



Healthy work

Framework plan for Occupational Safety and Health Divisions **2020–2023**

Reports and Memorandums of the Ministry of Social Affairs and Health 2019:64

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Framework plan for Occupational Safety and Health Divisions 2020–2023

Ministry of Social Affairs and Health

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<p>Abstract</p> <p>The purpose of drawing up this framework plan was to define joint goals for the operations of occupational safety and health (OSH) divisions and for the development of the operations for a four-year period from 2020 to 2023. The documents taken into account for the objectives of the framework plan include, in particular, the strategy of the Ministry of Social Affairs and Health, “Policy for the work environment and wellbeing at work 2030” complementing the strategy, Prime Minister Antti Rinne’s Government Programme, and an analysis of the operating environment of working life.</p> <p>The framework plan defines a vision for the OSH divisions of regional state administrative agencies, and sets common policies and impact objectives for the operations of the divisions for 2020-2023. The vision identifies the most important phenomena affecting the operations of the OSH divisions: working conditions, fragmented working life, strain at work, continuous renewal, as well as information and digitalisation. Concrete measures related to the impact objectives will be agreed on in annual performance agreements.</p> <p>The traditional field of occupational safety and health – prevention of occupational injuries and diseases and other harm to health at work – still forms the most significant part of OSH divisions’ activities, despite of the changes of working life. The framework plan emphasises the objective to renew the activities and develop them in order to be able to operate as an efficient and effective OSH authority with nationwide operations. When planning and developing the operations, it is necessary to continuously assess the operating environment, to utilise information effectively and to cooperate with external and internal stakeholders. Safeguarding skills development and wellbeing at work for OSH personnel are prerequisites for enforcement that brings results and has impacts.</p>			
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Tiivistelmä	<p>Runkosuunnitelman laadinnan tavoitteena on määritellä työsuojelun vastuualueiden toiminnalle ja sen kehittämiseksi yhteiset tavoitteet nelivuotiskaudelle 2020–2023. Runkosuunnitelman tavoitteiden sisältöön ovat vaikuttaneet erityisesti STM:n strategia sekä strategiaa täsmentäviä työympäristön ja työhyvinvoinnin linjauksia 2030, Antti Rinteen hallituksen ohjelma sekä työelämän toimintaympäristöstä tehty analyysi.</p> <p>Runkosuunnitelmassa määritellään aluehallintovirastojen työsuojelun vastuualueiden visio sekä toiminnan yhteiset linjaukset ja vaikuttavuustavoitteet vuosille 2020–2023. Visiossa tärkeimmiksi työsuojelun vastuualueiden toimintaa vaikuttaviksi ilmiöiksi on tunnistettu työolot, pirstaloituva työelämä, työn kuormittavuus, jatkuva uudistuminen, tieto ja digitalisaatio. Vaikuttavuustavoitteisiin liittyvistä konkreettisista toimenpiteistä sovitaan erikseen vuosittaisessa tulossopimuksessa.</p> <p>Työelämän muutoksista huolimatta on myös tunnistettu, että perinteinen työsuojelukenttä: tapaturmien, ammattitautien sekä muiden työstä aiheutuvien terveyshaittojen torjunta, on edelleen merkittävin osa työsuojelun vastuualueiden toimintaa. Runkosuunnitelmassa painottuu tavoite uudistaa ja kehittää toimintaa asteittain kohti vaikuttavaa, tehokasta ja valtakunnallisesti toimivaa työsuojeluviranomaista. Toiminnan suunnittelussa ja kehittämisessä oleellista on toimintaympäristön jatkuva arviointi ja tiedon tehokas hyödyntäminen sekä yhteistyö ulkoisten ja sisäisten sidosryhmien kanssa. Henkilöstön osaamisesta ja työhyvinvoinnista huolehtiminen ovat edellytyksiä tulokselliselle ja vaikuttavalle valvonnalle.</p>		
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Referat	<p>Syftet med utarbetandet av en ramplan är att fastställa gemensamma mål för verksamheten inom ansvarområdena för arbetarskyddet och för utvecklingen av verksamheten för en fyraårsperiod 2020–2023. I synnerhet strategin för social- och hälsovårdsministeriet samt policyn som preciserar strategin i fråga om arbetsmiljö och välbefinnande i arbetet, regeringsprogrammet för Antti Rinnes regering samt en analys av arbetslivets omvärld har påverkat innehållet i målen för ramplanen.</p> <p>I ramplanen definieras visionen för ansvarområdena för arbetarskyddet vid regionförvaltningsverken samt de gemensamma riktlinjerna och effektmålen för verksamheten för åren 2020–2023. I visionen har arbetsförhållandena, det splittrade arbetslivet, arbetets belastning, den ständiga förnyelsen, informationen och digitaliseringen identifierats som de viktigaste fenomenen som påverkar verksamheten inom ansvarområdena för arbetarskydd. Konkreta åtgärder i anslutning till effektmålen avtalas separat vid det årliga resultatavtalet.</p> <p>Trots förändringarna i arbetslivet har det påvisats att det traditionella arbetarskyddsområdet – dvs. olyckor, yrkessjukdomar samt bekämpning av andra arbetsrelaterade hälsorisker – fortfarande utgör merparten av verksamheten inom ansvarområdena för arbetarskyddet. I ramplanen betonas att målet ska vara förnyelse och en stegvis utveckling av verksamheten med sikte på aktiva, effektiva arbetarskyddsmyndigheter med verksamhet på riksomfattande nivå. I planeringen och utvecklingen av verksamheten är det viktigt med en kontinuerlig utvärdering av verksamhetsmiljön och ett effektivt utnyttjande av information samt ett samarbete med externa och interna samarbetspartner. Omsorg om personalens kompetens och välbefinnande är förutsättningar för en resultatrik och effektiv tillsyn.</p>	
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TO THE READER

In September 2018, the Ministry of Social Affairs and Health appointed a working group to prepare a framework plan for the Occupational Safety and Health Divisions for the four-year period 2020–2023. The Framework plan 2020–2023 implements the ministry's strategy as well as the Policy for the work environment and wellbeing at work until 2030, which complements the strategy.

When preparing the Framework plan 2020–2023 for the OSH Divisions, the working group took the following viewpoints into consideration:

On the basis of the Framework plan, a framework agreement for 2020–2023 will be made with the OSH Divisions in autumn 2019, and a joint performance agreement will be put in place in 2020. The working group should propose performance targets and priority areas for 2020–2023 as well as evaluation criteria for monitoring and reporting on target attainment. The principles of rolling planning are to be used in the target setting. The working group's proposal should also contain policies on the range of enforcement methods at the OSH Divisions' disposal and an estimate of their potential impacts on personnel structure.

Additionally, the working group should prepare a proposal on development areas identified in connection with its work and any requisite further measures.

The Framework plan was prepared in cooperation with the Occupational Safety and Health Administration's key stakeholders. The Occupational Safety and Health Boards and personnel of the OSH Divisions were also heard during the preparation process. The working group drew on the Finnish Institute of Occupational Health's expertise in order to prepare an analysis of the operating environment, and consulted Sitra when formulating the vision of enforcement. The Framework plan policies were discussed by the Department for Work and Gender Equality's management team and the Advisory Committee on Occupational Safety and Health.

The group's term of office ran from 28 September 2018 to 31 July 2019.

The members of the working group were:

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Helsinki, 31 July 2019

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August 2019

1 Factors directing the OSH Divisions' operations

1.1 Ministry of Social Affairs and Health's strategy complemented by the Policy for the work environment and wellbeing at work until 2030

The Policy for the work environment and wellbeing at work until 2030 complements the Ministry of Social Affairs and Health's strategy and directs the activities of the ministry and its administrative branch to safeguard healthy and safe work in all workplaces regardless of the form of employment.

According to the policy, safety management as well as the management of work ability and wellbeing at work play a key role in developing the work environment, reducing disability and promoting health and wellbeing. One objective of the policy is that in every workplace, the employer, staff and occupational health care will collaborate in taking measures that promote work ability and return to work.

The policy has three focus areas:

- Future challenges related to occupational safety and health and wellbeing at work
- Safe and healthy working conditions
- Promoting functional capacity, work ability, and employability.

The OSH Divisions at the Regional State Administrative Agencies participate in implementing these policy objectives, which have been taken into account in the Framework plan.

1.2 Legislation

The tasks, authorities and duties of the Occupational Safety and Health Administration are laid down in the Act on Occupational Safety and Health Management (16/1993) and the Act on Occupational Safety and Health Enforcement and Cooperation on Occupational Safety and Health at Workplaces (44/2006). The key tasks of the OSH Administration are occupational safety and health enforcement, issuing instructions, and providing advice and information.

In total, the OSH authorities enforce 120 acts or decrees. The most important ones of these are the Occupational Safety and Health Act (738/2002) and the decrees issued by virtue of it as well as the Occupational Health Care Act (1383/2001). The OSH authorities additionally enforce legislation relevant to such aspects as employment conditions, foreign workers and a contractor's liabilities.

The legal basis for performance guidance is laid down in the State Budget Act and Decree (423/1988 and 1243/1992). Under these statutes, the ministry confirms targets for the operative performance of the institutes and agencies in its administrative branch.

1.3 Government Programme

The Government Programme of Prime Minister Rinne, "Inclusive and competent Finland – a socially, economically and ecologically sustainable society" notes that labour protection supervision resources will increase to improve the effectiveness of supervision related to occupational safety, combating the grey economy, monitoring the terms and conditions of service relationships and supervising the use of foreign labour. The aims of the Government Programme include prolonging working careers at the beginning, middle and end.

Of the measures referred to in the Government Programme, those relevant to the OSH authority's enforcement areas include amendments to legislation on employment contracts, expanding the OSH authorities' powers related to intervening in indoor air quality problems, more effective intervention in discrimination, and more effective combat against the grey economy.

Promoting e-services and digitalisation as well as improving the utilisation of public sector data are the most significant measures of the Government Programme in terms of practical operations. In the context of the public administration reform, the Government Programme notes that a parliamentary study will review the tasks of the National Supervisory Authority for Welfare and Health (Valvira) and the regional state

administrative agencies with regard to the supervision, licensing and guidance of health and social services as well as the reorganisation of other tasks of regional state administration.

The development of OSH enforcement will support Government Programme policies. OSH enforcement plays a key role in attaining the objectives associated with the challenges brought about by the transformation of work and working life development. The target of public service digitalisation by 2023 will also be taken into account in the development efforts. Utilising information in the Divisions' activities and sharing it with others is also an important starting point for the development.

1.4 Networks and partners

Versatile cooperation with different actors is an essential part of effective OSH enforcement and development of operations. The OSH Administration works together with employers' and employees' organisations. The official cooperation bodies are the Advisory Committee on Occupational Safety and Health as well as the regional tripartite Occupational Safety and Health Boards, the purpose of which is to support and develop OSH enforcement. The Advisory Committee on Occupational Safety and Health and the regional Occupational Safety and Health Boards discuss important development, planning and monitoring projects of occupational safety and health, general OSH policies and performance targets, and the allocation of resources for promoting occupational safety and health and other matters important for the development of working environments at regional level.

Key forms of official cooperation are joint inspections carried out with other authorities, including the Tax Administration and the police, as well as information exchanges within the framework of the authorities' right of access to information. In particular, smooth information exchanges with different authorities and other data controllers improve the efficiency of the OSH authority's operations. Developing information exchanges and shared registers will be an important form of cooperation in the forthcoming four-year period.

Under Convention 81 of the International Labour Organisation (ILO), the OSH Divisions operate independently when performing their enforcement duties.

The European Union influences the OSH authorities' operations especially through the drafting of legislation. Framework Directive 89/391 on safety and health of workers notes that Member States shall ensure adequate controls and supervision for the implementation of the directive.

At EU level, cooperation and information exchanges on OSH enforcement are coordinated by the Senior Labour Inspectors' Committee (SLIC) subordinate to the European Commission. Information exchanges, among other things through inspector exchanges and joint supervision projects, are emphasised in SLIC's activities. In addition to the EU, Finland works together with the other Nordic countries and engages in bilateral cooperation, for example with the Baltic countries. The cooperation focuses on not only enforcement and information exchanges but also promoting shared goals in EU decision-making.

International cooperation has many different themes. In recent years, market surveillance and cooperation related to chemicals as well as foreign workers and supervision of employers have been prominent.

The recently launched European Labour Authority (ELA) will support the Member States in developing their cooperation and applying European legislation. A particular focus for ELA's activities will be labour mobility and tackling undeclared work.

During the forthcoming framework period, an effort will be made to draw on the best practices of other countries' OSH authorities more systematically.

1.5 Operating environment

The Framework plan's objectives are based on an analysis of the environment in which OSH enforcement operates.

Commissioned by the Ministry of Social Affairs and Health, the operating environment analysis was produced by the Finnish Institute of Occupational Health in cooperation with representatives of the Department for Work and Gender Equality. It consisted of an analysis of OSH enforcement documents, reviews by Finnish Institute of Occupational Health experts, electronic surveys addressed to OSH inspectors and stakeholders, and shared workshops for OSH inspectors, stakeholders and Directors of OSH Divisions.

The expert reviews helped put together a picture describing the current status and development of working life, as well as its trends in a near future. While the reviews were produced from the viewpoint of existing legislation to be enforced, phenomena not covered by current legislation or enforcement with links to work ability were also addressed.

The report consists of six chapters discussing trends of change and phenomena in working life, the current status and trends of working life, absences from work, accidents and occupational diseases, health harms of work and factors causing strain, psychosocial factors that cause strain or boost resources, cognitive strain, chemical exposure agents, physical exposure agents, indoor climate, physical strain at work as well as safety management. The chapters containing a research review and statistics also provide salient information about OSH enforcement.

The information gathered for the operating environment analysis was used to support the preparation of the framework plan in general and, in particular, for setting the targets. Figure 1 shows the most important working life phenomena that influence the OSH Divisions' work.



Figure 1. Key working life phenomena identified in the operating environment analysis

2 Vision and objectives of enforcement

2.1 Vision of enforcement – Healthy work

The vision of OSH enforcement is promoting safe, healthy and fair work by versatile means, responding to changes in the operating environment and boldly developing the operations. The phrase ‘Healthy work’ was selected as the slogan for the vision.

The vision is based on phenomena identified and occurring in working life, for which strategic goals and impact objectives were specified. The identified phenomena are associated with working conditions, fragmented working life, strain at work, continuous renewal, as well as utilisation of information and digitalisation. (Figure 2)

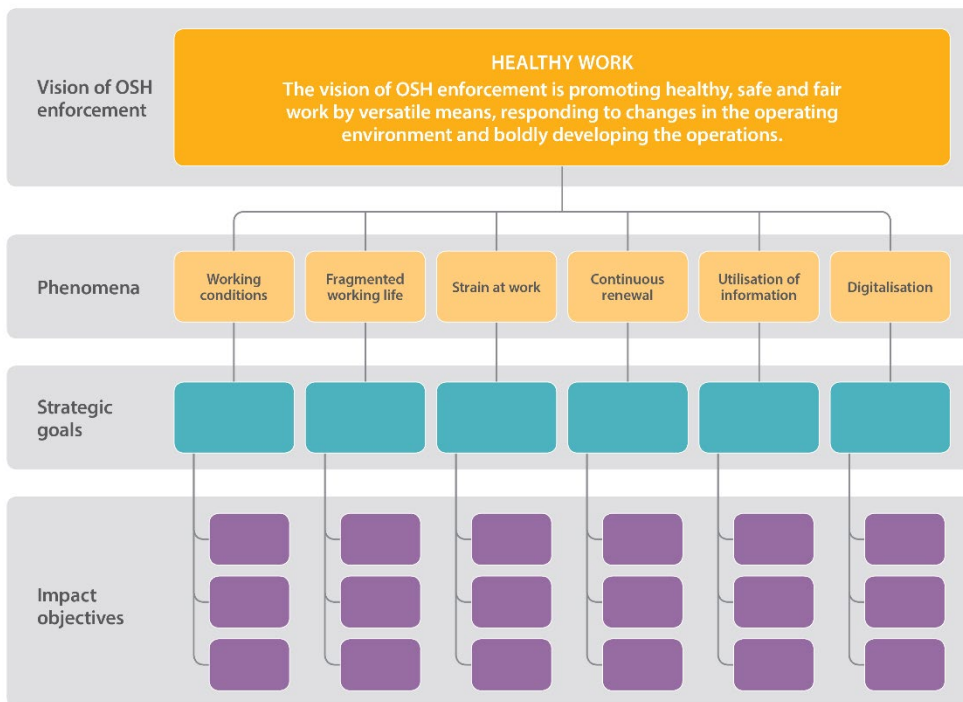


Figure 2. The vision of OSH enforcement is based on phenomena identified and occurring in working life and the needs to change practices stemming from them. In this context, strategic goals and impact objectives were set for the operations.

In the section on goals and objectives, the trend or phenomenon to which each goal seeks to respond is described. Three of the strategic goals have direct links to enforcement, while the other three are related to developing practices. Planning related to these goals will produce preconditions for attaining the objectives relevant to enforcement.

Each strategic goal has been broken down into impact objectives. They sharpen the focus of the strategic goals on issues specifically within the remit of OSH enforcement.

2.2 Working conditions

A great number of accident risks, chemical and physical hazards and physical strain still occur in working life. Influencing employers in order to deflect these risks is the cornerstone of OSH enforcement and an important societal task.

2.2.1 Strategic goal

We are the most effective and best-known OSH actor in Finland. We use diverse enforcement, guidance and communication tools and exercise our authority without hesitation if necessary.

2.2.2 Impact objectives

The strategic level impact objectives related to the phenomenon of working conditions are:

- We will identify the most significant risks and, by targeting our activities, reduce the incidence of accidents, occupational diseases and health harms caused by work
- We will ensure the recognisability of our operations
- We will exercise our authority extensively and use the other enforcement, guidance and communication methods at our disposal in order to support OSH work in the workplaces, motivating them to improve their working conditions.

2.3 Fragmented working life

Work is increasingly performed at a variety of locations and with variable hours. In addition to conventional entrepreneurship and paid employment, new forms of employment have emerged, including self-employment, light entrepreneurship, platform economy and on-call work. Outsourcing of functions and different forms of subcontracting have become more common, also across national borders. Chains of subcontractors associated with the fragmentation of enterprising may also pose a challenge to compliance with statutes.

2.3.1 Strategic goal

We promote the realisation of fair working conditions in all forms of employment and participate in effective combat against the grey economy. We actively influence the development of legislation and participate in societal debate.

2.3.2 Impact objectives

The strategic level impact objectives related to the phenomenon of fragmented working life are:

- We will recognise new challenges in working life and its supervision and bring them up in societal debate
- We will reduce uncertainty in working life and promote fair competition in cooperation with other actors and by targeting the OSH authority's operation particularly at those organisations which fail to comply with or are ignorant of the rules of working life
- We will ensure that employers can access information about their obligations under the working life rules easily and in a comprehensible form.

2.4 Strain at work

Work is undergoing a continuous transformation, and health problems caused by work are increasingly associated with psychosocial strain. The cognitive demands of working life are also mounting, and many tasks require more and more information capacity. In some sectors, automation and digitalisation are reducing the number of manual tasks and creating more tasks requiring expertise.

2.4.1 Strategic goal

We use our influence to reduce strain at work by developing enforcement and guidance with the aim of reaching workplaces with a wide coverage and selecting methods suited for different workplaces and their individual situations.

2.4.2 Impact objectives

The strategic level impact objectives related to the phenomenon of strain at work are:

- We will influence cooperation between workplaces and occupational health care services, ensuring that harmful strain at work is recognised, prevented, reduced and managed effectively
- We will develop OSH enforcement tools for recognising and assessing strain
- In cooperation with other OSH actors, we will ensure that workplaces have access to sufficient information and tools for recognising and reducing harmful strain.

2.5 Continuous renewal

New phenomena and challenges as well as the transformation of working life face OSH enforcement with the challenge of continuous renewal. The current enforcement practices are no longer sufficient to respond to all needs of the transforming working life. A precondition for public administration organisations' ability to respond to change pressures is a new development culture which enables harnessing the personnel's development potential.

2.5.1 Strategic goal

We are an enforcement authority capable of renewal and a rapid response to societal phenomena. We involve our partners and customers in development and experiments.

2.5.2 Impact objectives

The strategic level impact objectives related to the phenomenon of continuous renewal are:

- Through participatory leadership and supervisory work, we will ensure that the personnel is involved in developing the operations and identifying the requisite changes in a manner that produces added value
- We will create a foresightful and responsive planning and monitoring system for our operations to ensure that the emphases of enforcement are jointly agreed upon and up to date and that they respond to the environment's needs
- We will develop enforcement following the principles of continuous improvement and, using experiments and pilot projects, introduce enforcement methods that respond to customer needs, are effective, and improve the efficiency of the operations
- We will specify quality targets and impact objectives for our operations and the reform projects to be carried out, and monitor and evaluate the attainment of these objectives.

2.6 Information

Information is growing in importance. OSH enforcement, its stakeholders and its customers produce high-quality information on working life needed for the planning and implementation of enforcement. The methods of collecting and analysing information will diversify and create new possibilities for enforcement and working life development.

2.6.1 Strategic goal

We use information diversely for developing enforcement and working life. We share our information, competence and vision with different stakeholders and customers.

2.6.2 Impact objectives

The strategic level impact objectives related to the phenomenon of information are:

- We will analyse and use the information which is at our disposal and which we obtain elsewhere in order to target and develop enforcement and evaluate the effectiveness of our operations

- We will actively influence efforts to make other authorities' and data controllers' information pools available for the OSH authority and ensure their usability for OSH enforcement
- We will open up information gathered in the OSH enforcement process for the use of other actors, enabling its utilisation for improving occupational safety in workplaces.

2.7 Digitalisation

Digitalisation will transform working life significantly in the years to come. The authorities are expected to provide comprehensive e-services. They will also increasingly offer open data on their operations to other actors.

2.7.1 Strategic goal

We grasp the opportunities offered by digitalisation, boldly experimenting together with our partners and customers. We significantly improve the productivity, coverage and impact of OSH enforcement.

2.7.2 Impact objectives

The strategic level impact objectives related to the phenomenon of digitalisation are:

- The focus of our digitalisation projects will be on improving the efficiency of the enforcement process and enhancing the effectiveness of enforcement
- Through digitalisation, we will introduce enforcement methods that significantly improve the coverage of employers within the scope of the measures
- Our customer experience will be improved by designing more interactive and flexible electronic customer service channels for occupational safety and health work.

3 Methods of OSH enforcement

The methods of enforcement can be derived from the vision: a certain phenomenon points at certain strategic choices, and further to the selection of certain types of methods. The forcefulness of enforcement methods varies from providing guidance and advice to using coercive measures. Interaction with employers and employee representatives through different methods and the OSH authority's visibility in the workplace are important ways of exerting influence. Figure 3 illustrates the means of OSH enforcement. While the effectiveness of all OSH enforcement methods will be evaluated and improved, the introduction or wider use of the methods shown in white in the Figure will require improvements in the OSH authority's operations and the available tools.

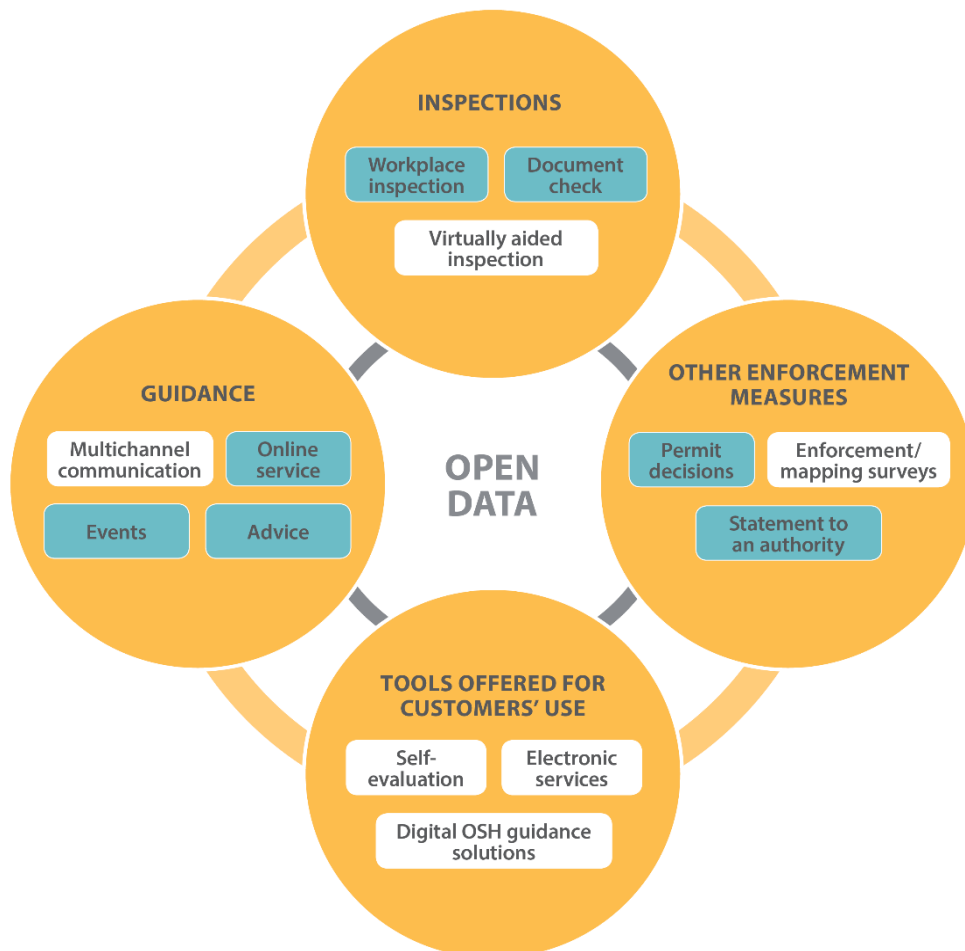


Figure 3. OSH enforcement combines several different methods in order to ensure adequate effectiveness.

The OSH Divisions have used consistent enforcement approaches and methods selected sensitively for individual objects of control. Workplace inspections have been emphasised in the enforcement methods. Additionally, in areas of enforcement which do not require observation of the working environment, document checks have been carried out. Enforcement has been supported and complemented by information activities and advice provision. National projects have been carried out which, rather than being limited to individual workplaces, have aimed for more extensive impacts on an entire sector or a group of workplaces. In addition, they have been used to develop and test new enforcement methods and work approaches.

Improving the diversity and efficiency of methods available for enforcement as well as developing and introducing new methods is an important trend. In addition to measures targeting individual customers, it is necessary to develop practices that reach entire customer groups efficiently and with a wide coverage.

New phenomena and challenges and the transforming working life also necessitate development and diversification of enforcement methods in order to ensure that working conditions in workplaces keep improving and to secure fair treatment and high quality in the OSH authority's work. More channels for interacting with workplaces will be opened. Customers' and partners' needs will also be addressed in the development of enforcement methods and contents. Workplaces' basic preconditions for carrying out OSH work and promoting safe and healthy working conditions will be supported by means of smart digital solutions and information pools (open data).

Selecting a method and using it consistently is an essential element of uniform and high-quality enforcement. Different methods may also be used in parallel to maximise the effectiveness of enforcement. Creating efficient combinations of different methods is an important area of enforcement process development.

3.1 Inspections

The purpose of inspections is that they lead to permanent improvements in the workplace and that workplaces improve their working conditions with initiative.

The implementation methods and contents of OSH inspections are described in enforcement guidelines. During the four-year period 2020–2023, enforcement will be developed actively, and the guidelines will consequently also be updated.

Workplace inspections are the principal enforcement method used by the OSH authority to supervise a workplace's conditions and compliance with working life legislation. While a workplace inspection is suitable for all objects of control, it is not always necessarily the most effective enforcement method. Inspections are also carried out in cooperation with other authorities when the same object of control is relevant to different authorities' tasks.

Depending on the aspect to be enforced, a document check may also be carried out without visiting the workplace. Document checks are an established method, and expanding their use should be assessed.

Advancing digitalisation will also enable the use of virtual technologies in enforcement. Virtual technologies may be used for inspections requiring dialogue with the workplace rather than extensive observation of the working conditions. In order to improve the effectiveness and cost-efficiency of the operations, the use of virtual technologies should be increased.

Indicators can also be used to facilitate enforcement. They can either support workplace inspections, or they can be used to obtain data from the workplace ahead of an inspection. Using an indicator before an inspection helps to target the enforcement and shape the content of the workplace inspection. Indicators used by the OSH authority may also be utilised by a workplace's independent branches, and this viewpoint will be accounted for in indicator development.

Follow-up inspections are carried out to evaluate compliance with instructions issued by the authority. The follow-up method is selected to ensure that the need for a new workplace inspection can be minimised. The need to improve the efficiency of follow-up inspections should be evaluated during the four-year period.

3.2 Other enforcement measures

Other enforcement measures include surveys carried out in workplaces. Surveys are suited for situations where no observation of working conditions is required, and the number of issues to be checked is limited. Surveys are a suitable screening method for identifying objects of control at which enforcement measures should be targeted. In the context of surveys, particular development needs are associated with e-services and data transfers.

Other enforcement measures include permits issued by an authority and statements to authorities. Under the law, some tasks and work arrangements associated with particular risks are subject to a permit.

3.3 Guidance

The objective of guidance provided by the OSH authority is to ensure that workplaces have access to sufficient information about their obligations as well as about how to improve their working conditions and what advantages such improvements bring.

Guidance measures of OSH enforcement include provision of advice and information activities that support enforcement, for which a diverse range of channels is used. National experiments will be carried out during the next four-year period to pilot the use of different communication methods and channels. Procedures will be created for the online service, telephone service and other demand for customer services to identify new needs related to guidance content.

Guidance may be linked to enforcement ahead of an inspection, or it may be relevant to observations made during an inspection. Information activities associated with enforcement measures reach a larger target group. Following an inspection, guidance may help customers to identify their standard compared to other similar actors. Online service content will be expanded and developed during the four-year period based on the demand for the national telephone service and other customer contacts.

In addition to joint inspections carried out by different authorities as referred to in section 3.1, interactive and audience events related to a certain sector or theme will be organised in cooperation with stakeholders or other authorities. These events may also be virtual. Their goal is to reach the correct target groups extensively and to support customers in their independent efforts. The events may also support post-enforcement effectiveness. They can be used to address a topical phenomenon or to influence a limited target group.

3.4 Tools for customer use

When developing the OSH authority's practices and enforcement tools, the possibility of also offering tools for customer use will be taken into account. The objective of developing tools for customer use is to help workplaces, especially small companies, to meet their obligations and develop their key occupational safety and health practices.

The self-evaluation tools to be developed for workplaces will help the workplaces obtain information about the state of their activities as compared to the legislation, other workplaces and their prior OSH standards. Obtaining information about the standard of the workplace's activities will provide motivation for development. The OSH Administration will work together with other OSH actors to develop self-evaluation products in support of enforcement.

If e-services can be developed, the resources of both workplaces and the OSH authority can be saved, and the e-services can be used to guide workplaces in meeting their obligations. While the OSH authority has already launched efforts to develop e-services, major development work will be needed to enable their broader utilisation. The longer-term goal is developing more interactive e-services and using them to provide guidance. The openness of the data collected by the OSH authority and employers' access to their own data will contribute to enabling more effective monitoring of the impact of inspections.

4 Development of operations

The objective of operational development is using the OSH authority's resources and tools to achieve optimal effectiveness. During the four-year period 2020–2023, these efforts will be divided between developing enforcement and the operations supporting it on the one hand, and personnel competence on the other. OSH enforcement operations will be developed following the principles of continuous improvement. The areas and targets of development will be derived from the impact objectives indicated by the strategic objectives of the vision.

The OSH Divisions' operations have undergone continuous improvement, and many enforcement methods will still lend themselves for use in phenomenon-based development. The transformation of working life will not take place rapidly in all respects, and the risks associated with working conditions, for example, have to a great extent remained the same as in the previous framework period. Supporting workplaces' independent OSH work by effective enforcement continues to be the basic point of departure for the OSH authority's operations.

OSH inspections and the other operations of the OSH authority will be developed systematically, accounting for the available resources. Personnel competence will be tapped, and its development will be supported, for the purposes of operational development. Any changes in the public administration structure will be taken into consideration in the development of uniform practices and organisation. Regional differences in business structure and operating environments will continue to be addressed when planning the operations. Internal information flows in the OSH Administration will be secured, and as different measures are implemented, their mutually supportiveness will be ensured in order to maximise their effectiveness.

This Chapter discusses the principles of development, key development areas, and other marginal conditions of the development activities. Concrete development measures will take shape as operational planning progresses. The development measures will be taken into consideration in annual planning and specified in the annual performance agreements. Any development needs and goals will be evaluated annually during the four-year period.

The work on the principles and areas of development has addressed the needs that emerged during the Framework plan preparation process and earlier ideas for developing OSH enforcement which were, among other things, produced as part of preparations for the National Supervisory Authority Luova. The aspects to be developed during the four-year period should support the strategic goals arising from

the OSH vision and promote their realisation as well as the productivity of the OSH authority's work.

4.1 Development of enforcement

Influencing employers to ensure that accident risks, physical and psychosocial strain, chemical, biological and physical hazards as well as occupational diseases and other factors causing health harms are prevented will remain one of the core tasks of occupational safety and health. Operations focusing on this work should be developed to improve the productivity of enforcement and meet the needs of the transforming working life better. Improving the targeting of enforcement further is a method that is available immediately. Over the long term, improving the current methods of enforcement and coming up with new ones is an important line of development.

In addition to focusing on certain sectors, a phenomenon-based approach should be used increasingly in the planning of enforcement. A customer perspective will be selected as the foundation of the development efforts, covering both external and internal customers and delivering enforcement that is both object-sensitive (using tools suited to the object) and risk-based. Shared practices and a high quality continue to be important factors in ensuring equal treatment of the customers.

Enforcement work and its development will be planned and carried out together with stakeholders. Quality and effectiveness criteria will be specified for development projects, and their fulfilment will be measured and evaluated. The requisite changes will be made based on these results, aiming for operations that fulfil our value pledges better. The organisation will encourage innovation and experimentation with new practices. The effectiveness of experiments will be monitored systematically.

The diversification of working life also challenges society to develop legislation. Awareness of labour legislation among new entrants in the labour market cannot be taken for granted. As a consequence, the OSH authority's communication and interaction skills must also be improved.

Physical strain is being replaced by psychological strain in many jobs, making it necessary to develop tools for the use of the OSH authority and customers. The objectives of developing tools that facilitate enforcement also include supporting the workplaces' independent development activities and thus achieving more comprehensive and efficient impacts on their working conditions.

4.2 Development of functions that support enforcement

The OSH authority must be capable of an increasingly flexible response to the challenges of the transforming working life, which also creates a need to increase the flexibility of the authority's operations. The OSH authority should also develop its openness and interaction with other authorities and actors. Information exchanges within the framework of different authorities' right of access to information will improve the efficiency of both the authorities' and the workplaces' activities. The introduction of an Incomes Register at the beginning of 2020, for example, will be a step towards improved information exchanges.

The OSH authority's operations will be led and developed methodically. The operations will be reviewed systematically, for example by means of peer evaluations carried out at different levels. The Occupational Safety and Health Administration participates in the peer review programme of the European Senior Labour Inspectors' Committee (SLIC), the results of which will be used to develop the Administration's operations.

Making better use of OSH data and the introduction of digitalisation are an important opportunity. Existing data should be exploited more efficiently. Data mining, or combining existing information pools and discovering new links between them, has great potential. Open data is a significant development area, both in terms of guiding customers to develop their management systems and publicly shared OSH data.

The possibilities offered by artificial intelligence will be monitored and studied during the four-year period. More targeted guidance of customers while they are registering with existing systems (including the Employers Register), for example, also has untapped potential. E-service development will be continued, and the possibilities of co-designing and implementing the services together with other authorities will be examined.

4.3 Competence development

For methodical competence development, information about both competence needs and existing competence will be required. Major investments will be made in describing and developing the OSH authority's competence during the four-year period 2020–2023. The competence requirements will be defined in connection with preparing phenomenon-based operating models, and detail will be added to them as

process descriptions are produced. The resulting competence profiles and the training needs associated with them will be monitored and used as part of coaching leadership.

4.4 Development framework

Once the concrete impact objectives have been formulated, the more detailed development areas and measures will be specified; this process will determine the timeline of the development plan. The final timeline will be settled once the relative importance of the development areas and measures and the resource inputs required by the development work have been assessed.

The timeline will cover the entire four-year period: some of the measures will be scheduled for the first year of the period, some will be implemented later on, and others will extend to the following four-year period. The annual development areas and measures will be set out in the performance agreement.

As the concrete impact objectives for developing the operations are formulated, plans specifying the process, timeline and resources of the development efforts will be prepared. This process will be initiated as soon as possible to ensure that the development work will support enforcement efficiently and appropriately.

5 Implementation of the OSH Divisions' Framework plan

5.1 Framework plan

The OSH Divisions' Framework plan is prepared for four years at a time. The contents of Framework plan 2020–2023 are more strategic than before, enabling more flexible responses to a changing operating environment. The changes taking place in the operating environment will be assessed continuously and responded to in the practical enforcement work (Figure 4).

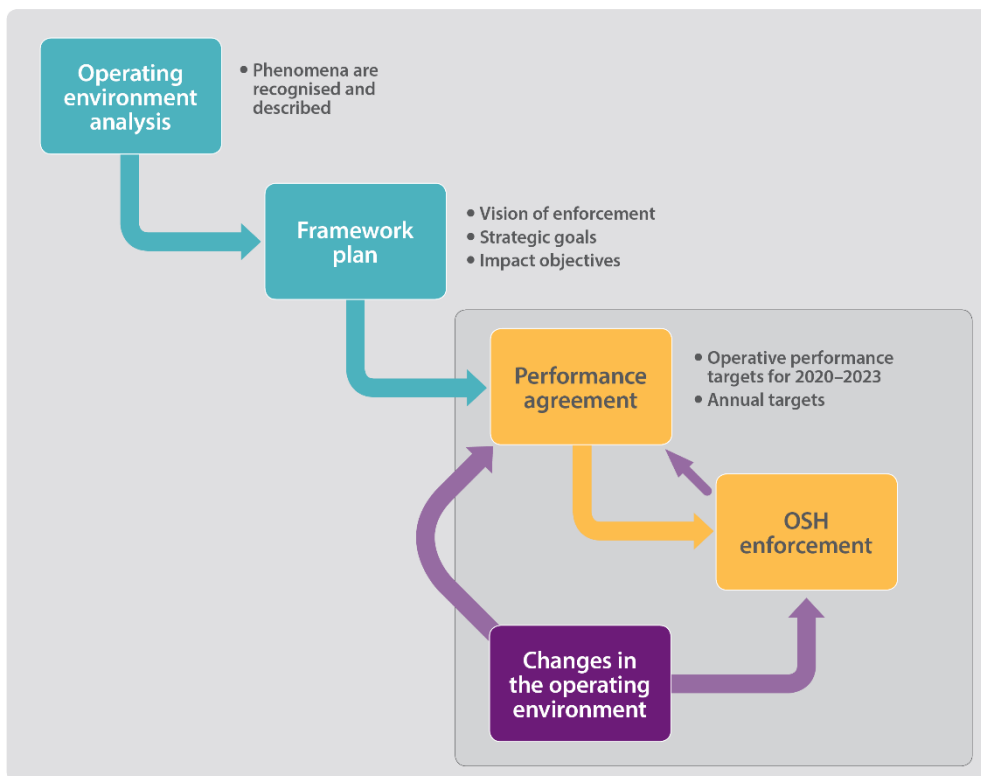


Figure 4. While the OSH Divisions' annual targets will be determined in the performance agreements, the impacts of changes in the operating environment on practical enforcement work will be assessed continuously.

The Framework plan sets the strategic goals and impact objectives for the Divisions' operations. It was felt appropriate to extend the implementation of the strategic goals over the two following four-year plans. The time window for implementing the impact objectives, which will be determined in greater detail in the annual performance agreements, will be a single four-year period.

An operating model based on enterprise architecture will be used to implement the Framework plan. Once the Framework plan has been completed, this work will be carried out in collaboration by the Ministry of Social Affairs and Health and representatives of the OSH Divisions as part of performance target setting. For a more accurate description of this operating model, see section 5.2, Performance agreement preparation.

5.2 Performance agreement preparation

5.2.1 Determination of performance targets

The Divisions' measures for implementing the strategic goals and impact objectives defined in the Framework plan will be set out in the annual national performance agreement. The ministry will determine the schedule for setting the performance targets and, if necessary, add detail to the Framework plan objectives. The timeline of this process is coordinated with performance guidance in the Ministry of Social Affairs and Health's administrative branch and the Regional State Administrative Agencies.

Based on the ministry's instructions, the OSH Divisions will prepare a proposal for their performance targets for the four-year period and each operating year. This proposal will also include the indicators used to monitor and evaluate target attainment.

The performance target proposal will take shape as the Framework plan's impact objectives (the ones associated with enforcement and those aiming to develop operations) are expressed in concrete terms. In this process, the operating model shown in the Figure will be followed. For a detailed description of the concepts used in the operating model, see Appendix 1.

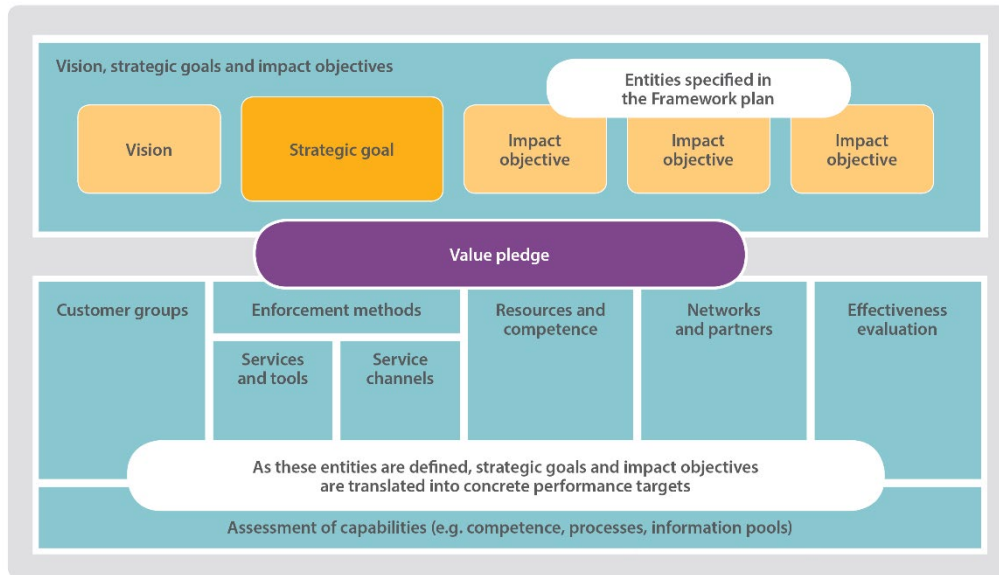


Figure 5. Breakdown of the operating model

This operating model divides the impact objectives into smaller areas that play a key role in the operations (including customer groups, enforcement methods, networks and partners), and specifies the most effective measures for developing enforcement and operations through which the objectives set in the Framework plan can be achieved. Among other things, the model is used to assess what types of competence, processes, information pools and information systems already exist and which new ones will be needed in order to develop the operations. The model shows this as taking place in connection with the assessment of capabilities.

The requisite areas of the operating model, the evaluation of effectiveness and the capabilities are defined and decisions on development needs are made in cooperation with both experts and the Occupational Safety and Health Administration’s management.

An operating model analysis will be produced as each annual performance agreement is prepared or, if necessary, at even shorter intervals. Rather than a one-off measure, evaluation should be continuous, ensuring that development in relation to changing requirements is evaluated at appropriate intervals.

The ministry will provide feedback on the proposal submitted by the OSH Divisions, and the final content of the performance agreement will be jointly agreed by the ministry and the OSH Divisions.

The OSH Divisions' enforcement activities are uniform at the national level. In addition to performance targets and indicators associated with them, the Divisions will agree on joint methods for attaining the objectives. As the joint methods are decided, impact indicators for uniformity at the national level will also be determined. The results will be assessed at regular meetings of the OSH Division Directors and, where necessary, measures will be specified if the targeted effectiveness cannot be achieved by means of the agreed methods.

5.2.2 Continuous monitoring of target achievement and the operating environment

Performance target achievement in the OSH Divisions will be evaluated continuously using monitoring indicators. Target achievement will be discussed between the ministry and the OSH Divisions at agreed intervals. If necessary, a separate partial annual report will be produced.

In addition to performance target attainment, the discussions will cover changes in the operating environment to which the OSH Divisions should respond. The measures to be taken and their impacts on the previously specified performance targets will be decided immediately in connection with the discussions. Key data for observing new phenomena will include inspectors' observations during workplace inspections, information provided by customers who contact the OSH Divisions, and other data produced by the authorities.

Stakeholders' views of changes in the operating environment affecting the OSH authority's work will be heard, especially through the Advisory Committee on Occupational Safety and Health and the regional Occupational Safety and Health Boards. Other types of stakeholder cooperation and information exchanges with other authorities will also play an important part in identifying changes in the operating environment. [The Work-Life Knowledge Service](#) maintained by the Finnish Institute of Occupational Health will be used as a source of up-to-date statistical data and research evidence.

Annual reports on performance target attainment will be produced in compliance with reporting instructions issued by the ministry. The indicators used to evaluate performance target attainment should be unequivocal. The attainment of performance targets will be assessed nationally. During the framework period, the contents of annual reports will be complemented with an analysis of enforcement findings and results of the operations.

5.3 Performance pay system

A performance pay system is in place in the OSH Divisions. The purpose of this system is to support the achievement of key strategic goals. The goals may either be quantitative or focus on methods, but it must be possible to verify reasonably easily and unambiguously if they have been attained, or potentially exceeded.

The Divisions must find savings in their operating expenditure to accumulate an appropriation for performance pay. Performance pay may not undermine personnel structure development, nor may the savings for it be made through measures that are unsatisfactory from the personnel's perspective.

The system will be put together in cooperation between the ministry, the OSH Divisions' management and personnel organisations before the beginning of the framework period, and its effectiveness will be assessed annually.

5.4 Resource allocations to different OSH Divisions

The Budget appropriation for the OSH Divisions' operations will be allocated to the Divisions in proportion to their sizes and enforcement needs. The indicators for determining the enforcement needs are the number of objectives of control and the number of wage and salary earners in each area. The Divisions' national specialisation tasks and regional features will be accounted for in the allocation of the appropriation.

The aim in resource allocation has been focusing particular attention to developing the operations and making development possible within the framework of the resources. The Divisions will agree on each year's development projects and reserve sufficient appropriations for carrying them out in connection with the performance agreement process. The proportion of the total appropriation allocated to development projects has not been specified in advance, and it may fluctuate from year to year.

A Division's share of the duties set out in the national performance agreement and tasks assigned in proportion to Division sizes, for example enforcement activities and provision of telephone advice, will be determined based on the appropriation derived from its field of enforcement in proportion to the total appropriation.

A key principle in allocating the appropriation is safeguarding the functional capacity of all Divisions and thus enforcement of an even quality. While a calculation model has been created for allocating the appropriation, it should be seen as a goal state set as the aim during the four-year period 2020–2023. The objective of the model is to ensure that long-term development will remain possible and that any adaptations of the personnel and cost structure will only take place as a result of so-called natural attrition.

The allocation of resources to the Divisions will require joint long-term planning, and it will be necessary to keep their cost structure within the known financial framework. The Ministry of Social Affairs and Health’s Department for Work and Gender Equality will coordinate the development of the Divisions’ personnel and cost structure, ensuring the sufficiency of funding.

For an illustration of the resource allocation principle, see Figure 6.

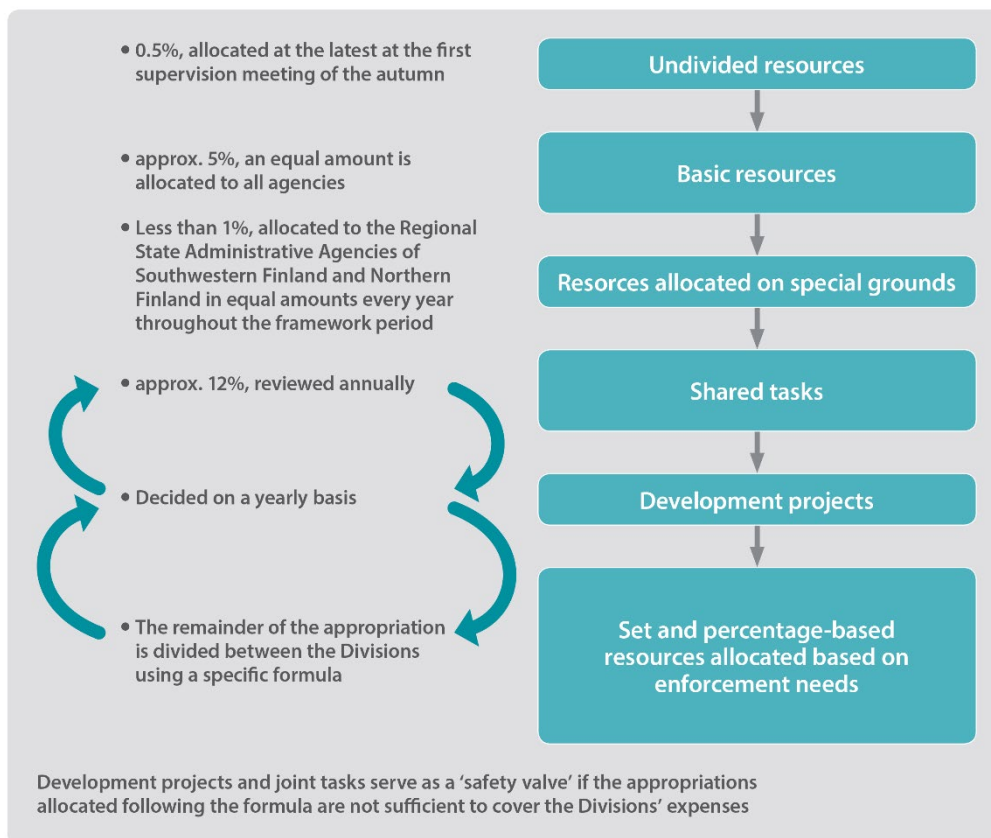


Figure 6. Principle of allocating resources to OSH Divisions

Appendix 1. Terminology

Concept	Description
Capabilities	Capabilities are an organisation's characteristics that boost its success factors and bring it added value. Capabilities consist of processes, information, channels, funding, competence and resources.
Capabilities assessment	A process aiming to find out what an organisation's key capabilities are (see under Capabilities) and, in particular, which ones should be developed to achieve the agreed goals. The relative emphasis on and significance of capabilities and resources varies depending on the organisation.
Competence	Knowledge and skills needed to implement an organisation's task/service, for example competence related to accidents, data analysis
Continuous improvement	A process in which changes are made to the operations on the basis of an organisation's continuous evaluation, either immediately or at agreed intervals
Customer group	A customer group refers to segmentation of the customer base. The purpose of segmentation is to identify the best ways of producing relevant services for each segment. Segmentation may result in different services, service channels, information activities or ways of providing services for different customer groups.
Effectiveness evaluation	Effectiveness evaluation measures and describes the changes achieved by means of operations. A precondition for effectiveness evaluation is that the performance targets of operations can be defined and, subsequently, a reliable assessment of how the operations have been able to achieve the targets can be produced.
Enforcement methods	Enforcement methods refer to all those services, instruments and channels through which the OSH authority interacts with the customers or which it delivers to its customers.
Impact objective	Sharpens the focus of a strategic goal specifically on issues which can be influenced through OSH activities.
Network	A network consists of a group of actors and the relationships between them. The actors are either people or organisations. In OSH work they include different authorities, the labour market organisations and research institutes.
Operating model	An operating model has two meanings. It may be used to describe a large entity, a so-called business model. The second definition is relevant to describing the operational sub-systems of a model referred to by the broader definition. In this case, operating model refers to a generalised model based on a local solution which defines the purpose, key idea, components and process of a practice; for example a customer service model. It may contain existing and non-existing operating models.
Partner	Partners, or stakeholders, are actors essential for an organisation, or all those parties with which the organisation interacts, which influence its operations and whose operations it influences.
Phenomenon	An event, chain of events or fact that emerges in some way and can be observed; a topic which is significant for one reason or another and at which measures are targeted. In occupational safety and health, a topic that is significant from the perspective of changes in working life and at which measures are targeted
Phenomenon-based approach	A way of approaching issues as part of larger systems and themes rather than individual elements. (Phenomenon-based public administration, 2018)

Concept	Description
Resource	One of key capabilities which includes personnel, materials, facilities, information systems, information pools, technology, tools, permits and rights as well as contracts.
Rolling planning	Planning in which, over time, the end date of the plan keeps being moved forward, for example a year at a time. The aim of a rolling plan is to support an organisation's operations and management and to enable faster responses to changes in the operating environment.
Service	Intangible goods produced as a result of an organised activity which meets a customer's needs, including advice or a workplace inspection.
Service channel	Service channel is the channel through which a service reaches the customer and the customer can access the service; for example chat, telephone service, online service and e-services as well as customer service points.
Strategic goal	A strategic goal has been set for each key phenomenon identified in the vision. It adds detail to the vision by determining the goal state associated with the phenomenon.
Value pledge	An organisation's pledge concerning the value it strives to produce for its customers
Vision	A vision is a part of the strategy: an organisation's shared view of future

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