloted. The aim of the pilot was to identify companies selling machinery on the Internet and, if these companies marketed machinery that posed significant risks, to ensure that the machinery was compliant and safe.

OSH Divisions transferred 15 cases to the Ministry of Social Affairs and Health. One case may involve several products. In addition to the cases transferred from the OSH Divisions, the ministry also receives market surveillance cases for consideration from other parties. During the year, the ministry completed the processing of a total of 27 cases, in 16 of which the release of products to the market or for use was prohibited. Some of the decisions concerned several products. All decisions to prohibit concerned personal protective equipment.



Miika Rautiainen

Exercise of powers

The OSH authorities enforce compliance with OSH regulations. The most important pieces of legislation governing OSH are as follows: the Occupational Safety and Health Act (738/2002), the Employment Contracts Act (55/2001), the Working Hours Act (605/1996), the Occupational Health Care Act (1383/2001), and the Act on Occupational Safety and Health Enforcement and Cooperation on Occupational Safety and Health at Workplaces (44/2006). The OSH authorities oversee compliance with more than 100 regulations.

The means of supervision vary from providing incentives and advice to the use of coercive measures. The OSH inspector can issue written advice on all matters that are supervised by the OSH authorities. However, the improvement notice and any binding decision following it can only be issued in certain matters laid down by law. In 2022, OSH inspectors gave written advice in more than 42,000 cases at inspected workplaces. The number of improvement notices issued was around 6,200.

The OSH authorities 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 179 of these were issued during the year in review.

The OSH authorities 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 prohibition notice. A total of 39 such notices were issued during the year in review.

A total of 62 negligence fee decisions were issued as part of the supervision of compliance with the Act on Contractor's Obligations and Liability. A total of 34 negligence fee decisions on posted workers were issued.

In 2022, the OSH authorities submitted a total of 489 requests for investigation to the police. A total of 527 statements were issued to the police and the prosecution authorities. A total of 410 of the statements concerned OSH offences or violations.

Permits and notifications

Restrictions on how certain types of work may be performed or assigned are laid down in the law. Certain jobs and types of work require an authorisation or exemption issued by the OSH authorities.

The OSH authority must be notified of certain types of work. In 2022, an exceptionally large number of emergency work notifications based on industrial action were submitted (31 cases). In the absence of a previous interpretation, the OSH authority asked the Labour Council for an opinion on whether the strike could be a reason for emergency work. According to the Labour Council, a pre-announced strike or other industrial action otherwise known to the employer cannot as such be grounds for emergency work. An interpretation on this could take into account such things as exceptionally extensive sickness or other absences.

Licences processed by the OSH authority

Exemption related to young workers	333
Charger's certificate	309
Exemption from crane operator qualification	215
Exemption related to the Working Hours Act	101
Work permit for asbestos removal	76
Qualification of divers carrying out construction work	3

Notifications submitted to the OSH authority

Notification of the posting of workers	18,337
Advance notification of asbestos removal work	10,339
Advance notification of construction work	5,812
Notification of the use of young workers in dangerous work	3,498
Occupational disease report	2,148
Notice of serious occupational accident	1,405
Emergency work notification	60
Advance notification of a base for pickers of natural products	48

Means of OSH supervision developing

Changing working life and new phenomena challenge OSH enforcement to constantly develop and adjust. OSH enforcement is planned and implemented so that the activities are as effective as possible for both customers and society. In 2022 development measures planned for the current four-year period were at full swing and promising results were achieved. The evaluation of the significance and effectiveness of activities also progressed.

The aim of data mining is to develop the utilisation of available information and to identify and utilise new sources of information. By combining information produced by different parties, a more detailed understanding of the enforcement objects can be formed. This makes it possible to focus supervision risk-specifically and efficiently. During the year, targeted supervision was tested using data.

The evolution of digitalisation and the increase in the amount of available information facilitate the development of supervision and services.

The piloting of the OSH e-service was completed in 2022 and the further development of the service was approved. An employer can submit a report concerning an obligation imposed by an OSH inspector through the e-service and monitor the progress of the processing of the matter. The employer can also carry out a working environment safety assessment in the service in cooperation with its employees. The employee can submit a request for supervision in an employment certificate matter via the e-service and follow its processing.

Aluehallintovirasto
Työsuojelu

Occupational health and safety e-service

Home Own cases Knowledge base English Private

Welcome to occupational safety and health service

Search...

Submit enforcement request for a work certificate

Own cases

No items to be shown

Go to own cases

Knowledge base

Decisions and notices concerning products

Markkinavalvonta 09.10.2021

Personal protective equipment

More info

Website of the Occupational Safety and Health Administration in Finland

E-service pilot

The piloting of the occupational safety and health e-service came to an end, and the further development of the service was approved. The majority of enforcement requests for employment certificates received in 2022 came through the e-service.

OSH authorities provide advice and guidance

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

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

Tyosuojelu.fi website

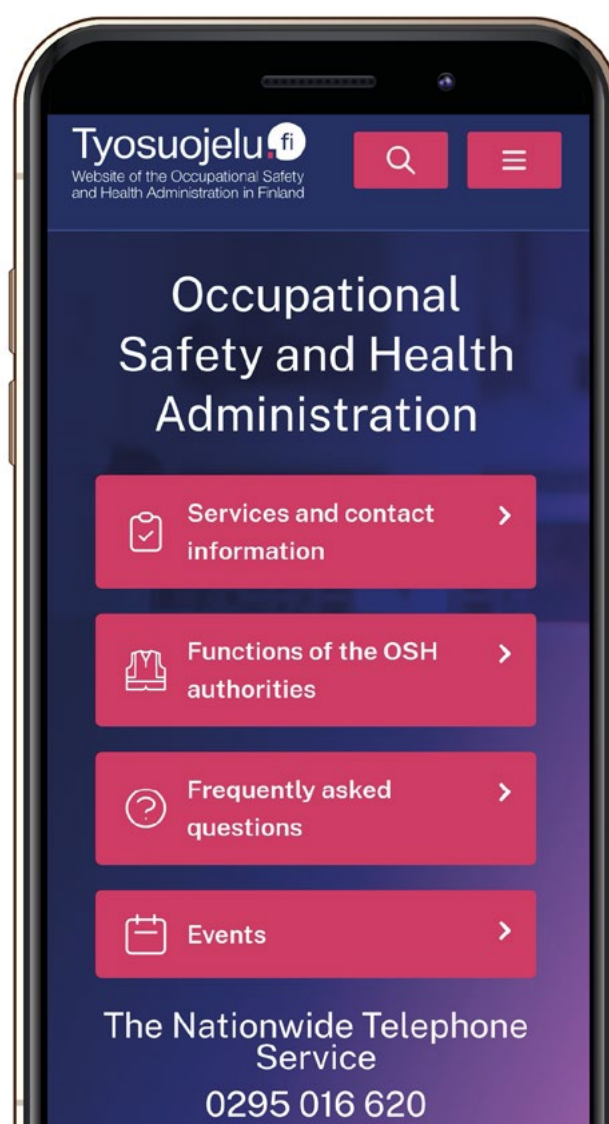
In 2022, about 1.42 million people used the OSH Administration's website Tyosuojelu.fi with 5.8 million page views. As in previous years, the pages dealing with employment relationship matters, such as annual leave and study leave, were the most visited pages of the website.

The number people using the website's Swedish and English versions increased. In 2022, the number of views for English-language pages was more than seven per cent of the total number of views. The most popular pages were those related to posted workers.

The use of Tyosuojelu.fi on mobile devices has continuously increased, and in 2022, Tyosuojelu.fi was used for the first time even slightly more on mobile devices than on computers.

Tyosuojelu.fi was renewed in autumn 2022. This gave the website a new look and made accessing services and contact information easier. However, the basic structure and content of the website remained unchanged.

The use of Tyosuojelu.fi on mobile devices was improved so that the most commonly popular topics are highlighted better than before.



Tyosuojelu.fi Top 5 in 2022

1. Home page	243,766
2. Annual holidays	153,872
3. Study leave	113,264
4. Additional work and overtime	90,652
5. Notice periods	89,509

website views

Telephone service

Occupational safety and health inspectors provide the callers with advice and guidance via the telephone service. Requests for supervision concerning occupational safety are also accepted via the telephone service as needed.

The telephone service has four service lines divided by topic:

- employment matters
- general work environment issues
- construction sector work environment issues
- issues related to wellbeing at work focusing on inappropriate treatment, harassment, discrimination and psychosocial workload.

Phone calls to the telephone service in 2022

Employment relationship	11,301
Working environment	3,311
Construction sector	1,643
Well-being at work	2,613
Total	18,868

The telephone service received almost 19,000 calls during 2022. 88.3% of the calls were answered.

Around 60% of the calls concerned questions on employment relationship matters.

Multi-channel communication is an important part of supervision

The OSH authorities communicate on the interpretations of the legislation that they supervise, observations made during inspections, observed development trends and on their own activities. The purpose of our communications is to support workplace self-direction at workplaces in occupational safety and health matters and thus to promote development of occupational safety and health at workplaces.

The OSH Administration's website Tyosuojelu.fi is the cornerstone of our communications. We also communicate in multiple channels using appropriate communication channels for each purpose and for each target group. Where possible, we also cooperate with other actors.

In 2022, the OSH authorities introduced in its communications several new concepts that utilise multi-channel approaches. At best, multi-channel communication campaigns combine media releases, social media messages, videos and blogs. The aim of the campaigns was to provide concise



and easy-to-understand information on the key observations made during supervision.

In addition to communication to the general public, we provided focused supervision-related communications specifically to companies in the sectors concerned. During the year, our message reached more than 13,000 workplaces through direct messages.

The OSH Administration arranged ten webinars in 2022. The topics of the webinars included working hours, the tax numbers for shipyards, psychosocial workload and work-related violence. More than 5,500 people watched live broadcasts and their recordings collected more than 4,000 views by the end of the year. The webinars received positive feedback.

In autumn 2022, we started publishing podcasts after webinars in which we address the questions by the audience that were left unanswered or required clarification.

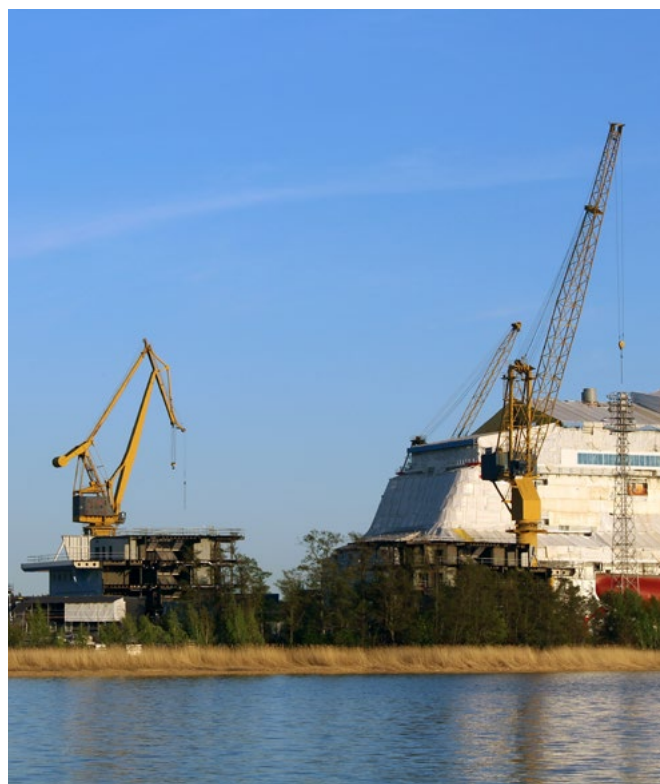
Legislation

Legislation on occupational safety and health includes provisions on the physical and mental safety of the working environment, provisions on working hours and other terms and conditions of employment as well as provisions on equality in working life. Provisions on the safety of machinery, equipment and chemicals and other products used in the work are also an essential part of occupational safety and health legislation.

The Ministry of Social Affairs and Health Department of Work and Gender Equality prepares and develops legislation related to the physical and mental safety of the working environment (list of statutes completed in 2022 at the bottom of the page). The Ministry of Economic Affairs and Employment is responsible for preparing legislation on employment relationships.

National and EU-specific OSH legislation is drafted trilaterally 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.



Marja Tereska

The use of a tax number was extended from construction sites to shipyards in July 2022 when the Act on Tax Numbers and the Tax Number Register entered into force. The OSH authority supervises compliance with the law through workplace inspections. In the construction sector, a tax number has been mandatory since 2012.

Regulations related to the safety of the working environment, completed in 2022:

- Decree of the President of Finland on the merit medal for work to improve the working environment 485/2022:** A medal of merit for work to improve the working environment can be granted for particularly deserving and long-term work to develop the working environment. The decree repeals the previous decree on the special merit and merit medals for work to improve the working environment (106/1997). The decree entered into force on 1 September 2022.
- Act amending section 40a of the Occupational Safety and Health Act 614/2022:** Occupational safety and health authorities, occupational health care services, the physician responsible for communicable diseases in the wellbeing services county or HUS Group and occupational safety and health personnel have the right to access a list of employees exposed to biological agents. The act entered into force on 1 January 2023.

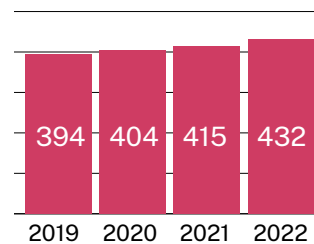
Resources

In 2022, the OSH Divisions employed 449 persons. The increase in the number of persons compared to the previous year is due to foreign labour inspectors, who were recruited with an additional appropriation, starting in their posts. This helped in reacting more effectively to the tips received by the inspectors supervising the use of foreign labour and to take part in inspections carried out jointly with other authorities.

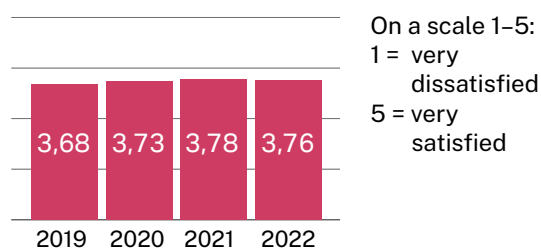
The resources were shared flexibly between OSH divisions in such tasks as inspections on board ships and telephone service duties and in connection with extensive statements and information requests.

The OSH Divisions drew up a strategic personnel plan that identified critical tasks and the necessary competence. Personnel competence was developed systematically through national training. Work to map out competence continued with the preparation of competence profiles and levels for different personnel groups.

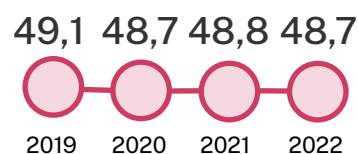
Person-years



Job satisfaction



Average age



Recruitment for bilingual posts has been challenging in recent years. In 2022, a Swedish-language video was produced on the work of OSH inspectors in the construction sector.

A screenshot from the video Vad gör en arbetarskyddsinspektör?

Cooperation between the authorities and internationalisation

Occupational safety and health authorities engage in active cooperation with other authorities. We have a large number of partners, such as the Tax Administration, the Police, the Border Guard, the Finnish Immigration Service Migri, the Finnish Transport and Communications Agency Traficom, Kela, municipal construction authorities, the Centres for Economic Development, Transport and the Environment and other areas of responsibility of the Regional State Administrative Agencies.

Each authority has its powers and operating fields defined by legislation, but effective operations require extensive cooperation.

A rapid response to shared challenges requires effective cooperation networks and operating methods. Practical activities include the exchange

of information, joint communication and, for example, the focusing of supervision at sites selected through joint analyses.

The national network for combating undeclared work plays an important role in the development of multi-authority cooperation. A strategy for preventing and combating labour exploitation was prepared through cooperation between several authorities. The development of new operating models for multi-authority cooperation is part of the Strategy and action plan for tackling the grey economy and economic crime.

In 2022, information exchange between authorities was developed, regional cooperation forums were compiled and national risk-based supervision was carried out with different authorities.



Janne Varonen

An occupational safety and health inspector in a joint inspection by the authorities in April 2022. The inspections were carried out to supervise the use of foreign labour and the occupational safety of the port environment. The supervision was carried out together with the Gulf of Finland Coast Guard District.

International cooperation

Networks, network tools and work platforms are helping to make close cooperation between EU Member States routine.

International multi-authority cooperation contributes to preventing labour exploitation and human trafficking. In 2022, Finland participated in two international action weeks as part of the fight against labour exploitation. The inspections carried out during the action weeks focused on the cleaning sector and agriculture.

In addition to supervisory tasks, we also engage in international cooperation in development tasks, campaigns and legislative drafting, with EU Member States.

The European Labour Authority (ELA) coordinates and analyses issues such as the mobility of workers, and joint and simultaneous inspections at EU level and acts as a mediator in disputes between EU countries. In 2022, many representatives of the Finnish OSH Administration participated in various seminars and training courses organised by ELA. In autumn 2022, a national seminar on labour mobility and multi-authority cooperation was organised in Helsinki with ELA.

The national network for combating undeclared work cooperates closely with the European platform tackling undeclared work (UDW), which operates under the auspices of ELA. In 2022, there was active cooperation between the UDW forum, the Nordic countries and the Baltic countries in combating undeclared work.

We engage in European cooperation with such parties as the European Labour Authority (ELA) and the European Union's law enforcement agency Europol. In 2022, special attention was paid to the construction sector, the transport sector, seasonal work, the platform economy and fake entrepreneurship.



Karel Deridder

Foreign labour inspectors Veera Lehtinen (left) and Sari Suorsa (right) learned about EMPACT audits for cross-sectoral crime prevention supported by ELA in Mechelen, Belgium, in September 2022. The inspections focused on agriculture.

The European Chemicals Agency ECHA steers the supervision of EU-level chemicals legislation (REACH Regulation). In Finland, chemicals supervision is coordinated by Finnish Safety and Chemicals Agency Tukes. The Occupational Safety and Health Administration supervises the use of chemicals in workplaces.



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The European Internal Market's IMI system is actively used in the supervision related to the posting of workers. After the legislative amendments that entered into force in February 2022, the submission of an IMI notification has been required for subcontracted road transports.

The EU's Senior Labour Inspectors Committee (SLIC) develops occupational safety and health supervision, prepares common guidelines and policies, and organises evaluations of occupational safety and health administrations and exchanges of inspectors. In 2022, Finland participated in the evaluation processes of the Danish and Hungarian occupational safety and health administrations.

Working groups under SLIC mainly meet virtually, but there are also in person meetings each year. Finland is represented in eight working groups. In addition to issues related to traditional occupational safety and health risks, such as chemicals or machine safety, the working groups discuss issues related to changes in working life, such as digitalisation and robotics.

In the SLIC-KSS network, European occupational safety and health authorities can ask each other questions on such issues as legislation and supervision. During the year, a total of 34 questions were submitted.

Cooperation between the Nordic and Baltic countries is closeknit.

In 2022, Nordic co-operation was chaired by Norway, under whose leadership the labour working groups of the Council of Ministers promoted the themes of future working life, equality and inclusiveness in various projects, especially the green transition projects. In their meeting, Ministers of Labour discussed the results of the OECD study on the Nordic labour market after the COVID-19 pandemic.

In autumn 2022, a theme day focusing on combating undeclared work across borders was organised in connection with the working environment meeting of the Nordic OSH Administrations. Representatives from the OSH administrations of Finland, the other Nordic countries and the Baltic countries participated.

OSH enforcement in figures

	2019	2020	2021	2022
Inspections and inspected sites				
Total number of inspections	23 977	14 596	20 268	23 105
Total number of inspected sites	19 472	12 472	16 588	18 770
Time used for one inspection at the workplace, average number of hours	1,4	1,3	1,2	1,3
Inspections/inspector-person-years	77	51	70	76
Inspection types				
Workplace inspections	20 752	9 176	12 544	15 874
Document-based inspections	3 225	5 420	7 511	5 153
Remote inspections				1 947
Obligations				
Written advice	51 419	26 293	34 163	42 490
Improvement notices	7 225	4 110	4 912	6 231
Coercive measures				
Prohibition notices confirmed by the OSH authority	63	57	43	39
Binding decisions	178	160	163	179
Periodic penalty payments to be paid (qty)	37	31	33	26
Periodic penalty payments to be paid (€)	185 000	263 500	314 500	203 000
Negligence fees for contractor's obligations and liability (decisions made during the year)*	75	84	55	62
Negligence fees for contractor's obligations and liability, total (EUR, paid during the year)*	301 700	449 500	327 000	204 450
Negligence fees related to posted workers (decisions made during the year)*	14	18	35	34
Negligence fees related to posted workers total (EUR, paid during the year)*	65 000	99 500	173 500	155 000
Investigation requests and statements				
Investigation requests to the police	288	371	403	489
Statements to the police/prosecutors	488	547	764	527
Service demand				
Customer contacts/total service demand**	30 400	32 508	36 499	34 334
Inspections carried out based on a request	2 094	1 829	2 018	2 030
Investigation of occupational accidents and occupational diseases				
Occupational accidents investigated	1 183	841	1 151	1 087
Occupational diseases investigated	35	15	52	36
Employees (person-years)				
Occupational Safety and Health Divisions	394	404	414	432
Operating expenses (1,000 €)				
Occupational Safety and Health Divisions	24 628	26 130	27 167	29 837

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

** The total number includes emails received by the OSH 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

In 2022, OSH supervision in shipping was carried out both in ports and aboard vessels.

Under the leadership of the Finnish Transport and Communications Agency Traficom, inspections on the temporary storage of dangerous goods in port areas were carried out in cooperation by several authorities. In addition, the transport documents for dangerous goods, the marking of cargo units and the securing of cargo with straps were inspected. A total of 30 inspections were carried out, and they were part of a broader joint supervision of the transport of dangerous goods by the Baltic Sea states.

A total of 12 inspections targeting stowage companies in ports were carried out. On 9 these inspections, a total of 20 pieces of written advice were issued. A total of 22 inspections were carried out at port authorities, and during 18 of these 31 pieces of written advice and 1 improvement notices were issued.

The majority of vessel inspections were related to the MLC

A total of 206 vessel inspections were carried out. Of the vessels inspected, 9 with a gross tonnage of less than 200 GT, 48 with a gross tonnage of 200–500 GT and 11 with a gross tonnage of more than 500 GT.

A total of 153 of the vessel inspections were related to the international Maritime Labour Convention (MLC) and mainly targeted commercial vessels in foreign traffic. A total of 91 ships were inspected. Some of the MLC inspections were carried out on the basis of documents. A total of 170 pieces of written advice and 19 improvement notices were issued during the inspections.

In addition to the MLC inspections, a total of 53 inspections were carried out regarding, for instance, various work boats, pilot boats, fishing vessels and small passenger ships in domestic traffic. On 17 of these inspections, a total of 33 pieces of written advice and 1 improvement notices were issued.

When examining the inspections according to their industrial classifications, a total of 193

inspections were carried out regarding water transport, of which 86 were document-based inspections. Prior to the COVID-19 pandemic in 2019, document-based inspections accounted for less than one fifth of the supervision of maritime traffic, while in 2022 it accounted for almost half. A total of 475 obligations were issued regarding the maritime transport industrial classifications, of which 442 were written advice, 33 were improvement notices and 2 were decisions that imposed obligations. The greatest number of obligations were imposed in matters concerning vessel working environment (83), the working and rest periods of seafarers (63), and the investigation and assessment of work-related hazards (49).

A total of 110 inspections were carried out regarding water transport activities and ports, of which 6 were document-based inspections. During these inspections, a total of 88 obligations were imposed, of which 86 were written advice and 2 were improvement notices.

OSH authorities investigated 16 serious occupational accidents in shipping. Of these, 3 happened aboard vessels and 13 happened in port environments.

Supervision also for industries related to shipping

Some inspections that are related to shipping but not recorded in the industrial classifications for shipping were also carried out. Such inspections included inspections of sea or inland fishing and inspections of the building, maintenance and repair of ships and boats, of which 154 were carried out. Of these, 49 were document-based inspections.

50 of the inspections were carried out at shipyards. They were mainly related to the use of foreign labour and the supervision of shared workplaces (a workplace where one employer exercises primary control and where more than one employer or independent worker operates simultaneously or consecutively). In addition, 9 serious occupational accidents at shipyards were investigated.

Supervision of primary production

In 2022, occupational safety and health supervision of primary production was carried out in the sectors of agriculture, forestry and fishing. Approximately 100 different inspectors carried out inspections. Occupational safety and health inspectors inspecting primary production sectors also monitor other sectors.

A total of 662 inspections related to primary production were carried out at 550 inspection sites. A total of 1,183 pieces of written advice and 110 improvement notices were issued on the basis of these inspections. Of the 405 occupational safety and health inspections targeted at agriculture, more than half (219) were inspections of the use of foreign labour.

A total of 48 reports of serious occupational accidents were recorded in the primary produc-

tion sector. The number of occupational accidents investigated remained at the previous year's level. In 2022, 16 accidents were investigated in the agriculture sector and 7 in the forestry sector.

The accidents were of different types. Several serious accidents involved falls, slipping and situations related to the cleaning and maintenance of machinery. Three accidents related to clearing saws were investigated. Three accidents caused by animals were investigated. These were all caused by a horse.

Reports regarding occupational diseases and suspicion of occupational diseases usually involved rashes due to chemical and dust exposure and respiratory tract diseases and symptoms. They were examined as occupational disease investigations or in connection with other inspections.

Supervision of primary production by sector

	Plant production and livestock farming, game husbandry and related services	Forestry and timber harvesting	Fishing and aquaculture
Total inspections	405	252	5
Inspections of the use of foreign labour	219	49	1
Inspections of the contractor's obligations and liability	14	69	0
Inspected sites	323	222	5
Written advice	750	429	4
Improvement notices	78	29	3

Tyosuojelu.fi

Website of the Occupational Safety
and Health Administration in Finland