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Stress in work. Conceptual analysis and a study on prison personnel.

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The different means of adaptation seem to lead to a situation in which some staff members have mainly a primary relation and others a secondary relation with the prisoners (80).

ORGANIZATION OF PRISONS AND THEIR FUNCTION IN FINLAND

Introduction

In the following section those characteristic features of the organization of the care of prisoners and its functions are described which regulate the work of the prison personnel and have an effect on work characteristics. Information is based on the following sources: the report, made in 1975, of the committee on imprisonment stipulations, the 1974 report of the administrative commission of the Prison Administration, and some unpublished sources of the Prison Department of the Ministry of Justice.

Central organization

The supreme state organs in Finland are Parliament, the Presidency, and the Cabinet, which carries parliamentary responsibility. Parliament directs the activity of the Prison Administration by deciding on its annual budget and passing relevant legislation. The Prison Administration is a direct subordinate of the Prison Department of the Ministry of Justice.

The Prison Department of the Ministry of Justice is responsible for the direction of the Prison Administration under the parliamentary supervision of political leadership. The head of the Prison Department is also the Director General of the Prison Administration.

The function of the Prison Department is to oversee and direct the activity of the institutions under it. It deals with the matters that pertain to administrative aspects of the Prison Administration, the execution of prison sentences, pretrial detention, and the after care of released prisoners.

Subordinates of the Prison Department are the prisons and their special divisions, ie, central, provincial, subsidiary and youth prisons, labor colonies, special se-

curity units, a mental hospital for prisoners and a training center. Where health care is concerned, the mental hospital is subordinated to the National Board of Health. Also the registered Criminal Welfare Association is under the control of the Prison Department.

The department head directs the department and has authority over a large number of matters. Part of the authority has been delegated to some officials in the Department on the basis of legislation.

The Prison Department deals with and decides matters concerning the general administration. The goal is that the central agency does not handle individual cases, but lays down the general principles. The prisons have to follow these principles and are responsible for the results.

Because of its executive function the Prison Administration is dependent on decisions made elsewhere. Differing from many other organizations — asylums, vocational schools, etc. — the Prison Administration cannot at all affect the selection of the people coming into its field of action. The number and selection of prisoners is defined by the law, the function of the police and the prosecutor, and the decisions of the courts. The Administration has to adapt its functions to changes in the number and type of prisoners. Such changes are age, sex, occupational skills, ability to work, need of physical, social and psychological rehabilitation, etc. The legal framework of the care of prisoners defines the scope of the decision making of the organization itself.

The Prison Administration has to take care of the necessary maintenance functions within the institutions, eg, nutrition, living, health care, nursing, and clothing of the prisoners. In addition its task is to arrange work, education, and leisure-time activities for the prisoners and prepare them for freedom. The care of prisoners covers many functions which in society would fall under the responsibility of other branches of public administration.

According to present views imprisonment is, as such, sufficient punishment and includes a generally preventive frightening effect. It is thought unnecessary to add any additional actions inside the prison to this preventive function.

The emphasis on the care of prisoners

has shifted from the aim to correct criminal individuals to more realistic goals. Nowadays the purpose is to affect a prisoner in such a manner that his management in future freedom is possible. The aim of imprisonment is thus to minimize the negative effect and to add possibilities for coping in freedom while also maintaining the penalization function of the prison.

Administration of prisons

The Prison Administration is over 17 prisons, the Prison Mental Hospital and the Prison Service Training Center. There are about 5,500 prisoners. The total number of personnel is about 2,300. More-detailed data on the distribution of the total personnel into various occupations are given in connection with the presentation of the empirical material of this report (part V).

Prisons in Finland

A diagram of the organization of Finnish prisons is presented in fig 6. Each prison is directed by a governor. In some matters the authority has been transferred to a collegiate board of directors. The board is composed of the governor, two assistant governors, the physician, the financial manager, three staff representatives, and a layman appointed by the Ministry of

Justice. The governor acts as the chairman of the board of directors.

The governor has independent authority over prison matters that have not been transferred to the board of directors.

The organization and activity of each prison is divided into the following sectors: administrative execution, discipline and safety, finance and prisoner work, and rehabilitation of prisoners. Each sector is headed by an assistant governor.

Along with an increasing democracy in workplaces in general, there has been a tendency to increase the participation of lower level personnel in the decision making also in prisons. The possibilities are, however, restricted by the fact that the prison administration and the work of the prison staff are greatly defined by the law and its statutes. Thus the possibilities of a single institution and an individual employee affecting the tasks and the goals of the organization are fairly restricted.

The Prison Administration has remand prisons (known as provincial prisons) and prisons in which sentences are enforced (called central prisons). This division is due to the strongly different principles in the treatment of the prisoners on remand (ie, in pretrial detention) and prisoners serving a sentence. As prisoners on remand have not yet been judged, they are not subject to the mandatory measures that apply to other prisoners. For exam-

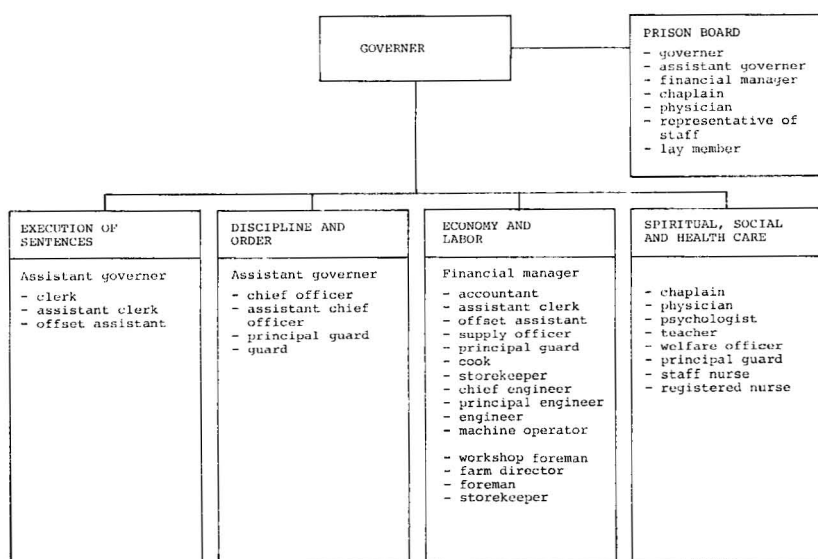


Fig 6. Scheme of the organization of prisons.

ple, prisoners serving a sentence are obliged to work and attend training.

There are seven remand prisons and ten central prisons (fig 7). The number of inmates varies from 100 to 600.

Security of prisons

Part of the prisons in Finland are closed, part open. According to the level of security the institutions are divided into maximum- and minimum-security groups. Some institutions have special security units.

There are two types of minimum-security institutions, permanent minimum-security prisons and labor colonies. One of the basic criteria in the establishment of minimum-security institutions is that trustworthy prisoners do not need to be placed under constant guard. The minimum-security institutions are intended for those serving either their first sentence or a short sentence.

Labor activity

A central feature of minimum-security institutions is the performance of work. The work carried out in permanent minimum-security prisons is primarily industrial. The most important industrial sectors are carpentry, metal work, printing, sawmill work and sewing. In addition there are arrangements for bootmaking and leatherwork, reinforced plastic work, brickmaking, and laundry work.

Ever since 1946, prisoner labor has been used in labor colony work sites. A labor colony is generally established in connection with a state construction project, eg, a road construction site, an airport construction site or public building construction sites. There are almost 600 inmates in these labor colonies.

Labor activity is, in principle, not only a characteristic of minimum-security prisons. As a rule, prisoners serving a sentence are obliged to work while in prison.

According to the recent revision of the law in 1975, the work of prisoners during their imprisonment has to be productive and useful for society. This statute has placed some new demands on the employees who take care of the labor activity in the prisons. In addition it has created new responsibilities for the economic administration of the institutions.

1. Helsinki Central Prison
2. Turku " "
3. Kouvola " "
4. Sukeva " "
5. Riihimäki " "
6. Hämeenlinna Central and Provincial Prison^{x)}
7. Kerava Youth Prison
8. Helsinki Provincial Prison^{x)}
9. Turku " "
10. Mikkeli " "
11. Kuopio " "
12. Vaasa " "
13. Oulu " "
14. Kytölä Subsidiary Prison
15. Ruittinen " "
16. Pielis " "
17. Naarajärvi " "
18. Mental Hospital for Prisoners

^{x)} Provincial Prison=Remand Prison

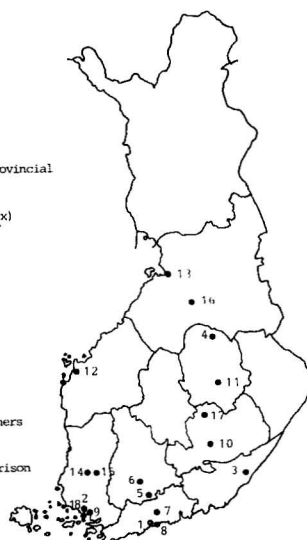


Fig 7. Prisons in Finland.

Health care

The Prison Administration's own health care staff is responsible for the health care. Prisoners who are affected by mental disorders while in prison are sent to the Mental Hospital for Prisoners or to the psychiatric ward of a prison. There are also departments for sick prisoners in various other hospitals.

According to the new law of 1975 a sick or disabled convict has to be properly nursed and rehabilitated. The obligation of rehabilitating prisoners was a new feature in the statute, and it increased the demands on the prison health personnel.

Educational services

Education of prisoners. The educational services for prisoners, as a duty of the prison administration, is based on the legislation concerning the enforcement of sentences. According to this legislation, the prisoners must be provided with suitable vocational education and any other education that is otherwise deemed necessary. The goal is the development of the prisoners' professional skills and the furthering of their placement in work or further education after release.

The goals and forms of prison education are connected with the national system of schools. The legislation on general vocational training is applied in the vocational

training given in prison, and the level and contents of this training is comparable to that provided outside the prisons.

Vocational, general, and civic training is arranged in the institutions, both as an alternative to prison work and as a leisure-time activity.

The educational staff is partly employed by the Prison Administration.

Education of personnel. Special, and great, demands are put on the vocational training of the prison personnel, who work with people who are often socially and psychologically handicapped and who are closed in prison against their own will. Another source of demands for special training is the basis of work stipulated in the laws and other official orders.

The Prison Administration has traditionally educated most of its staff itself, primarily because of the lack of possibili-

ties to get professional qualifications in the care of prisoners in the general educational system.

The Prison Administration has its own training center. At this center, personnel may complete a Junior Guard's Course, which takes four months, a Principal Guard's Course, which takes five months, and a Senior Staff Course, which takes 2 a.

The special nature of the care of prisoners also makes further comprehensive and complementary education necessary. One of the weaknesses in the education of the prison personnel has been a lack of education in the care of prisoners for foremen, clerical staff, teachers in prison, and other special staff.

Since the collection of the present data, the inclusion of education concerning the care of prisoners into the general system of vocational education in Finland has been discussed.

Table 2. Finnish prisons and certain distinctive data (year 1976).

Prison	Type ^a	Official number of beds	Number of prisoners	Number of staff	Location ^b	Year of establishment
Helsinki Central Prison	1	458	570	252	1	1881
Turku Central Prison	1	484	499	236	1	1862
Konnunsuo Central Prison	2	248	488	154	1	1918
Sukeva Central Prison	2	314	494	177	3	1915
Riihimäki Central Prison	1	389	556	146	1	1929
Hämeenlinna Central and Provincial Prison						
Hämeenlinna Central Prison	1	205	217	135	2	1972
Hämeenlinna Provincial Prison	1	67	169	29	1	1830
Hämeenlinna Hospital for Prisoners	1	72	55	20	1	
Kerava Youth Prison	2	246	334	134	2	1927
Helsinki Provincial Prison	1	163	294	101	1	1888
Turku Provincial Prison	1	211	316	84	1	1890
Mikkeli Provincial Prison	1	91	96	70	1	1886
Kuopio Provincial Prison	1	71	122	61	1	1888
Vaasa Provincial Prison	1	118	145	60	1	1889
Oulu Provincial Prison	1	80	173	65	1	1885
Köyliö Subsidiary Prison	3	104	96	70	3	1935
Huittinen Subsidiary Prison	3	112	91	63	3	1935
Pelso Subsidiary Prison	2	204	329	120	3	1935
Naarajärvi Subsidiary Prison	2	140	128	68	2	1947
Mental Hospital for Prisoners	1	34	34	46	1	1908
<i>Labor colonies</i>						
Helsinki Provincial Prison						
Helsinki	4	144	119	13	2	
Suomenlinna	4	84	90	34	2	
Tikkurila	4	82	50	7	2	
Drägsby	4	80	53	10	3	
Riihimäki Central Prison						
Vihti	4	50	30	11	1	
Röykkä	4	28	26	6	3	
Nummela	4	50	49	12	2	
Turku Provincial Prison						
Käyrä	4	60	32	11	2	
Rusko	4	50	25	7	3	
Tenhola						
Kerava Youth Prison						
Järvenpää	4	50	15	17	1	
Hämeenlinna Central and Provincial Prison						
Ojoinen	4	18	28	15	1	

^a 1 = maximum security, 2 = medium security, 3 = minimum security, 4 = labor colony.

^b 1 = city, 2 = close to a population center, 3 = rural.

Prison buildings and their development

Most of the prisons in Finland date from the 19th century or from the beginning of the 20th century. The institutions are still functioning mostly in the same buildings as in the beginning of the present century.

The oldest still existing prison departments were built already before 1850. The most active period of construction was, however, the end of the 19th century, especially at the end of the 1880s. Most of the currently operating prisons were built then. The biggest institutions, the current central prisons of Helsinki and Turku, were also constructed in the 1880s.

The institutions were usually so-called cell prisons, in which the aim was to place each prisoner in a single room. Specialities during the construction period under discussion were "night cell departments," to which daylight comes only indirectly through the hallways surrounding the cell rows. These rooms are still in use in some prisons.

The first prison colonies were built in the 1920s. Since then, some of them have been changed to permanent central prisons.

As the number of prisoners grew rapid-

ly during the period of an economic crisis and the law prohibiting alcohol in the 1930s, four new prisons, specialized in agricultural activity, were built.

During the continuation war and the following years in the late 1940s the number of prisoners rose again considerably. From this period dates one prison, which acted earlier as a concentration camp for war prisoners.

Since the 1930s only a youth prison and a prison for women have been constructed, in 1965 and 1972, respectively.

Finnish prisons are still the cell type. The basic, old architectural plan with a central hallway and the cell rows on both sides was applied also in the 1930s. The subsidiary prisons have, instead, been adapted to the landscape. Instead of one big building several smaller houses have been constructed, often during successive periods.

In addition to the permanent institutions, special labor colonies have been in action in Finland since 1946. They have always been founded for a special project. Some of the work colonies have remained permanent.

Information describing the prisons and their number of personnel are given in table 2.