



THE ANNUAL REPORT OF
THE CRIMINAL SANCTIONS FIELD
2008



THE CRIMINAL SANCTIONS AGENCY

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Duties and goals of the criminal sanctions field



The Prison Service and the Probation Service are part of the criminal sanctions system of Finland. Their common goals are

- to contribute to the security in society by maintaining a lawful and safe system of enforcement of sentences; and
- to assist in reducing recidivism and preventing the development of social exclusion which maintains criminality.

The Prison Service enforces the prison sentences and the conversion sentences for unpaid fines imposed by the courts of law and takes care of the enforcement of remand imprisonment.

The Probation Service is in charge of the enforcement of community sanctions and other activities related to sanctions served in freedom.

The Criminal Sanctions Agency is a central administrative agency of the criminal sanctions field responsible for the direction and administration of the enforcement of community sanctions and prison sentences.

Organisation

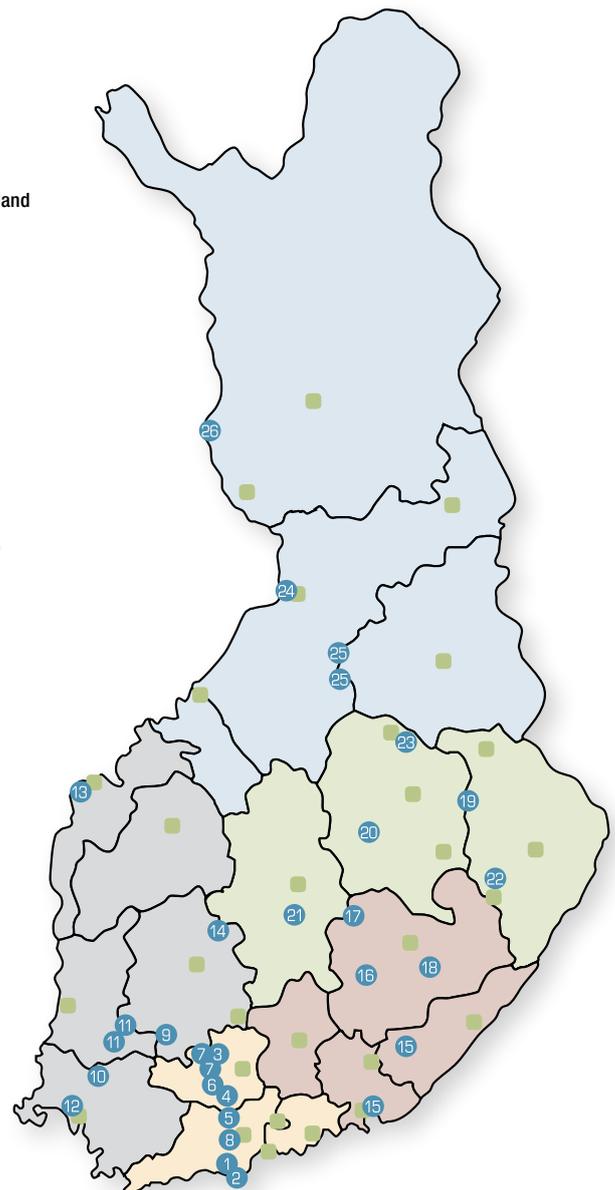
■ District Prison of Southern Finland	■ District Prison of Southeastern Finland
1 Helsinki Prison	15 Konnunsuo Prison (Konnunsuo, Hamina*)
2 Helsinki Open Prison *	16 Mikkeli Prison
3 Hämeenlinna Prison	17 Naarajärvi Prison *
4 Jokela Prison	18 Sulkava Prison *
5 Kerava Prison	
6 Riihimäki Prison	■ District Prison of Eastern Finland
7 Vanaja Prison * (Vanaja, Ojoinen)	19 Juuka Prison *
8 Vantaa Prison	20 Kuopio Prison
	21 Laukaa Prison *
■ District Prison of Western Finland	22 Pyhäselkä Prison
9 Kylmäkoski Prison	23 Sukeva Prison
10 Käyrä Prison *	
11 Satakunta Prison * (Huittinen, Köyliö)	■ District Prison of Northern Finland
12 Turku Prison	24 Oulu Prison
13 Vaasa Prison	25 Pelso Prison (Pelso, Kestilä*)
14 Vilppula Prison *	26 Ylitornio Prison *

* Open institutions

■ Offices of the Probation Service

Espoo District Office
Helsinki District Office
 Porvoo Local Office
Hämeenlinna District Office
 Riihimäki Local Office
Joensuu District Office
 Nurmes Operational Bureau
Jyväskylä District Office
Kuopio District Office
 Iisalmi Local Office
District Office of Southeastern Finland
 Kotka Office
 Kouvola Office
 Lappeenranta Office
Lahti District Office

Mikkeli District Office
 Savonlinna Local Office
 Varkaus Local Office
District Office of Ostrobothnia
 Seinäjoki Office
 Vaasa Office
 Kokkola Office
District Office of Northern Finland
 Kajaani Office
 Kuusamo Operational Bureau
 Kemi Office
 Oulu Office
 Rovaniemi Office
Pori District Office
Tampere District Office
Turku District Office
 Ahvenanmaa Operational Bureau
Vantaa District Office



Visions and everyday work – building a common future for the criminal sanctions field

In the criminal sanctions field, 2008 was the year of planning the future

The main solutions forming the basis for the new organisation of the criminal sanctions field were made in 2008. The aim of the ongoing project called Riseala 2010 is to develop the quality and services of the enforcement of sentences. The focus of the work is to reform the organisation of the field so that the Probation Service, the Prison Service, and the Criminal Sanctions Agency are merged into one authority at the beginning of 2010.



The reform concerns renewing the structures and operational processes. The amendments in force since 2006 concerning the legislation of imprisonment and conditional release emphasised planned sentence enforcement and controlled release. The emphasis on those features requires not only new working methods but also distinct structural reforms in our enforcement system.

Since the resources are restricted, it is important to find the right means to allocate them in a way that promotes the safety of the society best. With the made decisions, we want to gently move the focus from enforcement in closed institutions to a more open direction. Thus, we have an opportunity to develop the activities connected to the release phase. By increasing the use of open institutions and community sanctions and by diversifying their contents, we are also able to enhance the effectiveness of sentence enforcement on reducing the risk of recidivism.

In the course of 2008, it became evident that without significant structural reforms the operation of the Prison Service could not

be continued at the current level. The made choices concerning the points of emphasis also enable the realisation of the savings directed at the criminal sanctions field in the government productivity programme.

The predicted decline in the number of prisoners placed in institutions made it possible to reduce approximately 400 prisoner places in closed prisons by the year 2011. The reductions were suggested to concern Konnunsuo Prison and Pelson Prison.

Year of productive work

Tight budget situation called for many adjustments to the general operation. Despite the adjustments, the performance targets set for the probation and prison services were achieved quite well.

The share of those who had successfully completed community service increased this year. Secure custody in prisons and the safety of society have stayed at a good level. The occupancy rate of open institutions improved in contrast to the previous year. The number of unauthorised leaves from open institutions remained at the same level as in the year before which indicates that the placements in open institutions have been successful even though the share of prisoners placed in open institutions has increased.

The quality of sentence enforcement work developed. More sentence plans were drawn for prisoners starting serving their sentence than in the previous year. The set target amount of sentence plans made for community sanction clients was also exceeded. Sentenced prisoners participated more in activities compared with the previous year. Similarly, the share of community sanction clients participating in programmes stayed at the same level as in the year before.

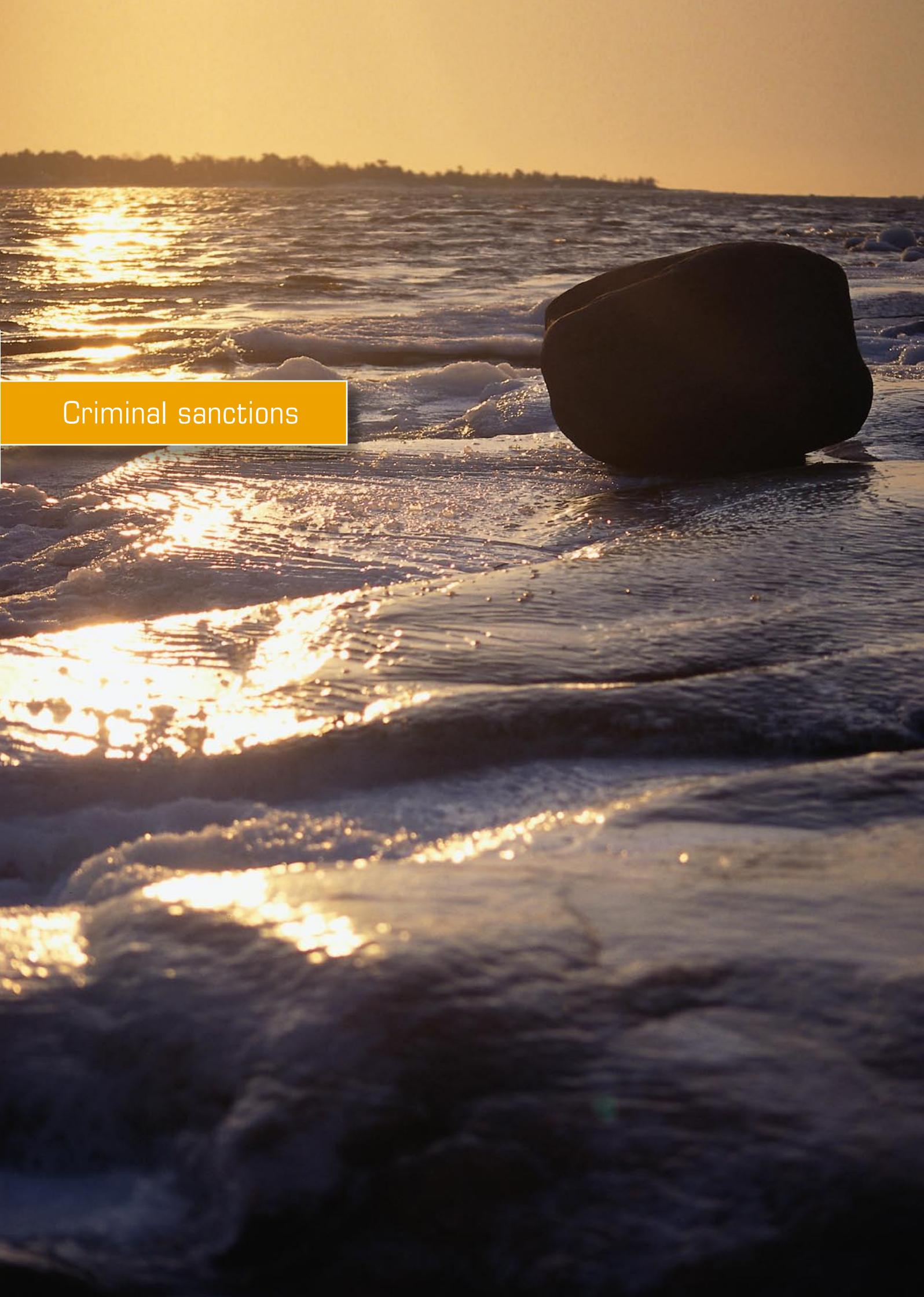
Steady foundation

The good result of the year was achieved with the help of about 3 200 professionals of the criminal sanctions field. At the end of 2008, a new personnel strategy guiding the personnel policy of the field in the coming years was completed. It focuses on ensuring professional competence, supporting coping at work, and managing changes.

Planning the future sometimes requires difficult solutions. Last year, we were prepared to make those solutions in the criminal sanctions field. The future also requires constant everyday work as a basis for development. That work was done every day of the year.

A handwritten signature in blue ink, appearing to read 'Esa Vesterbacka'.

Director General Esa Vesterbacka, Prison Service of Finland



Criminal sanctions

Enforcement of sanctions

Criminal sanctions within the sphere of authority of the Criminal Sanctions Agency can simply be divided into prison sentences and community sanctions served in freedom.

The Prison Service is responsible for the enforcement of prison sentences and conversion sentences for unpaid fines as well as the enforcement of remand imprisonment.

The Probation Service is in charge of the enforcement of community sanctions served in freedom. The most common sanction supervised by the Probation Service is community service. Another large client group is parolees whose supervision is the responsibility of the Probation Service. Other community sanctions are the supervision of conditionally sentenced young offenders and the juvenile punishment for offenders of the age of 15 to 17.

In 2008, a total of 16 013 sentences were entered in a sentence register kept by the Criminal Sanctions Agency. The sentences consisted of 11 878 prison sentences, 4 115 community service sentences, and 20 juvenile punishment sentences. The numbers also include sentences passed by the courts of first instance that are not yet final.

In addition, 947 sentences were entered in the Criminal Sanctions Agency's register of conditionally sentenced young offenders ordered to supervision.

Postponement applications

Both prison sentences and community sanctions have to be enforced immediately after they have become enforceable or the judgments have become final.

The Criminal Sanctions Agency may grant postponement for the enforcement of imprisonment or conversion sentence for unpaid fines on medical grounds. Postponements for other than health-related reason are decided by the bailiff.

In 2008, the Criminal Sanctions Agency received in total 739 postponement applications of which 445 lead to the postponement of enforcement. There was no significant change in the number of postponements for health reasons compared with the previous year.

Enforcement transfers

The Criminal Sanctions Agency is responsible for the enforcement transfers between the Nordic countries. In 2008, a total of 108 enforcement requests were received from the other

Prisoners arriving in prison and prisoners starting serving a sentence in 2008

Category of prisoners	Committals to				Total	Prisoners having started serving their sentence
	Closed prisons		Open prisons			
	Men	Women	Men	Women		
Fine defaulters	1 602	226	21	3	1 852	
Prisoners under 17 serving a sentence	3	0	0	0	3	
Prisoners under 21 serving a sentence	71	2	12	0	85	
Other prisoners serving a sentence	2 844	208	392	7	3 451	
Remand prisoners under 17 serving a sentence	19	1	0	0	20	
Remand prisoners under 21	188	16	0	0	204	
Other remand prisoners	1 580	126	0	0	1 706	
Total	6 307	579	425	10	7 321	6 438

The category of sentenced prisoners includes also 41 (39) persons who during 2008 have started serving their sentence imposed for refusal to enter military or non-military service, or neglecting their duties connected with non-military service despite disciplinary punishment.

Enforced community sanctions in 2008

	(1)	(2)	(3)	(4)	Total
Community sanction clients	3 609	935	634	17	5 195

(1) Community service (2) Supervision of parolees (3) Supervision of conditionally sentenced young offenders (4) Juvenile punishment

Nordic countries. Of those requests, 101 concerned the enforcement of sentence and seven the arrangement of supervision in Finland.

The Criminal Sanctions Agency handled 51 cases related to transferring the enforcement or supervision of a sentence passed in Finland to another Nordic country. Supervision was arranged in seven of the cases.

Enforcement transfers with other than the Nordic countries are decided by the Ministry of Justice. In 2008, three Finnish prisoners were transferred to their native country to continue to serve their sentence. Two of them arrived from Spain and one from Estonia.

Judicial supervision

The Judicial Unit of the Criminal Sanctions Agency receives and handles complaints made by prisoners. In 2008, prisoners filed 363 new complaints and 417 complaints were replied. A total of 112 complaints concerned the health care services. In addition, prisoners' relatives submitted 51 appeals or requests for documents on behalf of prisoners to the Criminal Sanctions Agency, which replied to 49 of them.

The Parliamentary Ombudsman reported having given decision to 442 appeals concerning the prison services in 2008. Based on his discretion and need for information, the Ombudsman requests statements and reports from the Criminal Sanction Agency, the district prisons and the prison concerned. In 2008, the Criminal Sanctions Agency received 50 requests for a statement or report from the Parliamentary Ombudsman.

According to the Act on Imprisonment and the Act on Remand Imprisonment, prisoners can make a claim for rectification directly to the district prison director against certain decisions concerning the sentenced person or prisoner. In 2008, a total of 397 claims for rectification were made nationwide and, as in the previous year, under ten percent of them lead to a change. Typically, the claims for rectification concerned postponements of enforcement for other than health-related reasons and disciplinary punishments.

If prisoners do not receive a desired change through a claim for rectification, they may appeal to the Administrative Court. In 2008, a total of 115 appeals were lodged.

Inspections

The Criminal Sanctions Agency evaluates the validity of the enforcement of sentences regularly. The uniformity of the enforcement as well as the lawfulness and appropriateness of the work of the district prisons and probation offices are monitored with the help of inspections.

The inspection team carries out the monitoring by performing prison inspections and preparing reports.

In 2008, the inspection team assessed the realisation of operation practices accordant with the Act on Imprisonment in three prisons.

The inspection team prepared a report concerning supervised probationary freedom and an evaluation of the uniformity of the prison leave practices in the closed institutions of the district prisons.

The inspections also covered the transmission of client data between the client data systems of the Prison Service and the Probation Service as well as the measures to control the serving of community service.

Planned sentence term

The enforcement of sentences, in its current form, is a planned and controlled process. In the case of imprisonment, the three-phase process starts from the arrival in prison, which is followed by the sentence term and finally the release.

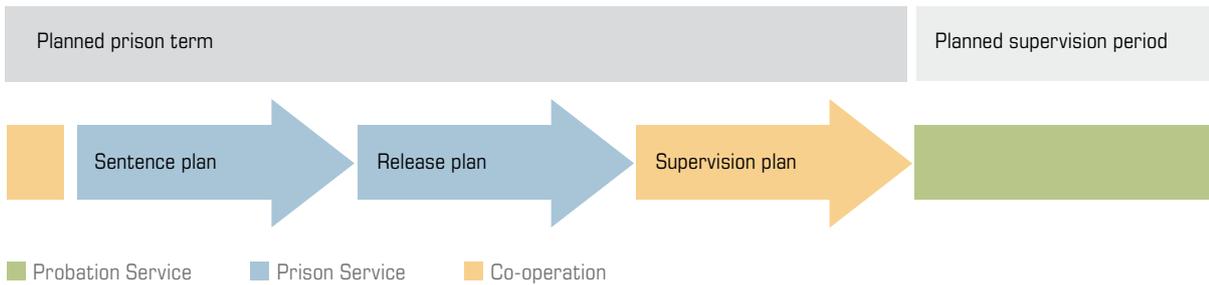
The Act on Imprisonment prescribes that the content of imprisonment is loss or restriction of freedom. It means that the enforcement of imprisonment may not restrict the rights or circumstances of prisoners in any other manner except that provided in the law or necessary due to the punishment itself.

The conditions in a prison are arranged, to the extent possible, so that they correspond to the living conditions prevailing in society. When planning the sentence term, the goal is to prevent any detriment resulting from the loss of freedom by supporting prisoners' functioning capacity and by offering them a possibility to maintain their health.

An individual sentence plan is drawn up for each prisoner in an assessment and allocation unit. The sentence plan includes a plan for the placement of the prisoner, the activities during the sentence term in accordance with the obligation to participate, supervised probationary freedom, release on parole, and granting prison leaves. The realisation of the plan is monitored and specified in the prison where the prisoner is placed.

Information on the prisoners' placement in activities forms a central part of their sentence plan. All prisoners have an obligation to participate, which they fulfil by participating in activities promoting the goals of their sentence plan. The activities may include work, studies, or other activities developing the abilities of prisoners, such as rehabilitation. The placement in an activity corresponding to the sentence plan may have an influence on the prisoners' placement in prison and, with justifiable reason, transfer to another prison.

Planned sentence term



Community sanctions are enforced in freedom according to a service plan prepared together with the client.

Placement in open institution in the middle of the sentence term

Transferring prisoners from a closed prison to an open institution for a fixed period of time or to serve the remainder of the sentence is justified if the transfer promotes the implementation of their sentence plan.

In 2008, an average of 877 sentenced prisoners, i.e. 30 percent of sentenced prisoners, were placed in open institutions. All in all 1 644 sentenced prisoners and 20 fine default prisoners were transferred from closed prisons to open institutions in 2008. In addition, 43 life sentence prisoners were placed in open institutions.

Prisoners are often transferred to open institutions if they participate in an activity that maintains their working and functioning capacity, such as a rehabilitation programme, orientating work, or suitable apprenticeship training. In 2008, two thirds of the activity hours of open institution prisoners were used to other than domestic and real estate maintenance (31.4%).

In the year under review, 24.6 percent of the activity hours consisted of orientating work, such as metal work and carpentry, and 17.9 percent consisted of studies. Approximately 13 percent participated in programme activities during the activity hours and 11 percent carried out professional work.

A successful placement in an open institution requires commitment to abstinence from substances as well as ability to comply with the set rules. In 2008, 520 sentenced prisoners and four fine default prisoners were transferred back to a closed prison for breaching the rules or for some other reason.

Among prisoners, an open institution place is considered desirable and, therefore, they avoid breaching the rules. In 2008, a total of 89 prisoners did not return from prison leave. Unauthorised leaves from open institutions added up to 55. The number of unauthorised leaves remained at the same level as

in the year before even though the share of prisoners placed in open institutions increased.

The goal is that prisoners would be released from open institutions or the release would be carried out by gradually reducing supervision, as in supervised probationary freedom or parole. Near the end of the sentence term, placement in an open institution facilitates the preparation for release, because, for instance, keeping contact with relatives or authorities and service providers important in view of returning to society is easier.

Release phase as part of the sentence term

In 2008, the aim was to pay more and more attention to release as one of the main phases of the sentence term.

Prior to the release, prisoners' sentence plans are supplemented with a release plan and a supervision plan. The release plan includes an assessment of the prisoner's abilities to cope in freedom and need for services. The supervision plan is drawn up for prisoners who are released on parole and ordered to supervision carried out by the Probation Service for a maximum of three years in order to support their social coping.

One of the goals of the sentence term is to support prisoners' reintegration into the society after serving a sentence. Therefore, prisoners are not released directly from prison but they serve the last part of their sentence on parole with or without supervision. If it is considered necessary, some prisoners are also ordered to supervised probationary freedom before the beginning of parole.

Supervised probationary freedom

The new Act on Imprisonment introduced supervised probationary freedom the aim of which is to help especially prisoners with longer unconditional sentences to reintegrate into society in the final part of their sentence term with the help of a

supported probationary freedom period. The supervision of probationary freedom is carried out by prisons. The conditions and supervision of probationary freedom are significantly tighter than the supervision of parolees.

Prisoners serving either a fixed-term or life imprisonment can, on certain conditions, be ordered to probationary freedom outside the prison a maximum of six months before their release on parole.

If prisoners sentenced to serve their sentence in full are not released on parole after serving 5/6 of their sentence, they are ordered to compulsory probationary freedom three months before their release.

Supervised probationary freedom presumes that prisoners commit to abstinence from substances and comply with the conditions set for them during the probationary freedom. Probationary freedom requires an enforcement plan, which includes information on, for example, the prisoner's housing situation and livelihood, obligation to participate in an activity, daily schedule as well as possible regional or time-related restrictions on their movement.

The enforcement plan also includes information on the realisation of the supervision carried out by the prison. The supervision of prisoners, who are ordered to probationary freedom, includes telephone calls, locating systems, and visits at their home or the place they are participating in an activity. In addition, prisoners can be obliged to report to prison from time to time.

A report on the supervision of probationary freedom was completed in the Criminal Sanctions Agency at the end of 2008. The report showed that the participation in activities arranged for prisoners, who had been ordered to probationary freedom, was successful. Activity places were arranged for prisoners and, in general, the activities had been full-time. On the other hand, it was noticed that there is still room for improvement in the supervision of probationary freedom. In some places, the arrangement of supervision meetings was considered difficult due to long distances. Additionally, the use of locating systems should be increased as part of the supervision of probationary freedom. Based on the report, the criminal sanctions field received more detailed instructions on the arrangement of supervision of probationary freedom at the turn of the year.

Supervised probationary freedom can be cancelled if the pre-conditions for probationary freedom are no longer met or if the conditions of probationary freedom are breached. Breaching the conditions does not automatically lead to a cancellation of probationary freedom. Prisoners can also be issued a warning or the probationary freedom can be cancelled for a fixed period of one month at most before it is cancelled completely

by the decision of the director of the assessment and allocation unit. In the case of life sentence prisoners and prisoners serving their sentence in full, the ordering to or the cancellation of probationary freedom are decided by the Criminal Sanctions Agency.

In 2008, the daily average of sentenced prisoners in supervised probationary freedom was 50. Probationary freedom was completed successfully by 91% of those who had started it, which clearly exceeded the set goal.

Parole and its supervision

Prisoners serving a fixed term prison sentence can be released on parole by the decision of the prison director when a specified part or at least 14 days of the prison sentence is served. Life sentence prisoners and prisoners serving their sentence in full can also be released on parole. In that case, the decision is made by the Helsinki Court of Appeal.

Release on parole can include a supervision period implemented by the Probation Service if it is considered relevant from the viewpoint of promoting the released prisoner's social coping. Prisoners are automatically placed under supervision if the offence was committed when under 21 years of age or if the probation period is longer than one year. Prisoners may also request supervision themselves.

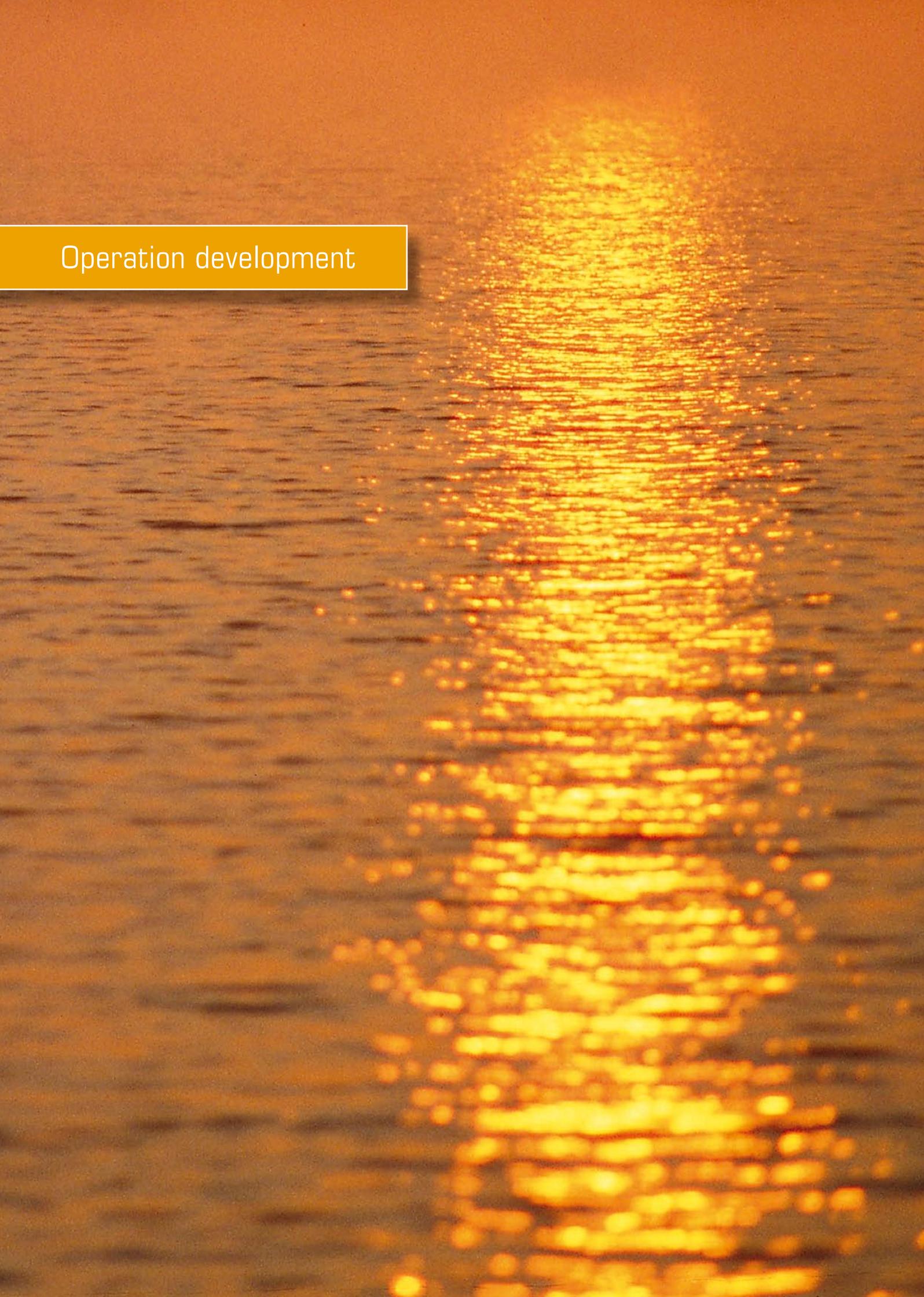
In 2008, all in all 20.5%, i.e. 935 of those released on parole, were ordered to supervision.

The aim is to start preparing the release plans of prisoners, who are about to be released under supervision, at least six months prior to the release. Hence, based on the realisation of the sentence plan and an evaluation of the need for services, it is possible to draw up a functional supervision plan together with the prisoner, who is about to be released, and the related interest groups. In 2008, the Probation Service received information on the release of a prisoner approximately four months prior to the release.

In the year under review, 500 meetings concerning the preparation for release were arranged in prisons and 400 in probation offices. Four out of five of the meetings were individual meetings. In prisons, every fifth and, in probation offices, every tenth of the meetings were arranged together with related interest groups.

Release

In 2008, a total on 995 remand prisoners, 1 717 fine default prisoners, and 4 484 sentenced prisoners were released from prison. Altogether 4 557 prisoners were released on parole but not all parolees were released from prison because they stayed in prison as remand prisoners due to some other offence.



Operation development

Riseala 2010 Development Project

Minister of Justice, Ms Tuija Brax, made a decision on a development project of the prison services in June 2007 and commissioned a development of the organisation of the criminal sanctions field. The Criminal Sanctions Agency united these assignments into one project, i.e. the Riseala 2010 Development Project covering the whole criminal sanctions field.

The project is divided into two sections: the first section consists of guidance and leadership and the second consists of productivity and service. The goal is to form a steady foundation for an efficient sentence enforcement organisation able to provide services. At the beginning of 2010, the Criminal Sanctions Agency, the Prison Service, and the Probation Service will be merged together and form a new authority of the criminal sanctions field.

In the year under review, the project focused on the development of the management system, the organisation reform of the Criminal Sanctions Agency, and the preparation of the district organisation reform.

Organisation reform of the Criminal Sanctions Agency

As part of the Riseala 2010 Development Project, an extensive organisation reform was started in the Criminal Sanctions Agency in 2008. In the reform, the central agency of the criminal sanctions field was provided a new management system, operating model, and organisation structure.

One of the main renewals was changing the organisation structure of the agency into a matrix structure in which appointed process owners are responsible for the realisation of three core processes with the help of the knowledge produced by the units. The organisation reform also included uniting the Prison Administration and the Probation Administration into one unit called the Operation Development and Quality. The other formed units are called Management Support, Judicial Unit, Administrative Unit, and Financial Unit. The units consist of areas of responsibility.

The process owners placed in the Management Support Unit form the process management. The duties of the process owners are divided into the strategic management, performance guidance, and services and effectiveness of the criminal sanctions field. They work directly under the director general.

The new authority of the criminal sanctions field to be launched at the beginning of 2010 needs a functional central agency, which is able to direct and administer the operations, finances, and personnel resources of the criminal sanctions field coher-

ently. The aim is to improve the agency's administrative scope in the direction of the operations of the enforcement districts with the help of the processes, which extend through the organisation, and the process owners, who are responsible for the processes. The new rules of procedure of the Criminal Sanctions Agency entered into force on 1 January 2009.

Preparation of the district organisation reform

The preparation of the division into districts and the institution structure of the new authority of the criminal sanctions field was started in the spring 2008. The Criminal Sanctions Agency appointed a working group, which was commissioned to prepare a district division report concerning the future enforcement districts as official duty by the end of the year.

The proposals in the report completed in November included reducing the number of enforcement districts, increasing the relative amount of open institution places, and shutting down two closed prisons in order to balance the institution and cost structure.

The district division of the organisation of the criminal sanctions field was handled in a Government evening session in December 2008 and again on 21 January 2009. The Government presented that the preparation of the district division of the criminal sanctions field should be continued based on the model of three enforcement districts. The presented changes in the institution structure were also partially approved by the Government.

Besides the division into districts, an integral part of the district organisation reform is the definition of the main processes and the operating model of the districts. That work was done in several management and personnel forums during 2008 in order to achieve a uniform view.

The district organisation reform of the criminal sanctions field continues until the beginning of 2010 when the Criminal Sanctions Agency, the Prison Service, and the Probation Service cease to exist and a new authority of the criminal sanctions field is introduced.

Development of the management system

Along with the Riseala 2010 Development Project, the criminal sanctions field has started the development of the management system of the field and especially the performance guidance with the help of strategic and operative training. The management training is part of the measures, which form the foundation for an efficient sentence enforcement organisation providing services.

The management training was launched in the spring 2008 and it continues until the spring 2009. Within that time, 70

directors of the criminal sanctions field will engage in the training periods.

In the course of the organisation reform, the challenges of the management of the criminal sanctions field will be, on the one hand, enhancing the productivity of work and, on the other hand, adjusting the operations to the spending limits. In addition, creating a united organisation culture and ensuring competence and future recruitment require a joint effort of the management of the field.

The focus of the management training launched in 2008 is on the realisation of a collectively planned strategy-based performance guidance model. The goal is that the operations are directed as a whole from the point of view of both personnel resource management and financial management.

In 2008, the basis for the new performance guidance model of the criminal sanctions field was developed by documenting the tasks related to the performance guidance process and the work processes of the different annual planning periods. The co-operation between the strategic management and the financial administration of the Criminal Sanctions Agency made it possible to determine the tools and work processes used in the planning, direction, and reporting of the operations.

Research supports decision-making

The Criminal Sanctions Agency is quite extensively responsible for the direction and funding of independent research activity concerning the criminal sanctions field.

The research activity is, for its part, responsible for producing material needed in supporting the development and decision-making of the operations of the field. In addition, the research activity produces information on the organisation that helps the evaluation of the goals and performance.

The Criminal Sanctions Agency carries out its own research, participates in research projects carried out together with its co-operation partners as well as acquires and directs the research of external instances. External research is also supported by participating in the production and collection of necessary research material.

Most of the funding of the external research is derived from an annual 300 000 euro appropriation of the budget of the criminal sanctions field allocated to research and development. The scientific and development communities can apply for project funding approximately once a year. The decisions of funded projects are made by the Criminal Policy Department of the Ministry of Justice after hearing the Criminal Sanctions Agency.

The Criminal Sanctions Agency is responsible for the contracts, co-ordination, and monitoring of the projects.

In 2008, the focus was on projects that concerned the occupational wellbeing of the personnel, the reform of fine default imprisonment, and the reintegration of criminal sanction clients into society. In the year under review, a total of 18 applications arrived of which five were granted funding. Some of the studies are published in the publication series of the Criminal Sanctions Agency.

Active international co-operation

Following the international development of the criminal sanctions field and reviewing the best practices are essential parts of the activity of the field. In addition, assisting other countries with the development of their sentence enforcement systems has traditionally been considered valuable.

Expert exchange and development projects

Most international development measures are carried out as projects especially in the neighbouring areas of Finland.

In the Republic of Karelia, a project concentrating on the prison work activities in the fields of agriculture and wood industry was completed in 2008. Additionally, a co-operation project with the prison administration of the Ivanovo Region in Central Russia focused on the development of community sanctions. Relating to that, a seminar on reviewing penalties as processes was arranged in the autumn 2008. Representatives of the prison administration of the Republic of Karelia also participated in the seminar.

Close co-operation with Estonia was arranged both at the level of district prisons and prisons by, among other things, arranging joint special inspections as well as training on crime prevention and investigation in prisons.

Contact with Asia and Africa

The professionals of the criminal sanctions field of Finland are in contact with not only the neighbouring areas but also Asian and African countries.

In 2008, the co-operation with the Namibian prison administration focused on supporting the community service experiment. The introduction of community service requires work in the beginning in order to receive national acceptance. The Finnish experts described the practices found the most functional in Finland to the Namibian colleagues and administrative authorities.

The co-operation with China is based on a three-year agreement between the judicial administrations of Finland and China.

International co-operation in Europe

Finnish prisons participated in civilian crisis management in the Kosovo mission of the EU (EULEX Kosovo). Finnish prison officials carried out supervision and escort duties in the target country.

The Nordic co-operation networks with annual meetings were upheld by, among others, prison building experts, probation service directors, heads of prison security, and prison education experts.

Finnish enforcement system attracts interest

Experts around the world visited Finland and familiarised themselves with the Finnish enforcement system. In particular, the arrangement of the enforcement of community sanctions, the prison and probation data systems, as well as the rehabilitating activities and programmes used in prisons attracted interest. Many visitors were also motivated by the risen prison population rate in their own country and they sought solutions to lower the rate from Finland.

Finnish experts travelled to, among others, the Nordic countries and Ireland in order to find models of the best practice.

Development of the sanction system

The officials of the criminal sanctions field are often involved in the preparation of law and statute reforms relating to the field either as consulting experts or members of working groups preparing reform proposals.

In 2008, the Probation Administration Unit of the Criminal Sanctions Agency prepared a proposal for the Ministry of Justice to revise the Community Service Act. A government proposal concerning the amendments will probably be submitted to the Parliament in 2009.

The Criminal Sanctions Agency has also been developing the internal processes of the field. In 2008, the Judicial Unit completed a report on the development of the sentence enforcement process. The report was prepared as part of the Riseala 2010 Development Project. In the report, it was proposed that, among other things, some parts of the current enforcement process should be reorganised and the information exchange between authorities should be developed. The report also included suggestions for measures to speed up enforcement.

Young offenders benefit from statute reform

In 2008, the reform of the provisions concerning the personal history reports of young offenders and the supervision of conditional imprisonment was being prepared in the Ministry of Justice as official duty. The preparation was carried out in close co-operation with the Probation Administration Unit of the Criminal Sanctions Agency.

The goal of the preparation was to replace the outdated and insufficient provisions with an act on the determining of the situation of a young person suspected of an offence and an act on the supervision of conditional imprisonment. Simultaneously, the Young Offenders Act would be repealed.

In consequence of the reform of the provisions, the determining of the situation of a young person suspected of an offence would consist of a social report made by the social services and a sanction report drawn up by the Probation Service. The sanction report would be an assessment of the effectiveness of the sanction on promoting the social coping of the young person. The act would also lay down provisions on the duties and competence of the pre-trial investigation authority, prosecutor, and court in the different stages of the criminal proceedings of a young person.

The act on the supervision of conditional imprisonment would issue provisions on the meaning and content of supervision, the ordering to supervision, the legal status of the supervised person, and the duties of the supervisors and the assistant supervisors. The purpose of supervision would be to support the coping of young offenders and prevent them from committing offences. The reform would also review the duration of the supervision.

Obligator medical treatment to prevent sexual offences

A working group appointed by the Ministry of Justice in 2008 prepared a report on including medical treatment aimed at sexual offenders in the enforcement of unconditional imprisonment.

In the proposal of the working group, the medical treatment would be applied to offenders who have been convicted of, for example, aggravated rape or aggravated sexual exploitation of a child. The medication would be mainly used together with psychosocial support.

The medical treatment should always be based on the voluntariness of the convicted sexual offender. According to the proposal of the working group, the medical treatment would be connected to supervised probationary freedom and parole. In practice, prisoners would start the medical treatment already during the prison term. Linked to the medical treatment, the prisoners would participate in the prison's programme that aims to reduce sexual offences.

Prison services in 2008



Own Home Project against the homelessness of released prisoners

Homelessness or the threat of it is a distinct factor increasing the risk of recidivism. Approximately one third of sentenced prisoners arriving in prison annually have no fixed abode.

The Own Home Development Project was launched in the Criminal Sanctions Agency in 2008. It focuses on improving the supported housing services of homeless released prisoners. In addition to prisoners, the project also concerns probation service clients who need housing services.

Functional alternatives for residential homes

The Own Home Development Project is part of a programme to reduce long-term homelessness approved by the Finnish Government for the period 2008–2011. The objectives of the programme are to halve long-term homelessness by 2011 and to develop more effective measures to prevent homelessness. The target group of the project consists of adults with mental health and substance abuse problems, people with multiple illnesses and conduct disorder, juveniles with drug abuse problems, as well as released prisoners and probation service clients. The starting point of the implementation is a rent-based or care-based accommodation connected to a necessary individual support. Residential homes will be abandoned and renovated into subsidised housing units.

The Criminal Sanctions Agency participates in the co-ordination of the Own Home Project and provides required expertise in the area of criminal sanctions to local authorities involved in the implementation of the project. The cities involved in the project are responsible for arranging accommodation places and, in co-operation with the involved organisations, the housing services.

Clients' special needs under review

The goal of the Own Home Project is to review the special needs and the most common problems connected with the housing of the prison and probation service clients. The problems may be, for instance, rent arrears caused by difficulties with life control or life situation as well as disturbing behaviour leading to evictions. One of the main reasons to lose housing is weakened general ability to maintain accommodation due to, among others, an untreated substance abuse problem.

At individual level, improving the housing situation of released prisoners and probation service clients is promoted by recognising the factors exposing to homelessness and intervening in them already during imprisonment. In the Own Home Project, the aim is to define the activities of the prison and pro-

bation services supporting housing, such as rehabilitating activities concentrating on the development of everyday skills.

Housing paths for released prisoners

The service systems and practices of the cities are also described in the project. The goal is to create planned housing paths for released prisoners as a specific group. This requires specifying the guidance to services, which are connected with housing, and defining the criteria based on which the released prisoners and probation service clients are referred to subsidised housing units.

The cities that have drawn up the letters of intent to ensure their involvement in the programme to reduce long-term homelessness are Helsinki, Espoo, Vantaa, Tampere, Turku, Lahti, Kuopio, Joensuu, Oulu, and Jyväskylä. The aim is that, by 2011, there are approximately 1 250 homes or subsidised housing units to allocate to long-term homeless people. In the case of released prisoners and community sanction clients, the significance of preventive work has been evaluated to be high.

Security and supervision

The security of the operating units of the prison services consists of several factors. According to the Act on Imprisonment, the enforcement of imprisonment has to be arranged so that the enforcement is safe to society, prison personnel, and prisoners. The goal is pursued by focusing on skilled personnel and a transparent enforcement process as well as by taking care of the structural security and supervision of prisons.

Prison security improved

In recent years, particular attention has been paid to reducing violence against both other prisoners and the prison personnel. The health care personnel reported 56 (64 in 2007) occasions of violence between prisoners. The number of prisoners isolated of their own will, i.e. so-called vulnerable prisoners, was on average 201 (255).

On the other hand, the number of reports on threats or acts of violence against the personnel increased in 2008 compared with the previous year. This can be partially explained by the higher reporting activity. The reports on acts or threats of violence are made by the employees who have been the targets of violence.

If prisoners breach the prison order or the conditions of a prison leave, civilian work permit, or study permit, they may be imposed a disciplinary punishment. In 2008, a total of 1 293 (1 222) disciplinary punishment were imposed in prisons.



most cases, the escaped prisoner had just taken advantage of the situation.

Unauthorised leaves from open institutions are not considered escapes unless a prisoner escapes from under the immediate supervision of a prison officer, for instance, during escorted transport. The number of unauthorised leaves from open institutions remained at the same level as in the year before even though the share of prisoners placed in open institutions has increased.

Security strategy

The security strategy project, which was launched in the spring 2007 and concerned internal prison security, was extended to cover the personnel of the Probation Service in 2008.

Connected to that, a security strategy project group of the criminal sanctions field was established in 2008 and given a task to draw up a comprehensive security strategy for the whole criminal sanctions field. The security strategy is due to be completed by the end of 2009.

The security strategy work also included appointing a steering group and regional working groups of the security work quality control. The goal of the quality control project is to prepare a quality control handbook guiding the supervision work by the end of 2009.

Reform of the prisoner transport routes

A report on the usage, costs, and development needs of the prisoner transport routes prepared as part of the government productivity programme was completed in 2007.

The introduction of the district prison system in 2006 changed the use of prisoner transports and created a need to reform the prisoner transport routes. A working group was established to plan the reform and design a new network of transport routes, which was more cost-effective and suitable for the changed situation.

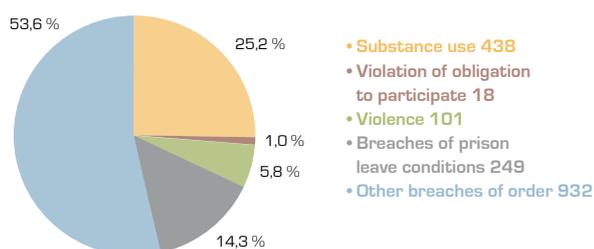
The working group completed its task in June 2008. The reform of the transport routes led to, among other things, discontinuing the prisoner train car connection on the main railway route and replacing it with bus routes. Additionally, other routes were changed so that they are more based on the consideration of the need.

Besides the cost savings, the reform also improved the level of security because there was no longer a need to exchange prisoners at the railway stations. In the new system, prisoners can be mainly changed from one route to another inside prison premises. The new prisoner transport system was introduced on 1 February 2009.

Severe breaches of the prison order, such as drug offences, escapes, and violent offences, are always reported to the police. During the year, 269 reports of offences were made, which is 75% more compared with the previous year. There is no single reason for the development.

The threats posed by organised crime against the prison security and other prisoners were still reduced. In addition, the co-operation between authorities in the investigation of organised crime was intensified. The abilities of the personnel to recognise and prevent crimes in prison were improved by organising local training together with the police.

Discipline in 2008 (N = 1 738)



More escapes

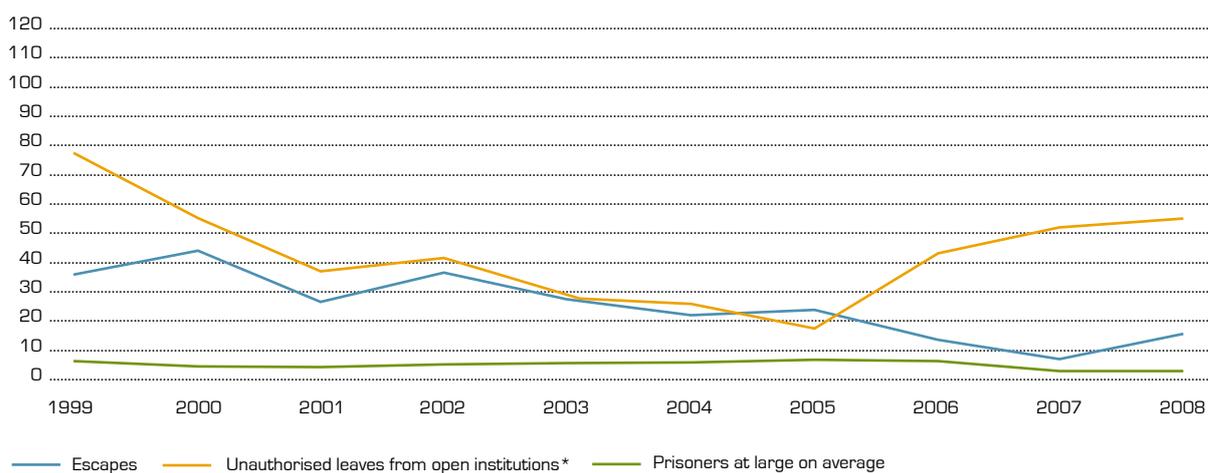
Escape and attempted escape are punishable by the Penal Code. In the year under review, the number of escapes and attempted escapes increased. A total of 14 (6) prisoners escaped from closed prisons and eight of them from inside prison walls. This means that 1.4 prisoners per 100 000 prison days escaped from prison in 2008.

At the end of the year, three prisoners were at large. There is no single reason for the increased number of escapes. In

Prison population in 2004–2008

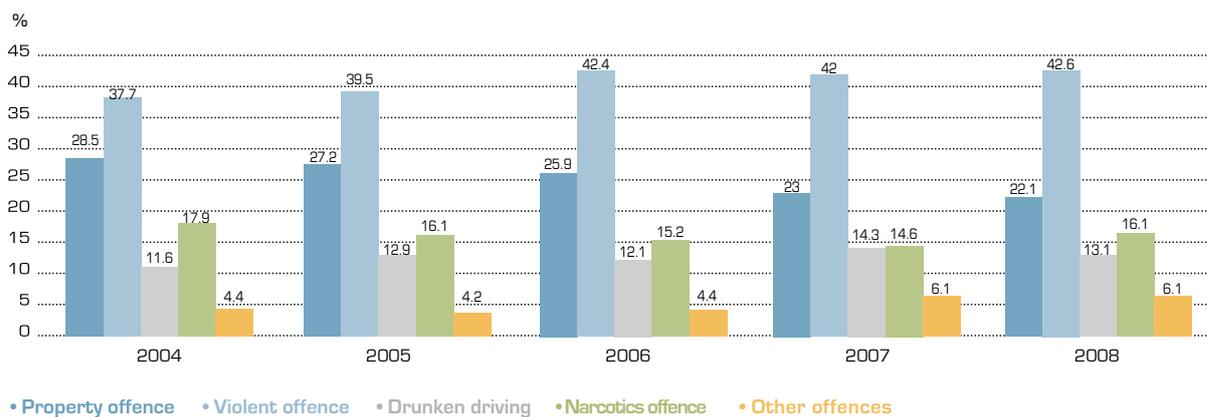
	Prison population at the end of the year	Average daily prison population	Fluctuation range of the prison population yearly	In freedom before the enforcement of the sentence	Released prisoners	Released in total (including remand prisoners)
2004	3 535	3 577	410	6 575	5 537	6 322
2005	3 883	3 888	327	7 552	6 230	7 063
2006	3 477	3 778	582	7 292	6 860	7 672
2007	3 370	3 551	388	7 303	6 407	7 352
2008	3 457	3 526	183	7 321	6 201	7 196

Escapes, unauthorised leaves from open institutions, and prisoners at large in 1999–2008



*In addition, three unauthorised leaves from rehabilitation institutions in 2006, nine in 2007 and nine in 2008. Before 1 October 2006, unauthorised leaves from rehabilitation institutions were recorded as escapes.

Principal offences of sentenced prisoners in 2004–2008 (1 May)





Activities

The activities arranged in prisons aim to promote prisoners' abilities to live without crime by improving their working and functioning capacity and supporting, among other things, abstinence from substances. Prisoners are obligated to work, study, or participate in some other activity during their prison term. In 2008, an average of 1 760 prisoners (49%) participated in activities which is slightly more than in the previous year. The participation in activities is calculated based on the hours of paid activity allowance and wage. The regular working and activity time is 35 hours per week in closed prisons and 38 hours 15 minutes in open prisons.

The percentage of participation in activities is decreased by, among other things, that the daily schedules of some wards include less than 35 hours per week of work and other activities. In 2008, approximately 14% of the daily prison population was sick, in court, being transferred to another prison, on a prison leave, in solitary confinement, or for some other reason prevented from participating in activities. All in all, 69% of the 8 311 prisoners who had been in prison during 2008 participated in activities at some point of their sentence.

Work activity

A total of 68% percent of the activity days were workdays carried out as either orientating work arranged by prisons, or production work, domestic care and real estate maintenance, work in open work colonies, and civilian work outside prison. The most common fields of production work arranged in prisons include carpentry, wood construction, agriculture, metal work, packing and assembly, as well as sign production. In the course of the year, a total of 3 083 prisoners worked in those fields.

Work activity is a target-oriented part of the rehabilitation practised in prisons as well as a fixed part of their daily schedules. In Finland, prison work places have mainly been arranged by prisons. The advantage of this so-called decentralised work acquiring is the possibility to create networks with the local economy. Functional connections with the nearby companies and consumers generate versatile work opportunities. Consequently, in most work places, it is also possible to offer prisoners adequately demanding tasks that are suitable for completing a competence-based qualification or parts of a qualification.

The greenhouses of Kerava Prison also produce plants for sale.

Prison products to consumers from prison outlets

Products manufactured in prisons as work activity are sold both as subcontracted products and directly to private consumers. Products sold directly to consumers are available at six prison outlets in Finland. There are outlets in conjunction with the Mikkeli, Oulu and Vaasa Prisons, in the Jokela and Kerava Prisons as warehouse store type outlets, and in Turku as an outlet shared by the prisons and the work centres of the City of Turku. Product sales in Kuopio were shifted to the outlet of a regional work training foundation at the end of 2008.

Approximately 10 per cent of the income from work activity is derived through the sales of products in the outlets. However, sales to consumers carry greater significance than what the income received suggests. Direct contacts with consumers give valuable feedback on the actual products and enable the manufacture of small product lots. The outlets also provide a channel to communicate the prison services to the public. An outlet in the centre of a town reflects the fact that the prison services are part of the functions of society.

Visibility at fairs also brings visibility to prison services

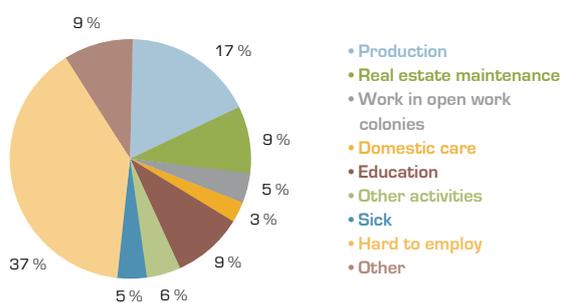
The marketing of products made in the prisons is promoted by participation in various fairs. The fair event in 2008 was the Farmari 2008 agricultural fair arranged in Lahti at the turn of July and August. The Prison Service had a large and versatile stand at the fair.

In addition to presenting and selling the products, the stand also presented opportunities to be employed in vocations within the prison services, and the work of the Assessment and Allocation Units. The design and implementation of the stand, which attracted much positive attention, were in the hands of the District Prison of Southeastern Finland and the Mikkeli Prison.

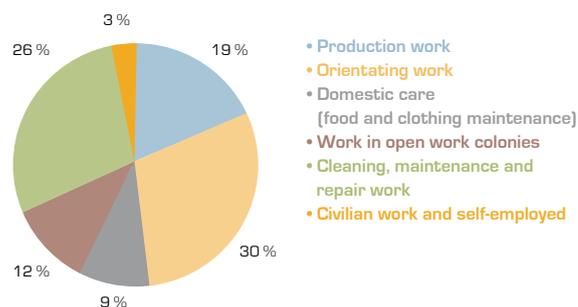


In the Farmari 2008 agricultural fair, the most popular products of our stand were the summer and garden furniture, light log buildings such as playhouses, as well as games, cutting boards, and textile products, which are the all-time favourites of the smaller products.

Prisoner activities on weekdays in 2008
(N= 1 760 prisoners per weekday on average)



Daily average of prisoners participating in work activities in 2008 (N= 1 199) based on prison days

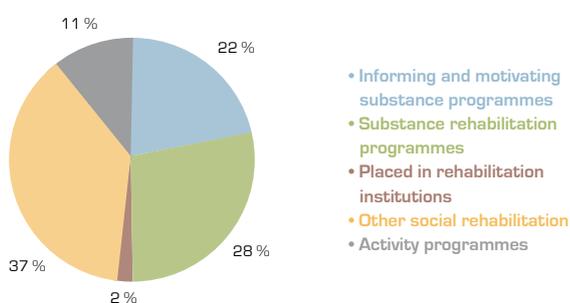


Rehabilitating activity

In 2008, a total of 1 836 prisoners participated in substance rehabilitation programmes, activity programmes aiming to reduce recidivism, and other social rehabilitation programmes.

The actual substance rehabilitation programmes were attended by 636 prisoners, the activity programmes aiming to reduce recidivism by 262 prisoners, and other social rehabilitation by 937 prisoners. In addition, 37 prisoners were in an outside substance treatment institution or some other rehabilitation institution.

Prisoners participating in rehabilitation programmes in 2008 (N = 2 526)



As a by-product of forest work, prisons produce, among other things, firewood for sale.

Activity programme accreditation procedure

The criminal sanctions field uses numerous activity programmes, which aim to support the rehabilitation of people serving their sentences and their reintegration into society.

Since 2002, the Criminal Sanctions Agency has applied an activity programme accreditation procedure. The purpose of the accreditation procedure is to ensure that the activity programmes designed for the clients of the criminal sanctions field reduce social exclusion and recidivism in accordance with the Act on Imprisonment.

Accreditation is a multiphase process in which a separate accreditation group evaluates a programme and its different development phases. The aim of the accreditation is to ensure both the effectiveness of the programme and its uniformity enabling nationwide use so that the results of the programme can be evaluated reliably.

In 2008, the general policies of the programme work of the criminal sanctions field were prepared in the Criminal Sanctions Agency. The main goal is that, by 2010, all the programmes used in the field have completed the accreditation procedure.

Studying

Education arranged in prisons is organised in co-operation with outside education institutions. Both general (basic education and general upper secondary education) and vocational upper secondary education are available. University studies are possible as independent distance learning.

Prisoners can study in contact teaching groups or independently. In addition, prisoners may be allowed to study in an education institution outside the prison if the conditions of the study permit are fulfilled. In 2008, approximately 70% of the studies were carried out in contact teaching groups.

In 2008, the average daily number of prisoners participating in education was 330. The number also includes 68 prisoners who had study permits to study outside the prison. All in all, 3 015 prisoners participated in education in 2008.

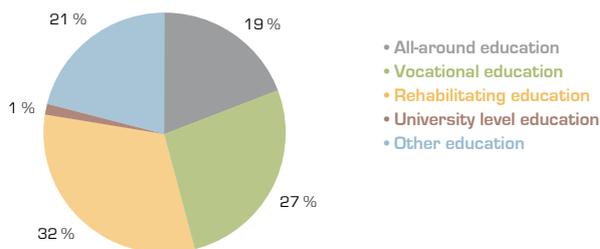
In the course of the year, 521 prisoners participated in general education, 753 prisoners participated in orientating and rehabilitative education (orientating and rehabilitative education and instruction as well as other orientating education), and 908 prisoners participated in vocational upper secondary and further education and training. A total of 187 prisoners studied outside prison.

The most popular fields of vocational education were construction, mechanical engineering, and metal engineering. Information and communication technology included in vocational further education was also popular. Approximately 95% of the courses were completed successfully.

In 2008, a total of 29 prisoners received a certificate of completing basic education and six prisoners completed the upper secondary education syllabus and/or the matriculation

examination. Additionally, 35 vocational upper secondary qualifications and seven further vocational qualifications were completed of which 15 were carried out as apprenticeship training. One prisoner completed a polytechnic degree and three prisoners a master's degree.

Prisoners studying in 2008
(N = 2 792)



Prisoner health care

The Prison Health Care Services continued to operate as a separate unit for a second full year. The directive unit coordinating the prisoner health care moved to new premises in Hämeenlinna in March 2008. The prisoner health care organisation consists of five district health care units, two hospitals, a dental care unit, and a medicine dispensary that were determined to be budgetary responsible.

Statutory health care services for prisoners

The Prison Health Care Services offers prisoners necessary basic health care services including dental care. The health care services are arranged in accordance with the law and in compliance with the statutes on guaranteed treatment. In practice, all psychiatric specialised medical care is produced by the Prison Health Care Services in polyclinics as outpatient care and in the Prison Mental Hospital, which has 48 beds for men and six beds for women.

Prison hospital provides basic hospital care. Somatic specialised medical care has mainly been bought from the hospital districts. The Prison Hospital has 50 beds 12 of which are mainly for psychiatric female patients but, if necessary, also for somatically ill women. In addition, consultation receptions of various medical specialists have been held at the polyclinic of the Prison Hospital. Due to the shortage of nurses and doctors that has continued since the beginning of the operations, it has not been possible to use the Prison Hospital in nowhere near its full capacity.

Increase in the number of treatment days

Taking into account the care resources, the access to nurse appointments was fulfilled well in 2008. A brief health examination and medication check was arranged for new prisoners within three days of arrival in prison if necessary. A more thorough arrival interview and examination of the state of health were arranged for all prisoners within two weeks. The doctors' services at the polyclinics were partly produced by the Prison Health Care Services and partly bought as outsourced services. Emergency treatment was also outsourced.

In 2008, the Prison Hospital carried out 337 treatment periods, which added up to 12 552 inpatient treatment days. In the Prison Mental Hospital, there were 461 treatment periods which amounted to 14 691 inpatient treatment days. There was an increase in the number of treatment periods and days both in the Prison Hospital and the Prison Mental Hospital compared with 2007. In 2008, the dental care registered 9 301 patient visits, which was nearly 300 less than in the previous year.

The Prison Health Care Services stayed within the budget of 14.5 million euro allocated to its operation in 2008. The amount budgeted for salaries was exceeded but, on the other hand, savings were made in operating expenses and in the costs of outsourced services. Due to the smallness of the prison population, predicting the costs is challenging. Especially the amount and costs of outsourced specialised medical care can vary significantly every year.

Operation planning, co-operation, and research

A prison hospital working group appointed by the Criminal Sanctions Agency in 2008 was set out to plan the future operations and the space solutions of the Prison Hospital. It was decided that the women's psychiatric unit of the Prison Hospital was combined operatively with the Prison Mental Hospital. In addition, the Criminal Sanctions Agency decided to reduce the number of beds to 36 in the Prison Hospital. The changes will enter into force on 1 January 2009. The health research of the criminal sanction clients launched in 2005 was continued in 2008. The researchers involved in the project started to work with their individual parts of the research. The preliminary results of the research were presented in a seminar on the health research of the criminal sanction clients held at the end of the year.

Acute psychiatric hospital care of prisoners

The Prison Mental Hospital is responsible for the acute psychiatric hospital care of prisoners in the whole country. The hospital treats, among other things, different types of psychoses, deep depressions, anxiety disorders, adaptation disorders predisposing to suicide, and states of delirium threatening the

life of prisoners arriving in prison. The hospital also prepares mental examinations (2008: 6) and assessments of the level of dangerousness (2008: 1) ordered by the court.

The operation of the Prison Mental Hospital is divided into two units located in Turku and Vantaa. The average treatment period was five weeks in the Turku Unit and four weeks in the Vantaa Unit. After receiving help, the majority of the patients return to the prison where they were originally allocated.

Round-the-clock emergency preparedness in Turku

The Turku Unit of the Prison Mental Hospital is responsible for the acute involuntary treatment of prisoners across the country. The hospital is the only prison health care unit that has round the clock emergency preparedness including weekends and holidays. That enables the treatment of all mental disorders from anxiety and adaptation disorders to psychosis and life-threatening deliriums.

The Prison Mental Hospital moved to Saramäki in the same premises with the new Turku Prison in 2007 and the hospital wards were divided into an acute ward and a semi acute ward. At the same time, the hospital also started to take in female patients who form a small group in the prison services and who have earlier been treated in the Prison Hospital and in civilian hospitals.

In Turku, the two wards have 40 places altogether and both wards have been subdivided into smaller sections for 14 and six patients. In addition, there are isolation rooms. Besides the chief physician responsible for the clinical expertise of the Turku Unit, there are also a head of department, a head of department of the polyclinic, and a specialising physician. The unit also has a psychologist, a social worker, and an occupational therapist. In addition to the physicians in a public service employment relationship, some outside physicians, who have previously worked in the hospital, contribute to emergency consultations via telephone.

The Vantaa Unit of the Prison Mental Hospital has a polyclinic and 14 beds. Due to the lighter personnel structure, the focus of the operations is more essentially on psychotherapy. Its location near the capital city of Finland also facilitates the treatment of special groups, such as HIV patients and patients from small language groups.

Both the Turku Unit and the Vantaa Unit carry out several thousands polyclinic visits to or telephone consultations with the prisons across the country annually.

Number of suicides among prisoners decreased

Comparing the suicide mortality rate with the prison population is a clear indicator of psychiatric morbidity and mental suffering.

Until the mid 1990s, around eight suicides were committed in imprisonment despite the size of the prison population. During the past 12 years, the number of suicides halved and settled in approximately four deaths per year.

Cutting oneself and eating sharp objects, which have been typical of prisoners, have decreased even more dramatically.

Reasons for positive development under review

The reasons for the positive development have been discussed widely. It has been considered that one reason for the reduction of self-harm has been the use of ambulances with a doctor on board to treat the injuries in some prisons. This does not, however, fully explain the continuous decrease of suicides because the ambulances with a doctor on board are no longer used. The development of the general conditions or the supervision of the institutions, such as camera surveillance, has also been regarded as a strong explanatory factor.

In future, the health care of prisoners aims to find out whether or not the reduction of suicides and reported self-harm cases could be explained by the development of psychopharmacology.

Modern antidepressant medications not causing dependency are known to decrease suicides in high risk groups. In addition, the so-called second-generation antipsychotic medication calms aggressions and self-destructive behaviour better than before. Together with the qualitative development of the medication, prisons have increased the use mood stabilisers that reduce unhealthy impulsivity. By comparing the statistics on the use of these products with the other variables, it is hoped to clarify which factors are more crucial to the positive development.

A serene sunset scene with reeds in the foreground and a green title box. The sun is low on the horizon, casting a golden glow across the sky and reflecting on the water. The reeds are silhouetted against the bright light, creating a delicate, intricate pattern. The water is calm, with gentle ripples and a clear reflection of the sun. The overall mood is peaceful and contemplative.

Probation services in 2008

Jyväskylä Project builds a bridge to society

The Jyväskylä Project is a co-operation project meant for prisoners and probation clients as well as people close to them. The project is co-ordinated by the Probation Association.

The goal of the project is to create rehabilitation continuums to prisoners and probation clients in the regions of Jyväskylä and Iisalmi as well as to develop the necessary substance rehabilitation, housing support, and work rehabilitation services especially in form of co-operation networks.

Family as a resource

Including the network of family and other close people in the project has proven to be a good work form in the rehabilitation of prisoners and probation clients and in their reintegration into society. One of the employees of the project concentrates on the work with close relationships and functions as a mediator between the family of the offender and the authorities.

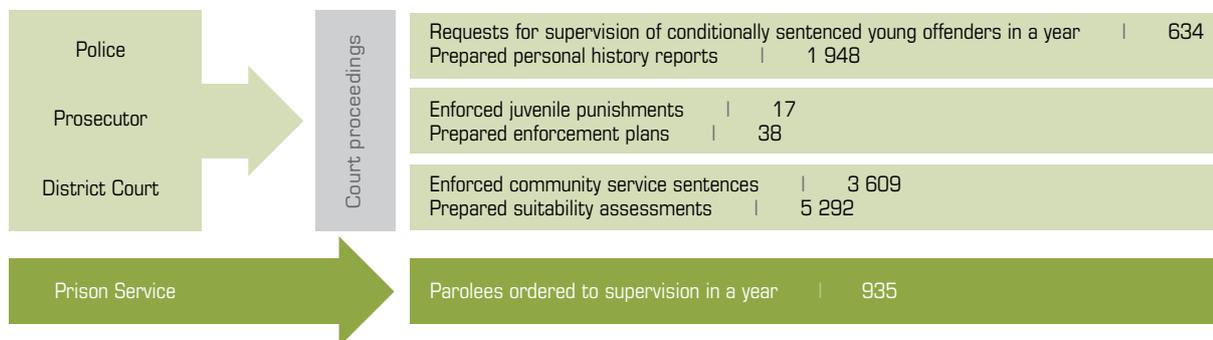
Supporting the family promotes the coping of the offender and the wellbeing of the whole family. The clientele group has become more and more versatile; besides the spouses and partners of offenders, there are also the parents of young offenders.

Project worker as an interpreter between the sentenced offender and the authorities

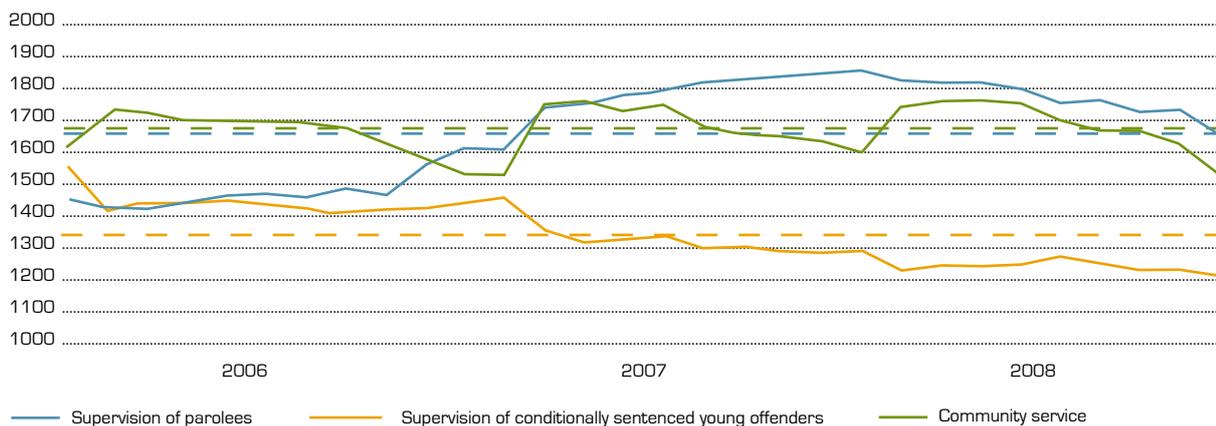
The work effort and consultation support of an employee of the Jyväskylä Region Substance Abuse Service Foundation in prisons and in the Jyväskylä District Probation Office has been unique in Finland. The project worker has worked one day a week in the Jyväskylä District Office of the Probation Service where the project worker meets clients and gives the employees of the office consultation support in substance abuse matters. The project worker also meets prisoners and, if necessary, gives guidance in relation to substance abuse and services to the prison personnel.

In the housing subproject of the Jyväskylä Street Mission, it was noticed that the supported housing tailored for released

Enforcement of community sanctions and prepared expert statements



Changes in the average daily number of community sanction clients in 2006–2008



prisoners also creates preconditions to cope with other everyday matters.

In the Iisalmi region, the individually planned and realised guidance to services has been active. Together with the clients, they have prepared the upcoming prison term and contacted debt enforcement authorities and the assessment and allocation unit. The client meetings have mainly been arranged in the service places, the bureaux, and the clients' homes. In the course of the year, they also developed an orientating group activity model for community service clients. A new challenge is to develop a vocational peer support group for community service clients.

Besides the Jyväskylä District Probation Office of the Probation Service, also the Tyynelä Rehabilitation and Development Centre, the Jyväskylä Region Substance Abuse Service Foundation, the Jyväskylä Street Mission, and the Iisalmi Youth Support are involved in the project.

Probation services in the everyday life of the community

In the Finnish community sanction work, the duties of the Probation Service include both control duties, such as intervening in the breaches during enforcement, and interactive work aimed to influence recidivism carried out with the client. Additionally, the clients are assisted in getting the services they need from society, such as substance rehabilitation. Mere authoritative work is not always enough nor does it attach a person to the community.

In community sanction work, it is often necessary to involve the civil society in the work. The workplaces of both the public administration and the private organisations offer community service clients service places where the offenders may for the first time in their lives experience success in completing a task or belonging to a work community.

Especially in sparsely populated areas far away from the nearest offices of the Probation Service, it is difficult to create a functional and interactive relationship with the clients. In Finland, the probation service work involves many private persons who are willing to work as assistant or private supervisors of sentenced offenders in these kinds of situations. The assistant supervisors represent the normal community and can, for their part, support the clients' aspiration to serve their sentence and avoid reoffending in future.

The Probation Service is responsible for community sanction work and has a daily average of 4 500 clients who vary from

15 year-old teenagers to mature seniors released from prison. In order to carry out its duties, the Probation Service has offices across the country and nearly 300 government employees. The involvement of other public bodies, organisations, and private persons in the enforcement of community sanctions is a part of the nature of the work and a precondition for its success.

Time-out for young offenders caught in the cycle of violent offences

A four-year development project called Aikalisä ("time-out") of the Helsinki Mission and the Helsinki District Probation Office is meant for young offenders, who have committed violent offences outside home. The project aims to intervene in the formation of a cycle of violent offences as well as to reduce the risk of recidivism among young offenders.

In the Aikalisä Project, the Probation Service co-operates with the organisations of the social field. Since 2006, the Helsinki District Probation Office has directed 26 clients of all community sanction types to the Aikalisä Project and 16 of them have started in the project. In addition, 12 clients have been directed to the project from prisons.

The project helps the young offenders to attach to the community through practical activities, such as work or free-time activity. Therapeutically oriented work form aims to develop the values, the behaviour and thinking patterns, as well as the attitudes of the young offenders in order to lower the number of acts of violence. The work realised within the scope of the project is connected with the client work carried out by the Probation Service, which also supports the rehabilitation of the young offenders.

Although the young offenders taking part in the project are often difficult to reach and poorly motivated, the Probation Service considers this form of co-operation a good method of influencing the risk of committing new violent offences among young offenders.

Occupational safety in the enforcement of community sanctions

The Probation Service has 30 probation offices across the country for meeting probation clients. In 2008, the daily average of probation clients was 4 715 in addition to which the probation offices were visited by 4 783 clients requiring an assessment statement on themselves.

The Probation Service has paid particular attention to the prevention of threatening and dangerous situations during the client meetings. In the past few years, the structural safety of the offices has been improved. In 2008, three district offices of the Probation Service moved to appropriate premises where the occupational safety issues have been taken into account already in advance.

Appropriate premises and trained personnel

In most district offices, it has been possible to build a waiting area for the reception of clients that is separate from the other office spaces. There are also emergency exits added in the reception rooms in the client areas.

In 2008, a total of 20 reports on threatening and dangerous situations were made in the Probation Service. It is eight reports more than in the previous year. In half of the cases, the threat was posed by a person with a considerable criminal background released from prison on parole. The other half of the cases was connected with community service. Usually, the situation became critical due to a negative or presumed negative suitability assessment. The intervention of an employee to the breaches of community service conditions may also have led to a threatening situation.

The reception of clients is always planned and scheduled beforehand. Clients, who are under the influence of substances, are not let in the reception area and the condition of the clients is verified with the help of camera monitoring. In 2008, none of the client situations, which had turned threatening, led to serious consequences and the situations were calmed down with the help of the professional actions of the employees.

Programmes

The programmes used in community sanction work are short and their motivation to change is highly emphasised. Long programmes are not suitable for the probation services because community sanctions are relatively short. The used programmes are based on the idea of motivating intervention in criminal behaviour.

Shortness of the sentences causes challenges to programme activity

The use of programmes has not increased in the probation services as expected. A programme was included in 177, i.e., 3.3% of the community service sanctions and supervisions completed in 2008. Programme work was used in 3.9% of the community service sanctions, 3.4% of the supervisions of conditionally sentenced young offenders, and 1.6% of the

supervisions of parolees. The general goal of the use of programmes was five percent in 2008.

The low use of programmes can partly be caused by that the offenders sentenced to community sanctions may use the general treatment and rehabilitation services of the society due to the nature of the sanctions. Therefore, it is not practical to, for example, provide separate rehabilitation activities for substance rehabilitation. On the other hand, the participation in a separate programme would make the community sanction more demanding to the sentenced offender due to the time required to spend on it. The preparation and follow-up of a programme carried out in freedom would also bind more of the personnel's time than normal probation work.

Sanctions develop along with the society

In addition to the co-operation projects in Finland, the Probation Service also offers its expertise to other countries by actively participating in the development projects of the penal systems of the co-operation countries.

Development of community sanctions in Russia

The Criminal Sanctions Agency has been participating in the realisation of a community sanction development project in Russia since 2005. At the beginning, the work concentrated especially on community service and the development of its practices.

Gradually, the project was also extended to cover other alternative sanction forms. In 2008, the focus of the development work was on sanctions as a comprehensive process.

The implementation of the project has been concentrated on the Ivanovo Region. Encouraged by the extremely committed co-operation partners and the good experiences from the project, it has been planned that the project in the Ivanovo Region would be the leading project of the development of community sanctions in Russia.

Young community sanction tradition is open to new ideas

In Russia, alternative sanction forms have a short tradition and, thus, the empirical knowledge on the practices and administration of alternative sanctions offered by Finland is accepted with interest. In addition to the administrative procedures, the Russians were also interested in the data systems, the practical supervision procedures, and the basic nature of community sanction work of the Finnish probation services.

To the surprise of the Finnish party, the co-operation partners in the Ivanovo Region have considered that the best result of the co-operation has been the change of focus in the local community sanction work. Previously, the enforcement of community sanctions emphasised supervision; now, a strong social viewpoint has been included in the work.

The goal of the project is to introduce certain community sanction practices discovered functional in the Ivanovo Region to wider use in Russia. The partners in the Ivanovo Region have planned to establish a small training centre where they would arrange courses related to community sanctions and continue the development of the sanctions.

Community service experiment in Namibia

The Criminal Sanctions Agency and the Training Institute for Prison and Probation Services have made a co-operation agreement for the period of 2004–2009 with the Namibian Prison Service.

The Namibian legislation on imprisonment provides for that sentences, which are under two years long, can be passed in some other form than imprisonment. They do not, however, have a separate law on community sanctions similar to, for example, the Finnish legislation. Therefore, there is a need to develop a set of statutes determining the use and content of community sanctions in Namibia.

Community service challenges short prison sentences

The goal of the co-operation between the Criminal Sanctions Agency and the Namibian Prison Service is to establish statutes on community service, realise the piloting of sentencing to and enforcing community service, and enhance personnel resources via training in Namibia.

In Namibia, a large part of sentences are under 12 months long and passed for relatively small offences. In these kinds of cases, a community sanction, such as community service, could often have a more effective influence on the offender's risk of recidivism.

The emphasis on prison sentences as the main sanction form causes constant overcrowding in the prisons of the country. In addition, the disadvantages of imprisonment are extensive in Namibia. The problems of the prisons include, among others, the high amount of severe infectious diseases, the long distances to the prisoners' own communities, and the social stigma of imprisonment.

Public opinion and training of the authorities are important

According to the recommendations of the United Nations, the use of community sanctions and especially a successful use of them require the approval of the community. This, in turn, requires that the community sanctions are considered sufficiently effective and demanding in relation to the committed offence. They cannot endanger the feeling of safety of the community either.

In the Namibian pilot project on community service, the Criminal Sanctions Agency and its Probation Administration have focused on sharing information on community service and shaping the public opinion more favourable to community sanctions.

Attention has been paid to the training of the authorities such as the magistrates of the courts of first instances so that they would know of community service and use it as one possible sanction form. As there is no actual law on community service, resources are not, in practice, directed to the support structure of the enforcement of community service and, thus, the sanction form is largely carried out as voluntary work.

A photograph of a sunset over the ocean. The sun is low on the horizon, creating a bright, shimmering path of light across the water's surface. The sky is a mix of soft orange and pale yellow. In the foreground, the dark, silty water of a beach is visible, with the sun's reflection shimmering on it. A semi-transparent orange rectangular box is overlaid on the left side of the image, containing the text "Personnel and Finances" in white.

Personnel and Finances

Personnel

The year 2008 was challenging from the point of view of the personnel's coping at work due to the organisational reforms included in the Riseala 2010 Development Project as well as the goals set in the government productivity programme to reduce the amount of person-years.

Personnel structure

Based on the data on 31 December 2008, the Criminal Sanctions Agency employed 94 people, the Prison Service 2 603 people, the Training Institute for Prison and Probation Services 27 people, and the Probation Service 265 people all of whom added up to 2 989 employees.

In the Prison Service, the personnel structure is characterised by a high share of supervision personnel (about 2/3) and a wide variety of duties and job titles (77 altogether). Hence, the personnel structure of the Prison Service differs greatly from the personnel structures of the Probation Service and the Criminal Sanctions Agency.

In 2008, the average age of the personnel working in the criminal sanction field was 44 years, which was slightly higher than in the previous year. The average age of the personnel of the



The video conferencing equipment introduced in the criminal sanctions field saves substantially both time and costs. In 2008, the travelling costs of the field decreased by five percent partly due to the video conferences.

Criminal Sanctions Agency was 50.3 years, which was the highest of the whole field. In the Prison Service, the personnel's average age was 43.9 years, in the Training Institute for Prison and Probation Services 50.3 years, and in the Probation Service 42.5 years.

Number of personnel based on units and duties on 31.12.2008 and person-years in 2008

	Men	Women	Total	Person-years
PROBATION SERVICE	56	245	301	271.39
ADMINISTRATION		28	28	27.3
MANAGEMENT	5	10	15	14.36
CLIENT WORK	51	206	257	229.48
REAL ESTATE MAINTENANCE		1	1	1.12
WORK SUPERVISION				0
CRIMINAL SANCTIONS AGENCY	30	61	91	85.95
ADMINISTRATION	27	57	84	76.53
MANAGEMENT	3	4	7	9.59
RSKK*	12	18	30	47.48
ADMINISTRATION	2	7	9	8.7
MANAGEMENT	1		1	1
GUARDING AND SUPERVISION (prison officer trainees)				19.58
EDUCATION REHABILITATION, SOCIAL WORK	9	11	20	18.3
PRISON SERVICE	1 783	998	2 781	2 695.7
ADMINISTRATION	37	184	221	215.5
MANAGEMENT	61	26	87	83.84
GUARDING AND SUPERVISION	1 268	266	1 534	1 531.79
EDUCATION REHABILITATION, SOCIAL WORK	93	181	274	242.71
HEALTH CARE	50	142	192	170.75
REAL ESTATE MAINTENANCE	57	8	65	65.78
DOMESTIC CARE	20	162	182	168.04
WORK SUPERVISION	197	29	226	223.04
TOTAL	1 881	1 322	3 203	3 100.52

* The Training Institute for Prison and Probation Services

Occupational wellbeing

The VMBaro occupational wellbeing survey of the criminal sanctions field was carried out the third time in the spring 2007. The response rate was 92.5% in the Probation Service, 84.0% in the Criminal Sanctions Agency, 81.5% in the Training Institute for Prison and Probation Services, 55.4% in the district prisons, and 40.3% in the Prison Health Care Services. The response rates of different units varied between 10 and 100 percent. In comparison to the previous year, the response rates of the Probation Service and the Prison Service rose whereas the response activity of the Criminal Sanctions Agency and the Prison Health Care Services went down by about 10 percentage points.

As in the previous years, bullying came up strongly in the results. Nearly a third of the prison service employees who had responded to the survey still told that they had observed bullying in their work community.

The VMBaro occupational wellbeing survey provides a work satisfaction index the scale of which is between one and five. In 2008, the work satisfaction index of the whole public administration was 3.29 whereas the index of the criminal sanctions field was 3.15. In the district prisons, the work satisfaction index was 3.06, in the Probation Service 3.53, in the Prison Health Care Services 3.23, in the Criminal Sanctions Agency 3.23, and in the Training Institute for Prison and Probation Services 3.42. Compared with the previous year, the work satisfaction indexes of both the whole field and all the units went up slightly.

Personnel strategy work of the criminal sanctions field

The Riseala 2010 Development Project also covers the management of the personnel resources of the criminal sanctions field. With regard to this, a working group was set up at the beginning of 2008 to draw up a personnel strategy by the end of the year.

The working group consisted of representatives of the employer and personnel organisations. The chair of the working group was the Director General of the Criminal Sanctions Agency.

The preparation of the personnel strategy leaned on an extensive background material based on which the focal points of the development requirements of the field's personnel strategy were outlined. The chosen key development measures included ensuring competence, organising work, supporting coping at work, developing management, as well as managing change.

The working group of the personnel strategy remained waiting for a Government decision on the policies of the district division reform of the criminal sanctions field because it was predicted to have significant influence on the personnel policy. The personnel strategy will be completed in 2009 based on comments requested from the units.

Personnel training

The Training Institute for Prison and Probation Services arranges training supporting the goals of prison and probation work for the whole personnel of the field. In 2008, a total of 1 171 employees of the criminal sanctions field participated in in-service training. There were 206 contact teaching days in which there were a total of 4 035 participants. All in all, 56 different training programmes were arranged.

The youth education of the criminal sanctions field training programme (Laurea University of Applied Sciences / Training Institute for Prison and Probation Services) was started by 22 new students whereas adult education was not initiated. The youth education was completed by 11 students and the adult education by eight students.

The goals concerning the content of the prison and probation personnel training are determined based on the principles and goals of the field. Personnel training refers to training with pay attended during working hours and arranged by the organisation or an outsourced service provider.

Training provides the personnel an opportunity to maintain their professional skills and develop them according to the changes in society and at work.

Number of personnel training days

	2005	2006	2007	2008
CRIMINAL SANCTIONS AGENCY	115	425	326	407
PRISON SERVICE	9 964	6 000	5 942	6 405
PROBATION SERVICE	433	2 273	2 032	2 206
TRAINING INSTITUTE FOR PRISON AND PROBATION SERVICES				220
TOTAL	10 512	8 698	8 300	9 238

Finances

Development of the information systems of financial administration

The information systems supporting financial administration have an important role in the financial planning and monitoring of the criminal sanctions field. In 2008, a new electronic budgeting and reporting system was introduced in the criminal sanctions field. The controlling of the processes of the financial administration and the management made it necessary that the financial administration received reliable and comprehensive information that the individual programmes used previously in the field were not able to provide.

As the budgeting system was introduced, the agencies of the field have been able to use the realised performance data in the preparation of budgets, which has improved the performance guidance of the field significantly. Along with providing accurate comparison data, the budgeting system enables a scheduled control of the financial process and, if necessary, even pass the user level determined in the system.

The new reporting tool produces financial indicators for the use of both accounting and management. Reporting is highly automatised with the help of standard reports adapted to suit the field. Due to the easiness to use it, it has been possible to introduce the system to all the units of the criminal sanctions field. By creating new monitoring levels, the use of the system under the monitoring of the financial administration of the Criminal Sanctions Agency has improved the cost consciousness of the agencies of the field substantially.

Financing

In the 2008 budget and supplementary budget, the operating expenses of the sentence enforcement were allocated 217.3 million euro, which was 7.9% more than in the previous year. In addition, the available appropriation transferred from the 2007 budget was 3.8 million euro. All in all, 216.6 million euro of the whole appropriation was used. The transferred appropriation to be used in 2009 was 4.5 million euro.

In 2008, a total of 8.3 million euro of income was netted to the operating expense item. Additionally, 8.1 million euro of income was accrued to the estimated revenue item of the enforcement of sentences. The income accrued to the estimated revenue item has no influence on the financial position of the agency.

The portion of the appropriation transferred to 2009 was 2.1% of the available appropriation. In the strategy of the Ministry of Justice, a reasonable level of the transferred share of the operating expense appropriation is 7 to 10%. This level is neces-

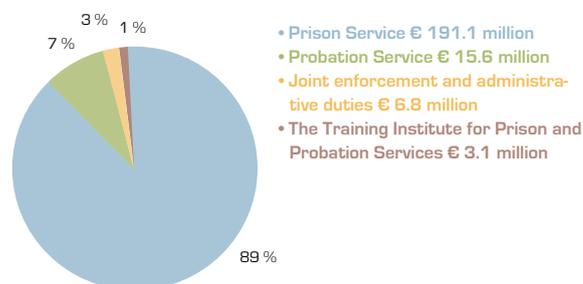
sary in order to be able to adapt to the variation of the need of services and carry out necessary development work.

Open institution work, which is part of the enforcement of sentences, was allocated 5.4 million euro of the budget. In addition, there was 1.0 million euro of available appropriation transferred from the previous years. A total of 6.1 million euro of the whole appropriation was used. The transferred appropriation to be used in 2009 was 0.2 million euro.

Operating expenses

In 2008, the operating expenses were 234.1 million euro. The increase was 12.6 million euro (5.6%) in comparison with the previous year. The personnel expenses increased by 9.0 million euro due to, among other things, the general wage increase in accordance with the collective agreement for public servants. The personnel expenses formed the largest expense item with 64.6% of the operating expenses. The rental costs of premises increased by 2.6 million euro since 2007 adding up to 15.3% of the operating expenses. Most of the rental costs are rents paid to the Senate Properties.

Operating expenses of the enforcement of sentences in 2008 (216,6 million euro)



Prison Service finances in 2008

OPERATING EXPENSES* (NET)	191.1 million euro
INCOME	16.4 million euro
AVERAGE PRISON POPULATION	3 526 prisoners
GROSS USAGE OF OPERATING EXPENSE	
APPROPRIATION PER PRISONER	54 185 euro
INCOME PER PRISONER	4 556 euro
COST OF A PRISON DAY	148 euro

Probation Service finances in 2008

OPERATING EXPENSES*	15,6 million euro
ENFORCED COMMUNITY SANCTIONS ON AVERAGE	4 450
OPERATING EXPENSES PER CLIENT	3 500 euro

*The Prison Administration and the Probation Administration are included in the operating expenses.

In 2008, the average prison population rate was 3 526, which was 25 less than in the previous year. The Prison Service used 54 185 euro per prisoner of the appropriation allocated for the operating expenses, i.e. 3 066 euro per prisoner more than in 2007. In 2008, the calculated cost of a prisoner day was 148 euro whereas, in 2007, it was 140 euro. The use of the operating expense appropriation per prisoner and the cost of a prisoner day increased by 5.9% compared with the previous year.

In the Probation Service, the operating expenses per community sanction client were 3 500 euro, which is 700 euro per client more than in 2007.

Income

The income of the criminal sanctions field was 16.4 million euro in 2008. Half of the income was derived from the prison work activities. Other significant sources of income were the sales proceeds from the prison canteen, the rent for the employee housings, and the payments for the food and keep of the prisoners in open institutions.

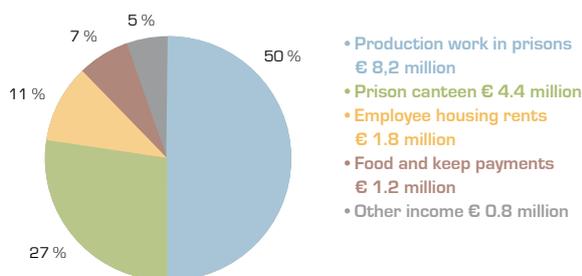
The income from the prison work activity consisted of 6.8 million euro of sales proceeds (6.8 million euro in 2007) and 1.4 million euro of other income, such as subsidies for agriculture (1.4 million euro in 2007). In addition, the prison work activity produced 1.7 million euro worth of goods and services used

by the Prison Service (1.6 million euro in 2007). The goods and services produced for the use of the Prison Service included laundry services, cell furniture, and prisoner clothing.

In 2008, the sales margin of chargeable services was 2.1 million euro (2.0 million euro in 2007). Half of the sales margin is derived from agriculture. Packing and assembly work, laundry service, textile production, and sign production also increase the sales margin. The sales margin is calculated by reducing the earnings of prisoners, material costs, outsourced services, and other direct costs from the income.

The operating margin (income - variable costs - part of the personnel costs considered separate costs of the chargeable services - capital costs) was negative.

Income of the enforcement of sentences in 2008 (16,4 million euro)



Income and expenses account

	1.1.–31.12.2008		1.1.–31.12.2007	
OPERATING INCOME				
Income from chargeable operations	11 635 582.16		12 320 743.18	
Rents and use compensations	1 939 392.50		1 939 452.12	
Other operating income	<u>2 809 257.36</u>	16 384 232.02	3 654 314.57	17 914 509.87
OPERATING EXPENSES				
Materials and supplies				
Purchases during the financial year	27 879 844.80		29 654 418.69	
Increase (-) or decrease (+) of inventories	-212 566.46		199 532.65	
Personnel expenses	139 858 181.90		130 840 247.51	
Rents	35 665 674.94		32 142 444.06	
Purchased services	22 435 862.25		19 476 205.38	
Other expenses	2 429 964.54		2 427 000.97	
Increase (-) or decrease (+) of inventories of finished products	342 583.73		11 937.26	
Production for own use (-)	-3 247 634.87		-1 739 991.26	
Depreciations	5 025 020.00		4 040 898.13	
Internal expenses	<u>3 912 612.85</u>	-234 089 543.68	4 468 975.21	-221 521 668.60
SURPLUS I		-217 705 311.66		-203 607 158.73
FINANCIAL INCOME AND EXPENSES				
Financial income	5 361.10		12 129.59	
Financial expenses	<u>-7 711.95</u>	-2 350.85	-8 561.90	3 567.69
EXTRAORDINARY INCOME AND EXPENSES				
Extraordinary income	4 842.17		207 408.25	
Extraordinary expenses	<u>-42 439.79</u>	-37 597.62	-35 689.95	171 718.30
SURPLUS II		-217 745 260.13		-203 431 872.74
INCOME AND EXPENSES OF TRANSFER FINANCES				
Expenses				
Transfer expenses to households		-22 706.79		-18 368.00
SURPLUS III		-217 767 966.92		-203 450 240.74
TAX AND OBLIGATORY PAYMENT REVENUES				
Collected value added tax	2 223 630.49		2 229 674.86	
Paid value added tax	<u>-16 504 543.71</u>	-14 280 913.22	-16 299 719.00	-14 070 044.14
DEFICIT FOR THE FINANCIAL YEAR		-232 048 880.14		-217 520 284.88

PRISON POPULATION, NUMBER OF PLACES AND NUMBER OF STAFF IN DIFFERENT PRISONS IN 2008

	Number of staff on 31th December, 2008	Average prison population			Number of places on 31th December, 2008
		Men	Women	Total	
Closed prisons					
District Prison of Southern Finland	41				
Helsinki prison	198	294 (301)		294 (301)	300
Hämeenlinna prison	156	73 (83)	82 (110)	155 (193)	174
Jokelan prison	92	110 (121)		110 (121)	112
Kerava prison	136	166 (175)		166 (175)	172
Riihimäki prison	166	228 (246)		228 (246)	223
Vantaa prison	142	197 (196)	12 (19)	209 (216)	166
District Prison of Western Finland	39				
Kylmäkoski prison	94	144 (129)		144 (129)	113
Turku prison	246	325 (321)	31 (18)	356 (339)	346
Vaasa prison	67	85 (85)	4 (4)	89 (89)	64
District Prison of Southeastern Finland	20				
Konnunsuo prison	155	194 (196)	8 (6)	202 (202)	209
Mikkeli prison	68	94 (92)		94 (93)	56
District Prison of Eastern Finland	24				
Kuopio prison	66	61 (64)		61 (65)	50
Pyhäselkä prison	64	71 (75)	16 (20)	87 (95)	87
Sukeva prison	127	167 (163)		167 (163)	176
District Prison of Northern Finland	19				
Oulu prison	83	94 (91)	11 (9)	105 (100)	87
Pelso prison	161	177 (187)	7 (7)	184 (194)	209
Prison Mental Hospital**, Turku	70				
Prison Hospital*	40				
Prison Service, Health Care Services	104				
All closed prisons together	2 378	2 478 (2 523)	171 (196)	2 649 (2 719)	2 544
Open institutions					
District Prison of Southern Finland					
Helsinki Open Prison, Vantaa		81 (71)		81 (71)	80
Helsinki Open Prison, Suomenlinna		68 (63)		68 (63)	65
Helsinki Open Prison together	49				
Jokela Open Prison Unit***		15 (14)		15 (14)	16
Vanaja Prison, Vanaja			49 (44)	49 (46)	55
Vanaja Prison, Ojoinen		43 (31)		43 (31)	46
Vanaja Prison together	34				
District Prison of Western Finland					
Käyrä Prison	32	56 (49)		56 (49)	78
Satakunta Prison, Huittinen		79 (72)		79 (72)	91
Satakunta Prison, Köyliö		64 (64)	9 (1)	73 (65)	78
Satakunta Prison together	97				
Vilppula Prison	40	60 (60)		60 (60)	66
District Prison of Southeastern Finland					
Hamina Open Prison Unit***		31 (31)		31 (31)	32
Naarajärvi Prison	50	83 (85)		83 (85)	101
Sulkava Prison	27	42 (40)		42 (40)	48
District Prison of Eastern Finland					
Juuka Prison	18	37 (35)		37 (35)	40
Kuopio Open Prison Unit***		17 (16)		17 (16)	25
Laukaa Prison	35	52 (48)		52 (48)	62
Iskola Open Prison Unit****		15 (26)		15 (26)	
District Prison of Northern Finland					
Kestilä Open Prison Unit ***		37 (41)		37 (41)	46
Ylitornio Prison	21	36 (37)	3 (3)	39 (39)	44
All open institutions together	403	816 (784)	61 (48)	877 (832)	973
Total	2 781	3 294 (3 307)	232 (244)	3 526 (3 551)	3 517

* In Prison Hospital 33 prisoners on average were treated every day.

** In Prison Mental Hospital 28 prisoners on average were treated every day.

*** The number of staff is included in the staff of main institution.

**** Iskola Open Prison Unit was closed on 1 September 2008.



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