



## Healthy work

# Framework plan for occupational safety and health divisions 2024–2027

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Ministry of Social Affairs and Health

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### Framework plan for occupational safety and health divisions 2024–2027

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#### Abstract

The framework plan for 2024–2027 establishes the strategic goals of the occupational safety and health divisions of regional state administrative agencies. The content of the framework plan is influenced by the Government Programme, Ministry of Social Affairs and Health strategy and the related supplementary policy for the work environment and wellbeing at work until 2030. In addition, an operating environment analysis of changes in working life influencing occupational safety and health enforcement and an analysis of own activities were carried out. The views of key stakeholders and employees were surveyed through questionnaires.

The “Healthy work” vision of the occupational safety and health divisions of regional state administrative agencies covers the years 2020–2027. The vision will be implemented using the strategic objectives established in the framework plan in 2024–2027. The impact objectives and concrete measures with indicators are described in the annual performance agreement. The vision of occupational safety and health divisions identifies working conditions, fair working life, psychosocial workload, continuous renewal, information and digitalisation as the key phenomena influencing the operations of occupational safety and health divisions.

Development supports the strategic objectives based on the vision of occupational safety and health and promotes their implementation. The planning and development of operations uses information and digitalisation and involves cooperation with stakeholders. Ensuring the expertise and wellbeing at work of the personnel are prerequisites for successful and impactful enforcement.

**Keywords** occupational safety and health, occupational safety and health administration, occupational safety and health enforcement, occupational health care, occupational safety, grey economy, occupational abuse, psychosocial workload

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## Tervettä työtä Työsuojelun vastuualueiden runkosuunnitelma 2024-2027

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### Tiivistelmä

Runkosuunnitelma vuosille 2024-2027 määrittelee aluehallintovirastojen työsuojelun vastuualueiden strategiset tavoitteet. Runkosuunnitelman sisältöön vaikuttavat hallitusohjelma, STM:n strategia sekä strategiaa täsmentävinä työympäristön ja työhyvinvoinnin linjaukset vuoteen 2030. Lisäksi tehtiin toimintaympäristöanalyysi työsuojeluvalvontaan vaikuttavista työelämän muutoksista sekä oman toiminnan analyysi. Keskeisten sidosryhmien ja henkilöstön näkemyksiä kartoitettiin kyselyillä.

Aluehallintovirastojen työsuojelun vastuualueiden visio "Tervettä työtä" kattaa vuodet 2020-2027. Runkosuunnitelmassa määritellyillä strategisilla tavoitteilla toteutetaan visiota vuosina 2024-2027. Vaikuttavuustavoitteet ja konkreettiset toimenpiteet mitataan vuosittaisessa tulossopimuksessa. Työsuojelun vastuualueiden visiossa tärkeimmiksi työsuojelun vastuualueiden toimintaan vaikuttaviksi ilmiöiksi on tunnistettu työolot, reilu työelämä, psykososiaalinen kuormitus, jatkuva uudistuminen, tieto ja digitalisaatio.

Kehittäminen tukee työsuojelun visioon perustuvia strategisia tavoitteita ja edistää niiden toteutumista. Toiminnan suunnittelussa ja kehittämisessä hyödynnetään tietoa ja digitalisaatiota sekä tehdään yhteistyötä sidosryhmien kanssa. Henkilöstön osaamisesta ja työhyvinvoinnista huolehtiminen ovat edellytyksiä tulokselliselle ja vaikuttavalle valvonnalle.

**Asiasanat** työsuojelu, työsuojeluhallinto, työsuojeluvalvonta, työterveyshuolto, työturvallisuus, harmaa talous, työperäinen hyväksikäyttö, psykososiaalinen kuormitus

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## Sunt arbete

### Ramplan för ansvarsområdena för arbetarskyddet 2024–2027

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#### Referat

Ramplanen för 2024–2027 fastställer de strategiska målen för regionförvaltningsverkens ansvarsområden för arbetarskyddet. Innehållet i ramplanen påverkas av regeringsprogrammet, SHM:s strategi samt policyn för arbetsmiljö och välbefinnande i arbetet till år 2030 som preciserar strategin. Dessutom gjordes en omvärldsanalys av de förändringar i arbetslivet som påverkar arbetarskyddstillsynen och en analys av den egna verksamheten. De centrala intressentgruppernas och personalens synpunkter kartlades med hjälp av enkäter.

Ansvarsområden för arbetarskyddet vid regionförvaltningsverken har som vision för åren 2020–2027 "Sunt arbete". Visionen genomförs 2024–2027 med de strategiska mål som fastställts i ramplanen. Effektmålen och de konkreta åtgärderna jämte indikatorer beskrivs i det årliga resultatavtalet. I visionen för ansvarsområdena för arbetarskyddet har arbetsförhållandena, ett rättvist arbetsliv, psykosocial belastning, kontinuerlig förnyelse, information och digitalisering identifierats som de viktigaste fenomenen som påverkar verksamheten inom ansvarsområdena.

Utvecklingen stöder de strategiska målen för arbetarskyddet som grundar sig på visionen och främjar uppnåendet av dem. I planeringen och utvecklingen av verksamheten utnyttjar man information och digitalisering och samarbetar med intressentgrupperna. Omsorg om personalens kompetens och välbefinnande är förutsättningar för en resultatrik och effektiv tillsyn.

#### Nyckelord

arbetarskydd, arbetarskyddsförvaltning, tillsyn över arbetarskyddet, företagshälsövård, arbetssäkerhet, grå ekonomi, arbetsrelaterat utnyttjande, psykosocial belastning

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# Contents

<b>1</b>	<b>Factors guiding the operations</b> .....	9
1.1	Strategy of the Ministry of Social Affairs and Health Group.....	9
1.1.1	Policy for the working environment and wellbeing at work until 2030 .....	10
1.2	Government Programme.....	11
1.3	Legislation .....	12
1.4	Operating environment.....	12
<b>2</b>	<b>Operations of occupational safety and health divisions</b> .....	14
2.1	Vision of the occupational safety and health enforcement .....	14
2.2	Impact of operations.....	15
2.2.1	Impact assessment.....	16
2.3	Content of the activities .....	17
2.3.1	Principles of allocation of activities .....	18
2.3.2	Enforcement .....	20
2.3.3	Other means of influence .....	20
<b>3</b>	<b>Strategic goals for the framework period 2024–2027</b> .....	22
3.1	Enforcement and other means of influence.....	22
3.1.1	Working conditions .....	24
3.1.2	Fair working life.....	25
3.1.3	Psychosocial workload .....	26
3.2	Development of operations and enforcement.....	27
3.2.1	Development principles .....	27
3.2.2	Development of the uniformity of operations .....	28
3.2.3	Development of processes that support operations.....	28
3.2.4	Personnel resources .....	29
<b>4</b>	<b>Resources</b> .....	30
	<b>References</b> .....	31
	Appendix 1. Terms.....	32

## TO THE READER

The Ministry of Social Affairs and Health (MoSAH) established a working group in May 2022, tasked with preparing a framework plan for occupational safety and health divisions for the four-year period from 2024 to 2027. The framework plan 2024–2027 implements the Government Programme, Ministry of Social Affairs and Health strategy and the related supplementary work environment and wellbeing at work policies 2030.

The framework plan was prepared in cooperation with the key stakeholders of occupational safety and health administration. In addition, the occupational safety and health boards and personnel of occupational safety and health divisions were consulted in preparing it. To support the framework planning, an operating environment analysis of changes in working life influencing occupational safety and health enforcement based on statistics and research and a comprehensive analysis of own activities were carried out. The policies of the framework plan were discussed by the management team of the Department for Work and Gender Equality and the Advisory Board for Labour Protection.

The term of office of the working group ranged from 15 June 2022 to 16 June 2023. The line-up of the working group was as follows:

Chair, Arto Teronen, Director Of Field Operations, Ministry of Social Affairs and Health

### Members

Eerik Tarnaala, Director, Regional State Administrative Agency for Southern Finland, occupational safety and health division

Riitta Sulameri, Director, Regional State Administrative Agency for Southwest Finland, occupational safety and health division

Tuija Vähänen-Koivuluoma, Director, Regional State Administrative Agency for Western and Inland Finland, occupational safety and health division

Markku Rautio, Director, Regional State Administrative Agency for Eastern Finland, occupational safety and health division

Hanna-Kaisa Rajala, Director, Regional State Administrative Agency for Northern Finland, occupational safety and health division

Eva Mäntymäki, Communications Director, Regional State Administrative Agency for Northern Finland, occupational safety and health

Tarja Nupponen, Ministerial Adviser, Ministry of Social Affairs and Health

Secretaries

Helena Kalliolinna, Senior Specialist, Ministry of Social Affairs and Health (15 June 2022–30 April 2023)

Miia Kulmala, Senior Specialist, Ministry of Social Affairs and Health

Arto Teronen

Eerik Tarnaala

Riitta Sulameri

Tuija Vähänen-Koivuluoma

Markku Rautio

Hanna-Kaisa Rajala

Eva Mäntymäki

Tarja Nupponen

Miia Kulmala

August 2023

# 1 Factors guiding the operations

The operations of occupational safety and health divisions are guided by the Government Programme and the strategy of the Ministry of Social Affairs and Health Group and other strategic government policies connected to the operations of occupational safety and health divisions.

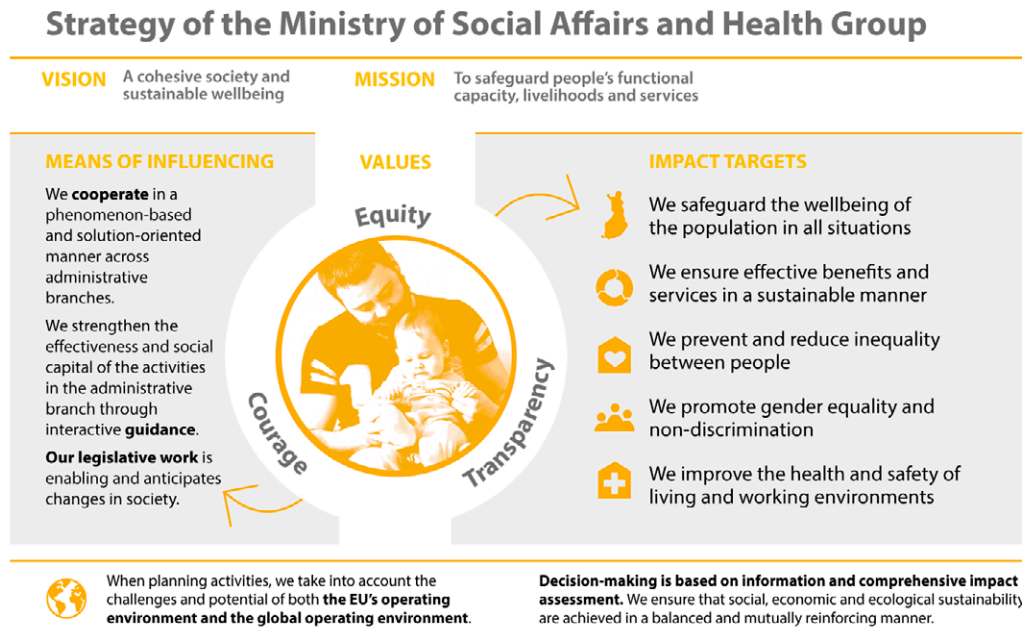
The aim of the Strategy for Public Governance Renewal outlining the development of the public sector is to promote the ability of public government to build sustainable wellbeing amidst transformations. The general policies specified in the strategy emphasise customer-oriented and versatile services, societal impact and engagement, cooperation between different parties, proactive sharing and use of information and agile governance operations.

In addition, monitoring data of own supervision activities and researched and analysed data of more extensive changes in the operating environment have been used as a factor guiding operations.

## 1.1 Strategy of the Ministry of Social Affairs and Health Group

The Ministry of Social Affairs and Health Group has a continuously updated strategy and joint societal impact goals of the administrative branch (Figure 1). They include the responsibility and sustainability mindset in order to promote social, economic and ecological sustainability in society and working life. The operations of occupational safety and health divisions are particularly focused on implementing the impact goals “We improve the health and safety of living and working environments”, “We prevent and reduce inequality between people” and “We promote the realisation of gender equality and non-discrimination”.

Figure 1. Strategy of the Ministry of Social Affairs and Health <https://stm.fi/strategia>



## 1.1.1 Policy for the working environment and wellbeing at work until 2030

The policy for the work environment and wellbeing at work until 2030 supplements the Ministry of Social Affairs and Health strategy. The policy guides the activities of the ministry and its administrative branch to ensure healthy and safe work at all workplaces regardless of the form of employment.

The policy for the working environment and wellbeing at work until 2030 has three focus areas:

- Future challenges concerning occupational safety and health, occupational safety and wellbeing at work
- Safe and healthy working conditions
- Promoting the ability to work and function, and employability.

According to the policy, cooperation and management of occupational safety and health, occupational health and wellbeing functions at the workplace level plays a significant role in the development of the working environment, reduction of incapacity for work and promotion of health and wellbeing. One of the goals of the policy is that the employer, personnel and occupational health care implement measures to promote work ability and return to work in cooperation at each workplace.

## 1.2 Government Programme

The Programme of Prime Minister Petteri Orpo's Government, "A strong and committed Finland", emphasises the significance of sustainable growth and sustainable economy. The Government Programme emphasises improving the employment rate, and it includes significant measures relating to reforming working life and central government with impacts on the operations of the occupational safety and health authority. Below are key Government Programme policies with impacts on occupational safety and health enforcement. The policies will be specified further in conjunction with the implementation of the Government Programme, and they will be taken into consideration in the performance goals.

Permitting, guidance and supervisory tasks will be brought under a new cross-administrative agency that will be established by merging the National Supervisory Authority for Welfare and Health (Valvira) and the Regional State Administrative Agencies and by incorporating, where appropriate, the tasks of the Centres for Economic Development, Transport and the Environment (ELY Centres) related to the environment. The goal is to have the new agency in operation in the beginning of 2025, or in the beginning of 2026 at the latest.

Labour immigration will be streamlined and controlled, and abuses will be prevented. Occupational safety and health inspections will be allocated to where the need for occupational safety and health supervision is the biggest based on risk analyses. The Government will improve opportunities for cooperation between the public authorities, for example, by ensuring that the public authorities have the right to obtain and provide information on their own initiative. Necessary legislative and other measures will be launched to improve the exchange of information between the public authorities in order to enhance the prevention of exploitation and to inform the competent authorities of abuses. A cross-administrative and comprehensive approach as cooperation between different authorities will be emphasised in preventing human trafficking.

The Government Programme includes several measures to develop working life, maintain work ability and wellbeing at work and to increase equality and prevent discrimination in working life. The reputation of the Finnish labour market will be improved by actively and proactively addressing any abuses in the labour market.

The Government will promote occupational safety and, among other things, the prevention of violence in working life. From the point of view of occupational safety and health enforcement, it is also significant that the management of employees' psychosocial strain will be enhanced by clarifying and compiling the relevant rules and by intensifying cooperation between the workplace and occupational health care.

## 1.3 Legislation

The tasks, authorisations and obligations of the Occupational Safety and Health Administration are laid down in the Act on Occupational Safety and Health Management (16/1993) and Act on Occupational Safety and Health Enforcement and Cooperation on Occupational Safety and Health at Workplaces (44/2006). The most significant tasks of the Occupational Safety and Health Administration are occupational safety and health enforcement and issuing guidelines, counselling and communication.

Occupational safety and health authorities supervise compliance with more than 100 acts or decrees in all. The most important of these are the Occupational Safety and Health Act (738/2002) and decrees issued under it, as well as the Occupational Health Care Act (1383/2001). Moreover, occupational safety and health authorities enforce legislation relating to terms of employment, foreign employees and the contractor's obligations and liability, among other things.

The regulatory base of performance guidance is comprised of the State Budget Act and Decree (423/1988 and 1243/1992). Based on them, the Ministry confirms the objectives for the operational performance of the institutions and agencies of its administrative branch.

Occupational safety and health legislation is largely based on EU legislation. Finland takes part in the preparation of EU legislation and strategies in a committee operating in conjunction with the European Commission. During the coming four-year period, it is possible to see that the preparation of EU legislation aims to expand the coverage of enforcement by the occupational safety and health authority to work performed in the platform economy, among other things.

As the legislation changes, communication measures play a key role, but the need for enforcement targeted on a case-by-case basis will also be considered to support them.

## 1.4 Operating environment

In order to survey the operating environment of occupational safety and health enforcement and changes in it, an analysis of external statistical and research data was conducted during the framework planning process, focusing on the changes in working life with impacts on occupational safety and health enforcement. In addition, the views of key stakeholders and the administration's own personnel were surveyed through questionnaires. An analysis of the content of operations and needs for development was conducted based on the data accumulated in enforcement activities as well. The analyses were based on enforcement phenomena identified for 2020–2027: working conditions, fair working life (previous term fragmenting working life) and psychosocial workload (previous term work strain). This chapter describes the themes with significant impacts

on the operating field of occupational safety and health divisions identified based on the analyses produced. In addition, several narrower themes or themes with impacts on narrower groups emerged in the data, and they will be taken into consideration in the planning of enforcement.

The significance of an up-to-date risk assessment covering all risks and the personal characteristics of employees repeatedly emerged in the analysis of the operating environment. Support from occupational health care and the importance of up-to-date, easily comprehensible information were emphasised to support the employer. The above-mentioned themes also emerged from the point of view of employees. Especially with regard to employees in a vulnerable position, it is necessary to ensure that they are included in the scope of occupational health care and get information about their rights. The conditions of the workplace and induction training that takes risks into consideration are emphasised with regard to new employees and, in particular, short employment relationships and temporary agency work.

Taking the above-mentioned factors into consideration in enforcement and other means of influence also emerged in the results of survey for the personnel of the divisions and the views of stakeholders. The analysis of enforcement observations also supports the need for enforcement of the above-mentioned issues.

In the analysis of the operating environment, the shortage of labour and related factors were emphasised as factors extensively influencing working life. The shortage of skilled employees can also increase the occupational safety risks related to the use of temporary agency work and subcontracting. An increase in different forms of employment relationships and entrepreneurship was identified as an emerging trend both in the analysis of the operating environment and enforcement observations. However, different forms of entrepreneurship still account for a small share of the labour force. An effort has been made to clarify the characteristics of employment relationship by both developing the guidelines and legislation nationally and through on-going EU legislative projects.

Labour shortage is likely to increase the share of employee groups in a vulnerable labour market position of the labour force. Of the employee groups in a vulnerable position, foreigners and employees with a foreign and immigrant background are emphasised in enforcement observations. During the on-going four-year period, foreign employees without the right to work have been encountered increasingly in inspections. In addition, a great deal of shortcomings have been observed in the supervision of use of foreign labour with regard to compliance with the minimum terms and conditions of employment of foreign employees and e.g. insurance against accidents and occupational diseases, which is mostly in order at workplaces based on other enforcement observations.

Insufficient allocation of resources to work duties also has impacts on the mental and physical strain of work. Increasing sense of hurry can increase risk-taking at workplaces.

## 2 Operations of occupational safety and health divisions

### 2.1 Vision of the occupational safety and health 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 vision is for the years 2020–2027, and it is based on phenomena identified and present in working life. The identified phenomena are connected to working conditions, fair working life (previous term fragmenting working life) and psychosocial workload (previous term work strain), continuous renewal, as well as utilisation of information and digitalisation.

The framework plan outlines the strategic objectives with which the vision will be implemented. The strategic objectives guide the planning, implementation and follow-up of operations. Separate performance goals will not necessarily be set for the strategic objectives.

The performance guidance process of occupational safety and health divisions is presented in Figure 2. The Ministry of Social Affairs and Health will provide the occupational safety and health divisions with a performance goal preparation guideline describing the impact objectives for the four-year period from 2024 to 2027. The divisions will submit proposals concerning the concrete annual performance goals and associated indicators based on the impact goals for the four-year period. The performance goals can be independent tasks to be carried out during the year or part of a package realised over the four-year period. The allocation of tasks over the four-year period is described in the performance agreement for 2024. The objectives set for the impact of operations and indicators of continuous follow-up are specified in the planning of operations.

**Figure 2.** Performance guidance

In conjunction with the preparation for the four-year period 2024–2027, the need for specifying joint values for occupational safety and health enforcement instead of division- and regional state administrative agency-specific values has been identified. The specification of the values will be carried out together with the personnel during 2023. The values form the foundation of operations and will serve as the basis of strategic goals in future framework periods as well.

## 2.2 Impact of operations

The impact of occupational safety and health divisions is achieving a goal-oriented change at workplaces so that work in Finland is as safe, healthy and fair as possible.

Impact is comprised of the whole of the changes brought about by the measures taken, operations pursuant to the strategic goals of the framework plan and coverage of operations. It is ensured in all enforcement and also other means of influence that the operations implement the framework plan. Resources are used cost-efficiently to achieve the pursued changes.

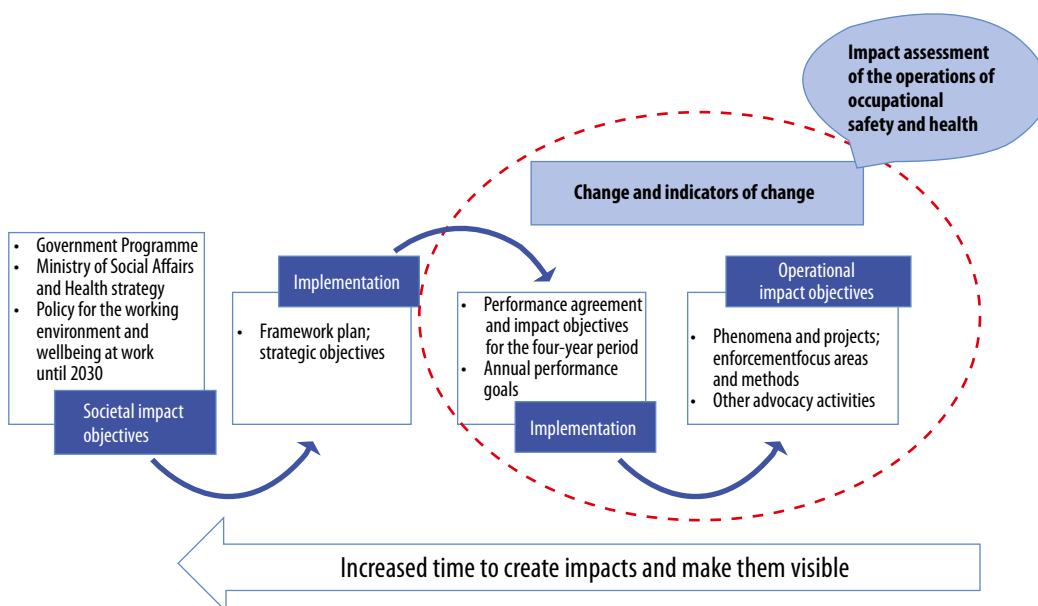
## 2.2.1 Impact assessment

Impact is assessed at all levels of operations. Societal impact is the result of cooperation between different parties. Often, other parties than occupational safety and health enforcement have the main responsibility for the realisation of the societal impact objectives. Operational performance ensures the contribution of occupational safety and health divisions to achieving the societal impact goals. Verifying societal impact requires a time span of several years.

The assessment of the impact of occupational safety and health divisions focuses on the assessment of the operational objectives agreed upon in the performance agreement and the goals of enforcement projects and their realisation (area marked with a red dotted line in Figure 3). Impact assessment is already carried out in advance in the selection of enforcement focus areas and work methods. Impact assessment combines the pursued change and the measures taken to achieve it.

Impact assessment covers the chain presented in the figure below, advancing from extensive societal impact goals through the four-year period plan and performance agreement to concrete measures by occupational safety and health divisions in enforcement projects and other means of influence. From the point of view of achieving the impact objectives, it is essential that the occupational safety and health divisions perform the tasks set for them and fulfil the set performance goals.

Figure 3. Impact chain



The strategic goals set in the framework plan will be detailed further in the performance goals agreed by the occupational safety and health divisions and the Ministry. The performance goals and concrete measures to achieve them are defined annually. Enforcement primarily takes place in enforcement projects, each of which is defined enforcement impact goals and concrete measured changes pursued with the measures.

## 2.3 Content of the activities

Workplace inspections are the primary form of activities by occupational safety and health authorities. Other means of influence support enforcement.

The operations of the occupational safety and health authorities pursue impact by combining occupational safety and health enforcement and counselling and other means of influence. (Figure 4) Operations support proactive occupational safety and health activities at workplaces. The allocation of enforcement and diversity of the means available ensure that the different nature of workplaces and customer orientation are taken into account. Joint delivery and availability goals have been agreed for services with regard to processing contacts from customers.

In order to achieve the maximum impact, enforcement is allocated and targeted so as to achieve the most extensive societal impact possible while responding to the needs of an individual workplace or employee.

The enforcement operations of the occupational safety and health authorities concern more than 300,000 workplaces, and a significant number of them can be reached with inspections. Inspections supervise the working conditions at the workplace and compliance with labour regulations. Where applicable, inspections can be conducted virtually or as enforcement based on documents.

The inspections aim to influence not only individual workplaces but also entire supply chains and industries. Other means of enforcement can also be adopted during the four-year period.

**Figure 4.** Content and means of activities by the authorities

### 2.3.1 Principles of allocation of activities

The occupational safety and health divisions have prepared a customer segmentation that is used in the planning of enforcement and other means of influence and in the selection of the most measures with the biggest impact for each group. Customer segmentation has helped to identify the needs of different customer groups and the most efficient methods for impact in proportion to the resources available. A company can be positioned in different segments in different areas of operations. Customer segmentation was not made at the level of individual companies, and the targets for enforcement cannot be directly chosen based on it.

The purpose of customer segmentation is to allocate the right means to the right target groups. The aim of operations is a self-guiding customer and reduced need for enforcement. Our customer orientation is in a sense reverse: we have succeeded when workplaces can and want to take care of things by themselves as far as possible.

Customer segment	Examples of means
<p><b>Pioneer</b></p> <p>A workplace where the health, safety and fairness of working are a competitive advantage. More than the statutory minimum is done.</p>	<ul style="list-style-type: none"> <li>• Tools for the development and measurement of workplaces; self-assessment forms etc.</li> <li>• (Online) seminars on topical issues, network events and social media channels</li> <li>• Templates and other electronic solutions integrated into the operations of the workplace</li> <li>• Advice in challenging situations</li> <li>• Benchmark data on other parties</li> </ul>
<p><b>Basics in order</b></p> <p>A workplace where occupational safety and health meets the statutory minimum. No need for enhancing ways of working is perceived at the workplace.</p>	<ul style="list-style-type: none"> <li>• Electronic services, forms, development and measurement tools, self-assessments or tests</li> <li>• “Remember this” type of online seminars, newsletters, direct messages concerning e.g. changes in legislation and training</li> <li>• Online service</li> <li>• Inspection visits, if necessary</li> <li>• Supporting networking in matters relating to occupational safety and health and sharing best practices</li> </ul>
<p><b>Developing</b></p> <p>A workplace with a will to take care of occupational safety and health matters properly but lacks expertise and resources.</p>	<ul style="list-style-type: none"> <li>• Inspections and direct communication about enforcement observation/situation of the target of enforcement</li> <li>• Electronic services: self-assessments/tests/follow-up linked with inspections (before/during/after)</li> <li>• (Online) seminars and videos, legal case bulletins</li> <li>• Proactive direct messages to new employers, for example</li> <li>• Social media channels – makes encounter responsibilities and rights in an informal format</li> </ul>
<p><b>Avoider</b></p> <p>A workplace that does not consider occupational safety and health important and does not identify its benefits.</p>	<ul style="list-style-type: none"> <li>• Inspection visits and post-surveillance</li> <li>• Reports of offences, forwarding to other authorities</li> <li>• Legal case bulletins</li> <li>• Exchange of information with other authorities</li> <li>• Open data; sharing information for responsibility reports</li> <li>• Increasing employees’ awareness of their rights</li> </ul>

### 2.3.2 Enforcement

Occupational safety and health enforcement refers to the use of authority through inspections and other means available to the occupational safety and health authorities. Enforcement is primarily carried out in a phenomenon-based manner, but it is also allocated to other themes included in the mandate of the occupational safety and health authorities. The implementation of enforcement is specified in more detail in the guideline on occupational safety and health enforcement and the use of authority.

The majority of enforcement is targeted based on available information using a risk-based approach at workplaces where grounds for enforcing the matter concerned can be assumed. Enforcement reviews the workplace procedures for compliance with statutory obligations and risk factors specific to the workplace concerned on which the targeting of enforcement was based. The objective of enforcement is to make sure that workplaces have sufficient tools for managing risks and fulfilling statutory obligations to achieve permanent improvements at the workplace. The resources required for enforcement targeted based on risk are significantly influenced by whether the matter can be dealt with during the inspection or if it typically involves a lot of advance and subsequent work.

In order to ensure the visibility and coverage of occupational safety and health enforcement, enforcement can also be targeted in such a way as to reach the maximum number of workplaces with the resources available. Typically, the situation at the workplaces is surveyed in conjunction with such enforcement and the employer's awareness of its own obligations is promoted. In addition to workplace inspections, enforcement questionnaires can be conducted to survey the situation of the workplace to plan enforcement or other means of influence.

Enforcement based on customer initiative is also carried out using different enforcement approaches, depending on the matter concerned.

Enforcement is supported by other means of influence. Workplace inspections include guidance and advice. In addition, guidance and advice is offered by telephone and through other contact channels. (Figure 4)

### 2.3.3 Other means of influence

Other means of influence refer to communication, tools offered to customers and societal advocacy (Figure 4). Other means of influence aim to achieve change at the level of the individual as well as in working life and society.

In addition to inspections, telephone advice and other contact channels, the aim of information and tools available in the online service and customer service is to ensure that workplaces receive the information they need to develop their operations in a clear and understandable form.

Industries more extensively or select themes are influenced with multi-channel communication and campaigns, as well as seminars on topical themes.

In addition to internal cooperation between occupational safety and health authorities, there is diverse cooperation with stakeholders. There is cooperation with other authorities in exchange of information and the planning and implementation of enforcement. There is close cooperation with the labour market parties in the Advisory Board for Labour Protection and regional occupational safety and health boards, and also on a case-by-case basis, especially in other means of influence. Multi-channel communication also uses cooperation with other parties engaged in occupational safety and health.

Societal impacts are pursued by participating in the development of legislation and by bringing up enforcement observations of needs for change and information about occupational safety and health authorities' opportunities for action in public debate.

## 3 Strategic goals for the framework period 2024–2027

### 3.1 Enforcement and other means of influence

The activities of the occupational safety and health authority focuses on three phenomena of working life: working conditions, fair working life and psychosocial workload. Activities are planned using customer segmentation so that the means of enforcement and other means of influence are combined to ensure the maximum reach of workplaces and changes in operations.

**Strategic goal**

We use enforcement, guidance and communication diversely to reach different target groups and workplaces and to ensure the impact of operations.

In connection with enforcement activities, occupational safety and health authorities accumulate information about Finnish working life that is not available from other sources and can be used diversely in developing a safe, healthy and fair working life. Occupational safety and health authorities also analyse and use data produced by other parties in their operations. In order to achieve changes in society, occupational safety and health authorities also take part in development efforts for which other parties are responsible from their own point of view.

**Strategic goal**

Data concerning changes in working life is compiled, analysed and distributed to ensure a safe, healthy and fair working life.

Several measures are in progress to employ employee groups in a vulnerable labour market position and keep them employed. Occupational safety and health activities aim to ensure that the working conditions of these groups are safe and healthy and that the terms and conditions of fair employment are followed at workplaces. This is how we aim to prevent and decrease inequality.

**Strategic goal**

In order to prevent inequality, occupational safety and health enforcement is particularly targeted at workplaces where employee groups in a vulnerable labour market position are assumed to work.

The goal of occupational safety and health enforcement is to improve the healthiness and safety of the working environment by supporting proactive efforts by workplaces and strengthening their ability to react to changes. Enforcement verifies the practices relating to risk management, occupational health cooperation and induction training, taking into consideration the needs of the customer group concerned. Themes that emerge during workplace inspections are always addressed.

**Strategic goal**

In order to maintain a safe, healthy and fair working environment at workplaces, enforcement verifies the risk management, occupational health cooperation and induction training procedures.

In addition to enforcement and other means of influence allocated by the authority, responding to customer contacts is a key part of the activities of the occupational safety and health divisions. This ensures the sufficient coverage of enforcement, even though operations are targeted at the focus areas. Workplaces where shortcomings have been identified and brought up to discussion are also potential developers where support from the occupational safety and health authority is significant.

**Strategic goal**

Customer demand is responded to in full within the framework of the delivery time goals.

### 3.1.1 Working conditions

There are still plentiful accident risks, chemical, biological and physical hazards and physical strain in working life. Influencing workplaces to combat these hazards is the foundation of occupational safety and health enforcement and an important societal task.

The most appropriate means of influencing companies' willingness to develop their occupational safety and address the shortcomings observed in enforcement in an expert and effective way are chosen in enforcing working conditions and in other means of influence, using customer segmentation. Information about working conditions and the risks and hazards occurring in them is used diversely in targeting activities and motivating workplaces. In order to achieve societal impact and changes, the analysis of data accumulated from enforcement and cooperation with other occupational safety and health parties is promoted.

By the systematic targeting of enforcement and other means of influence supporting its aims, the desired change is ensured in each customer segment.

#### **Strategic goal**

In order to reduce accidents and health hazards caused by occupational diseases and negative work-related health impacts, activities are targeted at different customer segments and target groups using a risk-based approach.

The assessment of risk and safety management methods conducted by workplaces is the foundation of safety work in workplaces. Various tools and methods are available for risk assessment and monitoring the derived measures.

#### **Strategic goal**

In order to achieve permanent changes, safety management is promoted at workplaces.

### 3.1.2 Fair working life

Work increasingly takes place in diverse places with diverse working hours. Alongside conventional entrepreneurship, new forms of work have emerged, such as self-employment, light entrepreneurship, platform economy and on-call work. The outsourcing of functions and various forms of subcontracting have become more common, also across national borders. The increasing use of foreign labour force and workers with a foreign or immigrant background has also made intentional abuse possible. Subcontracting chains associated with the fragmentation of business can also be a challenge to compliance with regulations.

The fair working life phenomenon involves promoting the implementation of lawful terms of employment, regardless of the form of work, and combats the grey economy. In addition, the development of legislation is actively influenced. As part of enforcement and other means of influence, new challenges in working life and its enforcement are identified and brought up in societal discussion.

Cooperation and exchange of information between authorities plays a key role in the enforcement of a fair working life. Occupational safety and health authorities' right of access to information has been expanded in recent years. The use of rights of access to information and cooperation makes it possible to identify risk factors of unfair working life and allocate the enforcement and communication appropriately.

#### **Strategic goal**

In order to reduce uncertainty in working life and promote fair competition, occupational safety and health authorities' enforcement is particularly targeted at parties and workplaces where the rules of working life are not followed or known.

Employers and employees do not always have sufficient knowledge of the rights and obligations associated with working life. Insufficient language skills and expertise can make it more difficult to comply with the obligations and make unhealthy competition possible.

#### **Strategic goal**

Employers and employees are secured an opportunity for obtaining information about the obligations and rules associated with the rules of working life easily in a comprehensible form.

### 3.1.3 Psychosocial workload

Work and working life undergo constant change, and work-related health issues are increasingly connected to the psychosocial strain factors of work. The cognitive requirements of working life are also increasing, and many work tasks require increasing data processing skills. In some industries, automation and digitalisation decrease manual tasks and increase tasks requiring expertise.

The management of the psychosocial workload at workplaces is influenced using customer segmentation in the enforcement of psychosocial workload and other means of influence. Enforcement is extensively targeted at different industries and the management of different load factors.

Negative psychosocial strain is caused by several sources. At the level of society, workplace and the individual, its negative impacts are significant. By identifying the psychosocial load factors of work, an employer can allocate measures so that harmful psychosocial workload can be prevented, mitigated and controlled.

#### **Strategic goal**

In order to reduce the psychosocial workload, enforcement targets employers' measures to identify and manage psychosocial strain.

Functional cooperation between the workplace and occupational health care helps employers to allocate measures to the prevention and management of negative psychosocial workload.

#### **Strategic goal**

In order to identify, prevent and reduce the negative psychosocial workload, cooperation between workplaces and occupational health care is promoted.

## 3.2 Development of operations and enforcement

The operational development principles, areas and other boundary conditions of development activities of occupational safety and health divisions will be specified into concrete development measures in the planning of activities. Development activities are made concrete using assessments of own operations at different levels and feedback from customers. Development measures are planned and scheduled over the four-year period and recorded in more detail in the annual performance agreement.

### 3.2.1 Development principles

#### **Strategic goal**

Development enhances the impact and productivity of operations.

Development support the strategic objectives based on the vision of occupational safety and health and promotes their implementation and the impact of occupational safety and health enforcement. Development is divided into the development of enforcement and supporting functions and the development of the expertise of personnel. The operation of the organisation of occupational safety and health divisions is developed in accordance with the principles of continuous improvement. The expertise of the personnel is utilised in the development of operations.

Development focuses on the national harmonisation of operations, impact and uniformity of enforcement and the development of personnel resources. Completing the change initiated in previous development projects and establishing it as normal procedure is key in development. New development projects are launched prudently.

### 3.2.2 Development of the uniformity of operations

#### **Strategic goal**

A nationwide management system supports uniform and impactful enforcement and other means of influence.

The foundation of the development of enforcement and other means of influence is nationwide uniformity, which is implemented at all levels of planning and management. In order to establish nationwide operating methods, efforts are made to develop operations and management, as well as to improve cooperation between enforcement phenomena.

### 3.2.3 Development of processes that support operations

#### **Strategic goal**

Up-to-date data analysed at the nationwide level and digitalisation are used in the planning and targeting of enforcement and other means of influence.

The better use of occupational safety and health divisions' enforcement data and data produced by other authorities supports operations. The use and analysis of data facilitates maintaining an up-to-date situational picture, impactful allocation of enforcement and reacting to changes in the operating environment. The analysis of data requires sufficient resourcing and appropriate organisation of analysis activities, for example, as a joint nationwide task.

The use of digitalisation aims to achieve more efficient resource use and impact at the same time. The use of artificial intelligence will be monitored, investigated and, where possible, experimented during the four-year period. The development of electronic services will be continued and opportunities for the joint development and implementation of services with other authorities will be investigated.

The development of cooperation between authorities, improvement of exchange of information and cooperation with other occupational safety and health parties and stakeholders will be continued during the four-year period. Elements that promote cooperation between several authorities include nationwide cooperation structures and operating methods and the development of enforcement cooperation.

### 3.2.4 Personnel resources

#### **Strategic goal**

The occupational safety and health divisions employ a sufficient number of skilled and motivated employees whose well-being is in a good state.

The changing operating environment is reflected in the operations and expertise of the entire organisation at all of its levels. Competence development contributes to ensuring the employees have the resources for acting in compliance with the vision, values, strategic and impact goals of occupational safety and health. From the point of view of expertise, it is essential to identify changes in the phenomena and their interdependencies and to be able to allocate enforcement, guidance and other means of influence so as to react to changes in the operating environment.

Expertise is identified at different levels, the assessment of expertise is a continuous process and part of strategic personnel planning. Expertise is linked to work roles, which are developed to be flexible content-wise.

The foundation in the development of competence is to deepen expertise and hands-on learning. In addition, self-management and impact through information skills in the changing operating environment will be developed. The occupational safety and health authority's own national training unit will provide training and support in competence development.

The competence of occupational safety and health personnel is developed with diverse methods, making use of competence sharing and new digital learning materials. Employees are motivated to apply their expertise and learn in their work. Various competence maintenance methods ensure that the skills of the employees match the requirements of work, and it offers a strong foundation for wellbeing at work.

The wellbeing at work of the personnel is annually monitored using the central government's joint job satisfaction survey. Proven practices and structures that promote wellbeing at work are to be maintained and conserved. Matters brought up by employees or deemed poor in the job satisfaction survey or involving potential for development are developed with determination, taking into account the needs of the divisions and the personnel.

## 4 Resources

The principles agreed for the four-year period from 2020 to 2023, described in the paragraphs below, will be followed in resource allocation.

Occupational safety and health authorities plan the use of resources so that the operations have the maximum impact relative to the resources available. It is a key objective of occupational safety and health enforcement to ensure that the minimum level stipulated by legislation is followed at workplaces. The allocation of resources between enforcement and other means of influence is agreed upon in more detail in the annual performance agreements.

Cooperation between phenomena will be increased in enforcement and other means of influence. The main principles of the allocation of resources between phenomena are agreed upon in more detail in the performance agreement. In planning and monitoring the use of resources allocated to enforcement and other means of influence, it is essential to assess the proportion of the use of resources between phenomena. The monitoring of the use of additional appropriations allocated to the occupational safety and health will be taken into consideration in resource planning and follow-up.

The joint resource planning of occupational safety and health divisions will be developed further. Resources will be allocated to the known nationwide tasks in connection with the allocation of appropriations. However, not all joint tasks can be foreseen. In order to ensure that enforcement resources are allocated evenly at the national level in relation to the field enforced, the planning, use and monitoring of resources allocated to nationwide tasks will be specified further.

The use of any additional appropriations allocated in the Government Programme or annual budget processes is taken into consideration in the preparation of the annual performance goals.

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## Appendix 1. Terms

Term	Description
Customer segmentation	Part of the advance impact assessment of occupational safety and health divisions, which has helped to identify the needs of different customer groups and the most efficient methods for impact in proportion to the resources available.
Employee groups in a vulnerable labour market position	Employee groups with an increased risk of having to work under non-compliant terms of employment or in a non-compliant working environment because they are not aware of their rights or have difficulties finding employment.
Other means of influence	Communication, advice and societal influence to motivate workplaces to proactively develop their operations and ensure the availability of information needed to support development efforts.
Impact objective for the four-year period	An impact goal set for operations throughout the four-year period defined in the preparation guidelines of the 2024 performance goals and specified further in the 2024 performance agreement, from which measurable concrete performance goals are derived.
Strategic goal	An objective that guides the planning of operations defined in the framework plan that does not necessarily directly lead to the performance target, but for which follow-up indicators are specified in the annual performance agreement.
Operation	Enforcement and other means of influence
Performance goal	A concrete and measurable objective aiming for the implementation of the impact objectives set for the four-year period that has been specified in the performance agreements. A performance goal can be an independent task to be carried out during the year concerned or part of a package realised over the four-year period.
Enforcement	The use of authority through inspections and other means available to the occupational safety and health authorities and the related follow-up and administrative processes.



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