
9. FINLAND

Area in sq. miles . . .	150,000
Population	3,100,000
Capital	Helsingki
Population of Capital . .	202,000

Finland has a probation law 20th June 1918 (i.e. conditional sentence and conditional release) for minors and adults; also parole.

There are no full-time paid probation officers, but voluntary social workers of the Finnish Union for Prison Surveillance. There is no professional association.

There are no juvenile courts.

The Mannerheim League is a Ministry of Social Affairs in the making.

There is a new projected law for the supervision and protection of children.

The following is an official statement, emanating from the Finnish Ministry of Justice, sent by the Counsellor and Chief of Chancery and written by Mr. P. Mustala, B.A. Educational Inspector at the Board of Prisons in Finland.

A STATEMENT OF THE SURVEILLANCE OF CRIMINALS IN FINLAND

I. Conditional Judgments

There is a law of 20th June 1918 relative to conditional judgments. According to this law the courts condemning a person for one or several crimes to prison for one year at the most, or to a penalty of fines, have the authority to prescribe that the execution of the sentence be adjourned for a time of probation fixed for at least two years, but not exceeding five years. The conditional judgment is to be given only when it can be expected, with regard to the offender's previous life, the motives of his crime and the general circumstances appertaining thereto, that he will correct himself even if the judgment be not carried into effect. In passing the sentence attention is also paid to the conduct of the offender after his crime, and to his willingness

to compensate the damage caused by his crime. The court decides whether the obligation of indemnity is to be made a condition of the adjournment of the punishment. A conditional judgment is not given if the accused during the preceding ten years has been sentenced to hard labour or to imprisonment exceeding six months, or if he has during the same period undergone a similar punishment for crime earlier committed.

There are no further regulations relative to the supervision of the persons sentenced by a conditional judgment. The said law provides that a person who, before the termination of the release on probation, commits a wilful crime for which he may be sentenced to hard labour or to imprisonment exceeding three months, shall undergo the conditional punishment united to the punishment for his later crimes. In case of slight offences the court has the power to decide whether the previous judgment, conditionally passed, is to be executed or not. If the sentenced person during the probation falls into habits of intemperance, viciousness, or a depraved life, the court by which the conditional judgment was given has the authority, at the suit of the prosecutor or the plaintiff, to prescribe the punishment to be executed. Properly there are no superintendents for persons conditionally sentenced.

The Finnish Union for surveillance of prisons has since 1921 furnished the city court of Helsingfors with personal information about accused persons to whom conditional sentence can be applied. Such personal statements were procured as follows :

In 1921	in	79	cases,
„ 1922	„	108	„
„ 1923	„	119	„
„ 1924	„	131	„

Conditional judgments were given—

In 1921	in	40	cases,
„ 1922	„	57	„
„ 1923	„	61	„
„ 1924	„	77	„

At the end of 1924 the same work was extended also to the city court of Wiborg. The Union has superintended and taken care of these conditionally sentenced persons.

Generally the same person who had procured this personal information for the court has also acted as superintendent of the offenders.

There is for the present no complete information about all such persons as have received a conditional sentence.

II. *Criminals under Age*

Par. 1 of Chap. VI of the law of 19th December 1889, relative to the execution of punishments, prescribes that a child under fifteen years, sentenced by the court to an educational institution, is to be entrusted to the care of a private family for education under the surveillance of the said institution, provided that such a child, having regard to its age, bad habits, or other circumstances, is not considered more suitable for the institution itself. The families in question are for the most part selected by the educational institution, but during the last years a Union for protection of the children, called "Homes for the Homeless," has been helping in such cases.

The law concerning the governmental educational institutions of 16th May 1924 provides in its 19th and 20th paragraphs a kind of conditional release of the pupils of such an institution. The law prescribes: "If a pupil of the institution behaves well a long time or when for some other reason it is considered desirable, the director is authorised to place such a pupil before his final release for some time in the care or employment of a reliable person, for which time a compensation is paid according to special provisions." The director of the institution is to authorise some person interested in educational questions to help and support the pupil.

The educational institutions were subordinated previously to the Ministry of Justice, but at present to the Ministry for Social Affairs.

Until 1918 the pupils of the educational institutions were placed as follows:

	In private homes and employments.	The total of the pupils of the educational institutions.
In 1912 . . .	121	542
„ 1913 . . .	108	543
„ 1914 . . .	96	551
„ 1915 . . .	128	579
„ 1916 . . .	127	620
„ 1917 . . .	118	636

III. *Criminals conditionally Released*

According to par. 13, Chap. II, of the law concerning execution of punishments, a sentenced prisoner who has suffered three-fourths of his punishment, or, if he was sentenced to hard labour for life, when he has served at least twelve years, can be released in conditional freedom, if he has during his term of punishment behaved in such a manner that he can be supposed to live irreproachably in the future, and if it is certain that he will have an honest living. At first only such convicts could be released conditionally who were sentenced to at least three years' imprisonment. By the modification of the law of the 21st May 1921, the minimum time was reduced to two years. The directors of the prison propose a prisoner to be released in conditional freedom. The case is ultimately decided by the Minister of Justice. The prisoner released is to proceed immediately to live in the place fixed for him and there to report himself within three days to the local police authorities. Afterwards he is to report himself once a month during his term. During his conditional freedom the released person has to live quietly and blamelessly and to avoid intercourse with notorious persons. He is not allowed to change his domicile without important reasons and without giving notice to the police. The Minister of Justice decides upon the motion of the police authorities about the loss of conditional freedom. Further regulations concerning freedom are given by the public notice of 14th October 1895.

The total number of persons conditionally released and criminals freed from imprisonment has been as follows:

			Persons conditionally released.	Persons released after having suffered imprisonment.
In 1912	.	.	180	2,782
„ 1913	.	.	124	3,354
„ 1914	.	.	79	2,621
„ 1915	.	.	95	3,498
„ 1916	.	.	142	5,117
„ 1917	.	.	146	5,346
„ 1918	.	.	32	4,321
„ 1919	.	.	36	6,089
„ 1920	.	.	81	8,089
„ 1921	.	.	785	5,240
„ 1922	.	.	959	4,386
„ 1923	.	.	601	3,802

Persons who have lost their conditional freedom

In 1912	.	.	17	In 1918	.	.	—
„ 1913	.	.	4	„ 1919	.	.	1
„ 1914	.	.	5	„ 1920	.	.	1
„ 1915	.	.	3	„ 1921	.	.	8
„ 1916	.	.	—	„ 1922	.	.	29
„ 1917	.	.	2	„ 1923	.	.	28

A great number of the convicts liberated from the penal institutions during the last years are red insurgents of 1918, who were released in conditional freedom in pursuance of a special law after having suffered half of their term.

IV. *Proposed Reforms*

Although the laws of Finland now in force do not imply a supervision of prisoners to the same extent and in the same manner as in the Anglo-Saxon countries, the new Criminal Law Bill proposed by the Minister of Justice, as well as the Bill relative to the protection of children, include regulations to that effect.

According to the first-mentioned proposition a prisoner who is convicted to imprisonment for one year or for a longer time is to be released in conditional freedom on account of good conduct. A criminal convicted to hard labour who has completely suffered his own punishment without being conditionally released on that account is within one year subjected to the same regulations as prisoners released in conditional freedom. A criminal sentenced by conditional judgment is to be placed under the supervision of some society or private person appointed by the Court of Justice, unless there be special circumstances which render this regulation improper or impossible. There are no details as to the supervision of these convicts in private homes.

On 30th April 1921 a committee appointed by the Government published a long report relative to the establishment of a legislation bearing upon the protection of children, and this year there appeared a project for a corresponding law prepared on the basis of this report by the commission for revising the law. According to the said Bill there is in every community to be established a Board for the protection of children, which Board is authorised to take particular measures regarding :

(a) Children under sixteen years of age who are maltreated

in their parental home ; who are obviously taken bad care of, or otherwise are in danger of life or health.

(b) Children of the same age who on account of their parents' profligacy, neglectfulness, or incapacity, are in danger of becoming depraved.

(c) Children under eighteen years of age who are observed to be bad in manner, so that particular educational steps are proved to be necessary to correct their ways.

To these measures belongs, among other things, the surveillance. The Board has the authority to entrust any of its members, the head of the district, or some other suitable person, association, or foundation, with the careful control of a child's conditions of life and its conduct, and to give help and advice concerning its education. Another important procedure is protectional education, by which the law means the placing of a bad child in an asylum or an educational institution. The control generally ceases when the child enters its seventeenth year ; and for the depraved child when it reaches eighteen years of age ; in special cases at least when it turns twenty-one years. A child taken into a protectional institution is to be released conditionally when it is considered proper.

When a child between fifteen and eighteen years of age is indicted for a crime for which the law prescribes a punishment not severer than imprisonment, the court is to be furnished with evidence of the conditions in which the accused has lived and whether or not he has previously shown bad manners. The Board for the protection of children procures this information and it has to give its opinion whether the measures prescribed by the law are to be considered sufficient to mend the offender's ways. The court can summon the director or some other representative of the Board to give additional information. In case the court has ordered a child to be placed under supervision or to protective education, it is the duty of the Board to take measures provided by the law.

When the Board takes up a child and it cannot instantly be decided which treatment is the most suitable for it, the child shall be placed for some time in an asylum. The law does not prescribe any particular measures for examining the mental condition of the pupils. With a view of encouraging and of putting into use the protective surveillance of the children, the " League for Children's Protection "

of General Mannerheim arranged in 1923 courses of instruction in protective surveillance, in which about 200 persons participated. Protective surveillance has also been practised in some measure by private persons among the pupils of the associations for protection of the children in the largest cities.

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SUPPLEMENTARY INFORMATION

GENERAL MANNERHEIM'S LEAGUE FOR CHILD WELFARE

This seems to be of interest because it shows the genesis and evolution of an organisation which may develop into a State body comparable with the "Office of Child Welfare" in Belgium, or the "National Federation of Institutions for the Protection of Children" in Portugal. It is a Ministry of Social Welfare in the making.

I. *First Steps.*—On the 28th January 1919 General Mannerheim signalised the first anniversary of the commencement of the War of Finnish Independence by the bestowal of 50,000 marks for the alleviation of distress among those children who had lost their natural guardians during the War. His public pronouncement runs: "My purpose was not only to aid in the solving of the most pressing problems of the immediate present, the healing of the open wounds of war, but still further to exhort all noble-minded friends of the fatherland to unite in one common effort to promote the welfare of the fatherland, and first of all to ameliorate the lot of those who to me seem to be in the greatest need, whose suffering is the most unmerited and perhaps the hardest to bear.

"It seems to me that all sacrifice is made in vain, if our community, created and tried by storm, be not remoulded, if an organisation is not formed which shall assure the health of the youth of the country, make them efficient workmen or labourers, and instil into them the love of their fatherland."

General Mannerheim wrote personally to all those whose recorded incomes in the Administrative Provinces of Finland were returned as 100,000 marks yearly in rural areas and 75,000 marks yearly in urban areas to ask for their assistance.

The aim of the League, as stated in par. 2 of the Regulations of the Central Council, is "in every possible way, by the encouragement of voluntary effort in the sphere of child-welfare, to promote the healthy development bodily and mentally of the coming generation in so far as this work is not undertaken by the State, or by local authorities, by law, or by special enactment."

The constitution of the League consists of:

- (1) A Central Council of 40 members with an Executive Committee.
- (2) Local sections operating in the districts, one for each commune, now number 260. (There are 580 communes in all.)

The first Central Council, which consists of 40 members, has been fortunate in including in its number members representing every phase of activity and opinion. The Church, political parties,

Governmental administration, economic interests, professional organisations (universities, medical bodies, etc.), in the persons of recognised experts and leaders of opinion and movements, meet here upon common ground with a splendid unanimity of purpose. The Central Committee elects an executive committee of four, of which committee the secretary and the treasurer are ex-officio members. This committee meets in weekly session.

II. *Lines of Attack.*—The League, both as regards the Central Committee and the local sections, relies absolutely upon voluntary and honorary work. Although enjoying the substantial guarantee of a Government grant for the prosecution of one branch of its work, it desires to act in a mediatory capacity, unifying and strengthening voluntary effort on the one hand and co-ordinating that work with the social and administrative work of the Government and the local authorities on the other. The training of expert workers is the peculiar function of the Central Council.

General Mannerheim's League for Child Welfare has for its aim the investigation of distress in child life, and the removal of the causes of the same, and by the employment of practical measures the promotion of the growing race, bodily and mentally.

Each local branch or section is an independent body with a committee of twelve members representing the best elements of the district in experience, culture, and patriotic zeal. Each section is financed separately. The task common to every local section is to ascertain, by soliciting the assistance of the clergy, the educational authorities, the nominees of the local authorities, doctors, officials of hospitals, the police, etc., the nature and extent of distress prevalent amongst the children of the district.

The groups, frequently overlapping, into which the whole district problem may be arranged systematically, are: (1) Orphans; (2) Illegitimates; (3) Motherless; (4) Fatherless; (5) Abandoned by parents; (6) The younger members of large but impecunious families; (7) Children in overcrowded homes; (8) Children of mentally affected, epileptic, imbecile, idiotic, or in any other way physically defective parents; (9) Children of prisoners, criminals, drunkards, or prostitutes; (10) Children of invalids, or inherently consumptive or affected with any lung trouble; (11) Children whose mothers work away from home; (12) Children of parents in receipt of continual poor-relief; (13) of parents who are incapable of undertaking their children's education; (14) Children who are neglected, or in any way ill-treated; (15) Children exposed to evil influences outside the home, or to life in the streets; (16) Truants, and children inclined to vagabondage; (17) Physically or psychically defective or under-nourished children; (18) Morally degraded or unchaste; (19) Recalcitrant and delinquent; (20) Criminal.

In the light of the information, scientifically arranged with reference to the above headings, the local section will proceed to formulate plans for the gradual elimination and alleviation of distress. The groups will be classified into five sections according to age: Infants under one year, crèche babies of one to three years, kindergarten children of three to seven, school children of seven to thirteen, youths of thirteen to sixteen years.

The various media for dealing with child-welfare, with regard to the various groups, are conceived with reference to the three definite lines of action decided upon by the Central Council and elaborated by the Central Executive Committee. These three are: (1) Hygienic; (2) Moral; (3) Informative. The local sections function in the following directions:

1. *Protective supervision*, which aims at a specialised study of the life-conditions of any child registered in any of the above groups, with a view to the removal—as far as possible—of any irritant or contributory factor.

2. *Various kinds of "day home institutions,"* intended to act as a complement, step by step, through the whole of the stages of child-life, to the home.

(a) Maternity and child-welfare centres, aimed at combating the death-rate of infants. These form the central point of the "hygienic" activity of the local centres, and eventually will extend their scope so as to include the whole of the child's school career. The committee also contemplates an active propaganda for the establishment of the following, either by the League itself, or by extension of the statutory powers of the State or of the local authorities:

(b) Crèches for children of one to three years (of working mothers);

(c) Kindergartens for children of three to seven years (a species of Junior Day Home);

(d) Day-homes for children of seven to thirteen years (for the day not spent in the school kindergarten while the mother is working).

These to exist in close connection with the kindergarten schools or the elementary schools.

3. For youths of thirteen years and onwards. *Technical and Industrial schools*, and in connection with them *homes* for those apprentices who are homeless, together with *free-time homes, clubs, etc.*, for the remainder.

4. *The organisation of a system of foster-parents* to whom can be confided the care, not only of orphans, but of those children whose home conditions do not offer a sufficient guarantee for the healthy development of the child.

5. *Various kinds of children's homes and care institutes* for those who cannot be provided with foster-homes, and also for those who, because of sickness, deformity, or other reasons, are in need of specialised treatment not available in private homes.

6. The relationship of the local sections towards the delinquent, refractory, and criminal subsections falls into two possible lines of operation, viz.

(1) *Probation under supervision:*

(a) In the home itself, but with an attempt to remove or neutralise pernicious influences;

(b) By removal to more congenial surroundings;

(2) *Care in special institutes.*

7. After exhaustive study of local conditions, and the formulation of a programme of measures considered necessary, the local sections

are earnestly advised to make sure that the local authorities use their statutory powers with regard to poor-relief and social administration to the utmost, and also that the existing organisations are correlated in such a way as to prevent overlapping, wasteful administration, etc.

The Central Committee undertakes as its peculiar function the training of all expert workers and officials that the full activity of the League will require. At present the number trained is above fifty, and they move from town to town with an ambulatory exhibition of material for child-welfare. They co-operate in the direction of forming clubs and organising sports, running, swimming, skiing. A bust of a famous Finnish runner figures largely as a prize for successful young sportsmen.

The Mannerheim League brings home the fact that Finland fully realises that whosoever builds upon a rock builds surely, and that the rock of National Security is the welfare of the nation's children.