

# Probation and Prisons in Europe, 2019: Key Findings of the SPACE reports

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## 1. Introduction

This document summarises the main findings of the *2019 Council of Europe Annual Penal Statistics on Persons under the Supervision of Probation Agencies*<sup>1</sup>, better known under the acronym SPACE II, and compares them to those of the *2019 Council of Europe Annual Penal Statistics on Prison Populations*, SPACE I, which was published in April 2020<sup>2</sup>.

The rates and percentages presented here correspond to the *European median values* computed on the basis of figures weighted by the population and the number of probationers in each country (see *Methodology* for further details). Forty-six (46) out of the 52 probation agencies (or equivalent institutions) in the 47 Council of Europe member states answered the 2019 SPACE II questionnaire, which corresponds to a participation rate of 88%. However, Bosnia and Herzegovina, which in principle should have three agencies, responded that probation agencies do not exist in the country yet, and therefore could not provide any information. This means that finally there were 43 answers with data suitable for the analyses performed in the SPACE II report and summarized here. The probation agencies that did not answer the questionnaire are the following: Albania, Germany<sup>3</sup>, Hungary, Liechtenstein, Republic of Moldova, and San Marino.

It must also be mentioned that the 43 probation agencies that filled in the questionnaire did not necessarily provide data for all the items included in it. Thus, in the title of each Figure and Table included in this document we indicate the number (N) of probation agencies which provided the relevant data required for analysis.

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<sup>1</sup> Aebi, M. F. & Hashimoto, Y. Z. (2020). *SPACE II – 2019 – Council of Europe Annual Penal Statistics: Persons under the Supervision of Probation Agencies*. Strasbourg: Council of Europe. Available at: [www.unil.ch/space](http://www.unil.ch/space).

<sup>2</sup> Aebi, M. F. & Tiago, M. M. (2020). *SPACE I – 2019 – Council of Europe Annual Penal Statistics: Prison Populations*. Strasbourg: Council of Europe. Available at: [www.unil.ch/space](http://www.unil.ch/space).

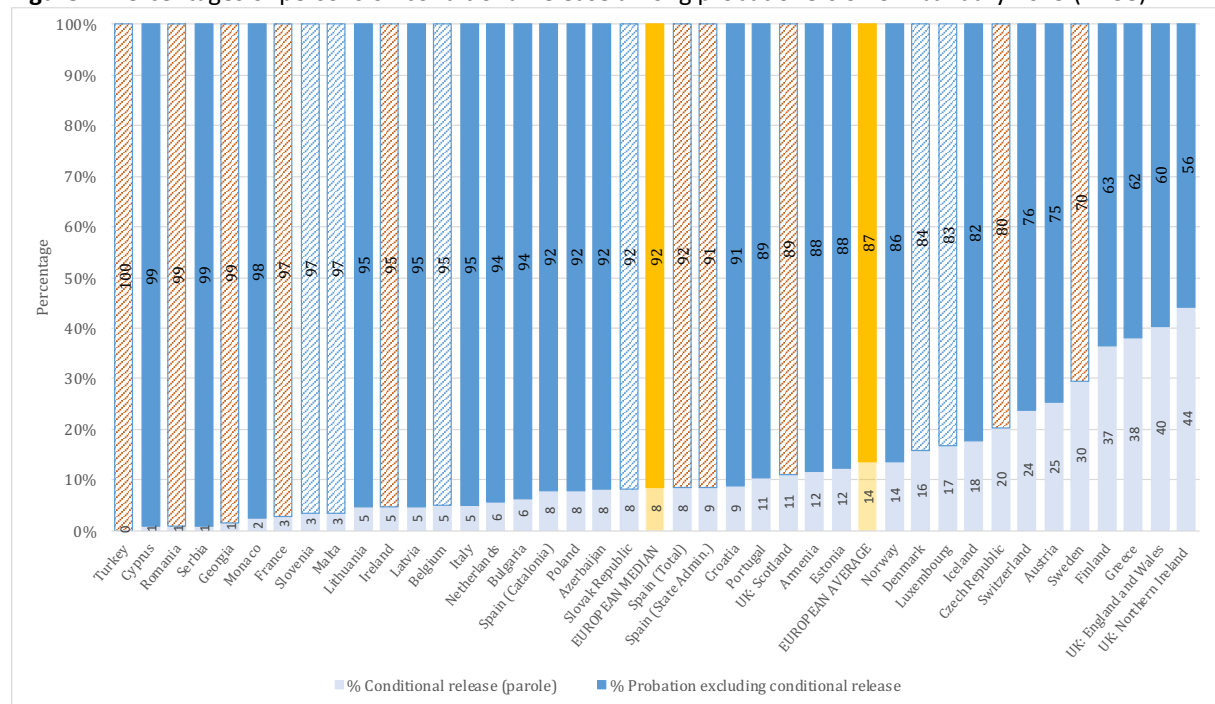
<sup>3</sup> Germany does not produce probation statistics at the federal level.

## 2. Defining probation and community sanctions and measures (CSM)

According to Appendix I to the Council of Europe’s Recommendation CM/Rec (2010)1, **probation** “relates to the implementation in the community of sanctions and measures, defined by law and imposed on an offender. It includes a range of activities and interventions, which involve supervision, guidance and assistance aiming at the social inclusion of an offender, as well as at contributing to community safety”. At the same time, according to the Council of Europe’s Recommendation CM/Rec(2017)3, “the expression ‘**community sanctions and measures**’ means sanctions and measures which maintain suspects or offenders in the community and involve some restrictions on their liberty through the imposition of conditions and/or obligations. The term designates any sanction imposed by a judicial or administrative authority, and any measure taken before or instead of a decision on a sanction, as well as ways of enforcing a sentence of imprisonment outside a prison establishment”.

These conceptualizations show that the Council of Europe adopts broad definitions of probation and of community sanctions and measures. For example, according to the Council of Europe’s Recommendation Rec(2003)22 on **conditional release (parole)**, “[c]onditional release is a community measure” that “means the early release of sentenced prisoners under individualised post-release conditions”. This implies that persons conditionally released and placed under the supervision of probation agencies are considered as *probationers* and not as a separate category (like the *parolees* in the United States of America). In that perspective, Figure 1 presents the percentage of persons conditionally released among the total number of probationers on 31<sup>st</sup> January 2019. That percentage varies widely across Europe, from 0.01% in Turkey to 44% in Northern Ireland. Broadly, the highest percentages are found in Western and Nordic European countries. However, 6 probation agencies do not use the *person* as the counting unit (marked in *blue stripes*) and 10 do so partially (marked in *orange stripes*). The European median and average are calculated on the basis of data from countries using the *person* as the counting unit for the total stock.

**Figure 1.** Percentages of persons on conditional release among probationers on 31<sup>st</sup> January 2019 (N=38)<sup>4</sup>

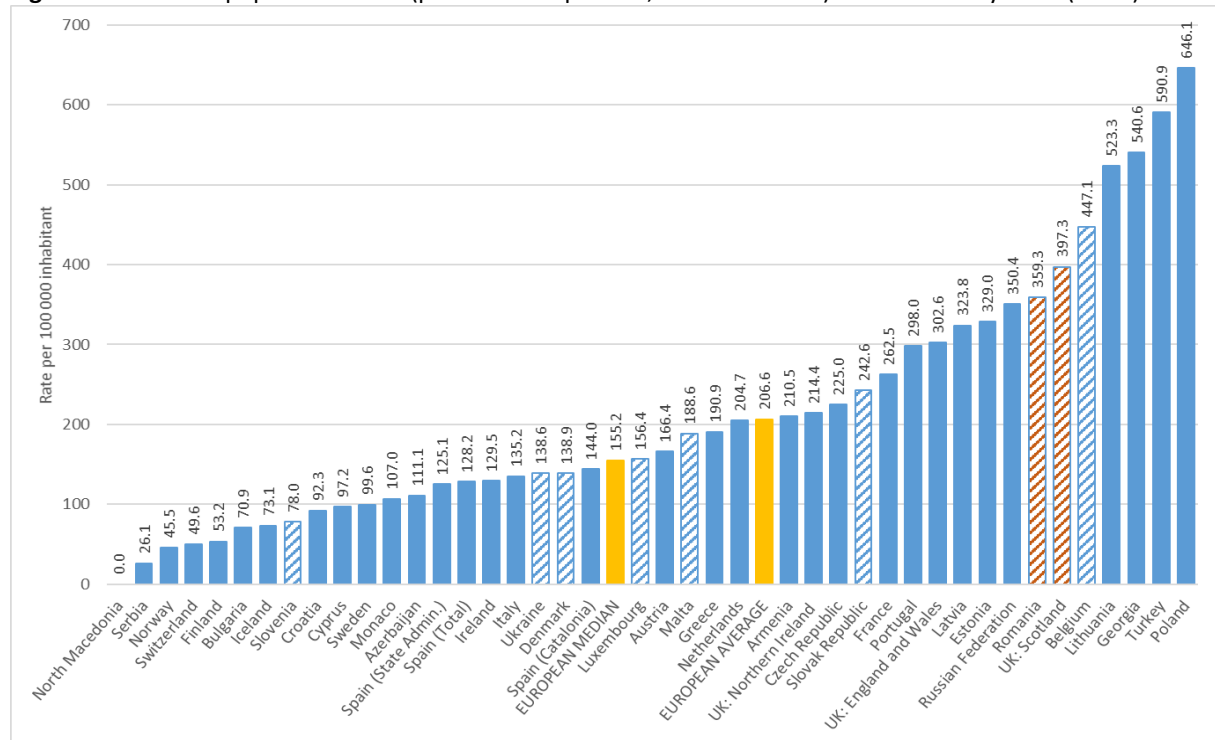


<sup>4</sup> The European median and average are calculated on the basis of data from countries using the *person* as the counting unit for the total stock (in blue in the Figure). They also include those countries that count the person for the total stock, but other counting unit (such as the *cases*) for the different forms of probation and, consequently, answered “partially” to the question about the counting unit (in orange stripes in the Figure). Romania and Scotland answered “partially” but are excluded because for the total stock they count cases and orders, respectively. The rest of the countries using other counting units (in blue stripes in the Figure) are naturally excluded in the calculation of the European median and average of *persons* on probation.

### 3. Probation and prison populations on 31<sup>st</sup> January 2019

Among the 43 probation agencies that completed the SPACE II questionnaire, 41 answered the item on the total number of persons under their supervision (*stock*). However, 9 among these specified that they do not use the *person* as the counting unit, which leaves 32 agencies to be included in any analyses based on the number of *probationers*. On 31<sup>st</sup> January 2019, there were 1 969 204 probationers under the supervision of these 32 probation agencies, which corresponds to a median probation population rate of 155 probationers per 100,000 inhabitants. The probation population rates of each probation agency are presented in Figure 2. The European median and average are calculated based on the data provided by the 32 probation agencies that use the *person* as the counting unit for their total stock (see note 4).

**Figure 2.** Probation population rates (probationers per 100,000 inhabitants) on 31<sup>st</sup> January 2019 (N=41)



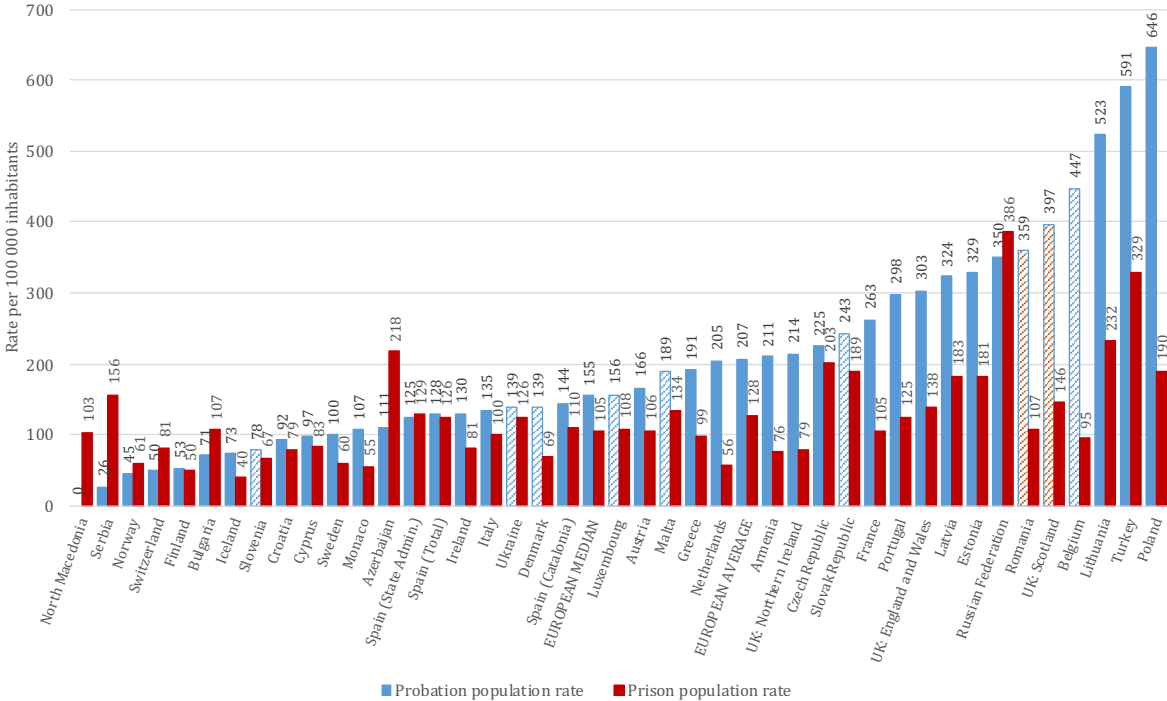
The highest probation population rates are found in Georgia, Turkey and Poland, while the lowest –excluding North Macedonia (see the next paragraph for details) – are in Serbia, Norway and Switzerland. However, as noted earlier, comparisons across countries must be conducted carefully because the way in which data are collected varies across jurisdictions. As for Figure 1, data provided by the six probation agencies which indicated that they do not use the *person* as the counting unit for the total number of persons under the supervision or care of probation agencies are marked in a striped pattern. More specifically, Belgium, Denmark, Malta, the Slovak Republic, Slovenia and Ukraine reported that their counting unit is the *case* or the *file*. Romania and Scotland indicated they partially count the *person*; however, they explicitly report that they count the *order* and the *case* for the stock.

These differences might explain, for example, the high rates observed in Belgium and Scotland. Romania specified that “[t]he vast majority of persons are registered only once, but a small part of them [...] are registered twice or several times [...]” (see page 20 of the 2019 SPACE II report). However, this same consideration may not apply in the Belgian or Scottish context. Even if all countries were applying the same statistical counting rules, the interpretation of the ranking of countries that stems from Figure 2 would not be straightforward. For example, the first probation office in North Macedonia was opened in November 2017 and the rest of the offices started operating only in November 2018, which explains why they were no probationers under their supervision by the end of the year. Similarly, the probation agency of Serbia was created only in 2011, which suggests that its low probation population rate could be due to the fact that probation is still developing in the country.

Finally, there is no “magic formula” to estimate a rate of probationers that would be appropriate for a country. The reason is that probationers are serving community sanctions and measures, which are frequently referred

to as *alternatives to imprisonment* because they aim at the social inclusion of the offender by keeping him/her in the community. Consequently, the probation rate cannot be interpreted without comparing it to the prison population rate. For that reason, Figure 3 shows the probation and prison population rates for the 40 prison services and probation agencies that answered both SPACE questionnaires in 2019.

**Figure 3.** Probation and Prison population rates (per 100,000 inhabitants) on 31<sup>st</sup> January 2019 (N=40)



In Figure 3, countries are sorted by their probation population rank in ascending order, and it can easily be seen that their distribution is almost completely different from the one that would be obtained if they were ranked by their prison population rate. One striking result of that comparison is that, in 32 out of the 40 prison services and probation agencies included in the Figure, the probation population rate is higher than the prison population rate. Excluding North Macedonia, the exceptions are (in order) Serbia, Norway, Switzerland, Bulgaria, Azerbaijan, Spain (State Administration), and the Russian Federation, where the rates of inmates are higher than the rates of probationers per 100,000 inhabitants. As before, it is important to highlight the fact that not all probation agencies use the same counting unit. Accordingly, the European median and the European average for both the probation population rate and the prison population rate were computed excluding the 9 probation agencies that do not count *persons* for the former (see note 4). Nevertheless, there are still major divergences across countries. In order to better illustrate these divergences, Figure 4 shows the ratio of probationers per 100 inmates.

**Figure 4.** Ratio of probationers per 100 inmates on 31<sup>st</sup> January 2019 (N=40)

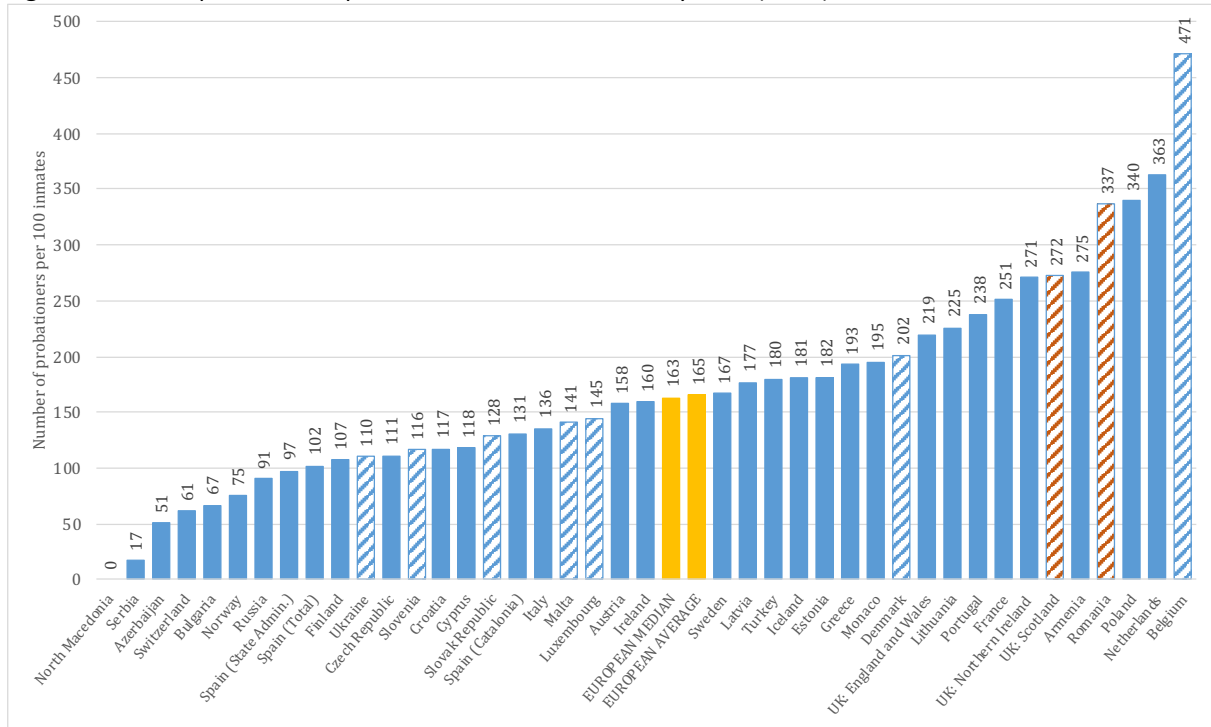


Figure 4 shows that, in countries using the person as the counting unit, the highest ratio of probationers per inmates can be found in the Netherlands, where there are 363 probationers per 100 inmates, and – excluding North Macedonia – the lowest is observed in Serbia, where the ratio is 17 probationers per 100 inmates. As explained above (see the comments to Figure 2), Belgium counts cases, which explains, at least partially, the high ratio observed in the country.

In order to categorize the countries according to the relationship between their probation and prison population rates, Table 1 presents the different ways in which both rates are combined in practice. Considering that the median prison population shown in Figure 3 is 105 per 100,000 inhabitants, in Table 1 the countries are categorized as follows: a probation or prison population rate up to 100 per 100,000 is considered as low, a rate higher than 100 but lower than 200 per 100,000 inhabitants is considered as relatively high, and a rate equal or superior to 200 is considered as high. Entries in *italics* mean that the probation agency specified that it does not use the *person* as the counting unit for the stock of probationers (see note 4).

**Table 1.** Relationship between probation and prison population rates on 31<sup>st</sup> January 2019 (N=40, 8 categories)

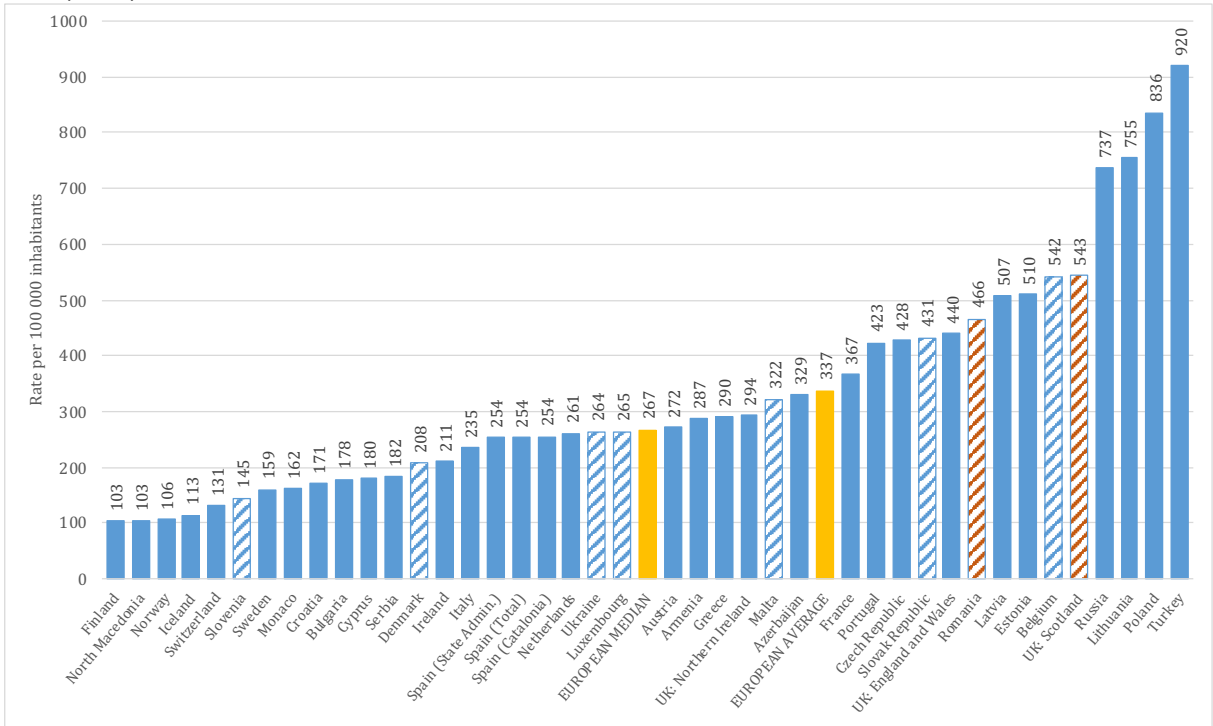
Country	Probation population rate	Prison population rate
<b>1. Countries with a low probation population rate (<math>\leq 100</math> per 100,000 inhabitants) and a low prison population rate (<math>\leq 100</math> per 100,000 inhabitants)</b>		
Norway	45.5	60.6
Switzerland	49.6	81.3
Finland	53.2	49.8
Iceland	73.1	40.3
<i>Slovenia</i>	78.0	67.1
Croatia	92.3	78.9
Cyprus	97.2	82.5
Sweden	99.6	59.7
<b>2. Countries with a low probation population rate (<math>\leq 100</math> per 100,000 inhabitants) and relatively high prison population rate (<math>&gt;100</math> to <math>&lt;200</math> per 100,000 inhabitants)</b>		
North Macedonia	0.0	103.2
Serbia	26.2	156.1
Bulgaria	70.9	106.7
<b>3. Countries with a relatively high probation population rate (<math>&gt;100</math> to <math>&lt;200</math> per 100,000 inhabitants) and a low prison population rate (<math>\leq 100</math> per 100,000 inhabitants)</b>		
Monaco	107.1	54.8
Ireland	129.5	81.2
Italy	135.2	99.6
<i>Denmark</i>	138.9	68.9
Greece	190.9	99.0
<b>4. Countries with a relatively high probation population rate (<math>&gt;100</math> to <math>&lt;200</math> per 100,000 inhabitants) and a relatively high prison population rate (<math>&gt;100</math> to <math>&lt;200</math> per 100,000 inhabitants)</b>		
Spain (State Administration)	125.1	128.7
Spain (Total)	128.2	125.7
<i>Ukraine</i>	138.6	125.7
Spain (Catalonia)	144.0	110.1
<i>Luxembourg</i>	156.4	108.2
Austria	166.4	105.6
<i>Malta</i>	188.6	133.7
<b>5. Countries with a relatively high probation population rate (<math>&gt;100</math> to <math>&lt;200</math> per 100,000 inhabitants) and a high prison population rate (<math>&gt; 200</math> per 100,000 inhabitants)</b>		
Azerbaijan	111.1	218.2
<b>6. Countries with a high probation population rate (<math>\geq 200</math> per 100,000 inhabitants) and a low prison population rate (<math>\leq 100</math> per 100,000 inhabitants)</b>		
Netherlands	204.7	56.4
Armenia	210.5	76.4
UK: Northern Ireland	214.5	79.2
<i>Belgium</i>	447.1	94.9
<b>7. Countries with a high probation population rate (<math>\geq 200</math> per 100,000 inhabitants) and a relatively high prison population rate (<math>&gt;100</math> to <math>&lt;200</math> per 100,000 inhabitants)</b>		
<i>Slovak Republic</i>	242.6	188.9
France	262.5	104.5
Portugal	298.0	125.2
UK: England and Wales	302.6	137.9
Latvia	323.8	183.4
Estonia	329.0	181.1
<i>Romania</i>	359.3	106.6
<i>UK: Scotland</i>	397.3	146.0
Poland	646.1	190.1
<b>8. Countries with a high probation population rate (<math>\geq 200</math> per 100,000 inhabitants) and a high prison population rate (<math>\geq 200</math> per 100,000 inhabitants)</b>		
Czech Republic	225.04	202.6
Russian Federation	350.44	386.1
Lithuania	523.30	232.1
Turkey	590.95	329.0

The countries in the first category (Norway, Switzerland, Finland, Iceland, Slovenia, Croatia, Cyprus and Sweden) are those that seem to be using prison and probation most parsimoniously, because they show low rates in both indicators. Those in the eighth category (Czech Republic, the Russian Federation, Lithuania and Turkey) are exactly in the opposite situation. In between them, the situation of the countries varies widely. However, it seems that countries in the seventh category—which by the way is the most populated—are perhaps not using community sanctions as alternatives but rather as supplementary sanctions. The reason is that their probation population rate is really high while their prison population rate remains above the European median.

Actually, adding the total number of probationers (1,969,204) and the total number of inmates (1,530,442) reported by the countries that participated in at least one of the two 2019 SPACE surveys and use the person as the counting unit for both indicators of stock, one reaches the impressive number of 3,499,646 persons which are, in one way or another, under the supervision of state institutions of formal criminal justice control in Europe. Moreover, that number can be considered as a low estimate of the so-called *correctional population*, because it is based only on the 32 probation agencies that provided data on their total number of probationers (Andorra and Montenegro answered some items of the SPACE II questionnaire, but they could not assess their total number of probationers) and which use the *person* as the counting unit (see note 4), and the 50 prison services that reported their total number of inmates when answering the 2019 SPACE I questionnaire.

Forty out of all these countries (or administrative entities) provided data on both their total number of probationers and their total number of inmates. Adding both numbers one obtains the correctional population of each country, which can then be put in relationship with the country population in order to estimate the correctional population rate (number of probationers and inmates per 100,000 inhabitants). Figure 5 presents the estimated correctional population rate for these 40 prison services and probation agencies. Once more, it must be stressed that these rates must be considered as *estimates*—instead of fully reliable figures allowing direct comparisons— because the *person* is not consistently used as the counting unit, and double counting appears to be an issue in the countries indicated in a striped pattern (blue or orange) in Figure 5 (see note 4).

**Figure 5.** Estimated correctional population rate (inmates + probationers) per 100,000 inhabitants on 31<sup>st</sup> January 2019 (N=40)

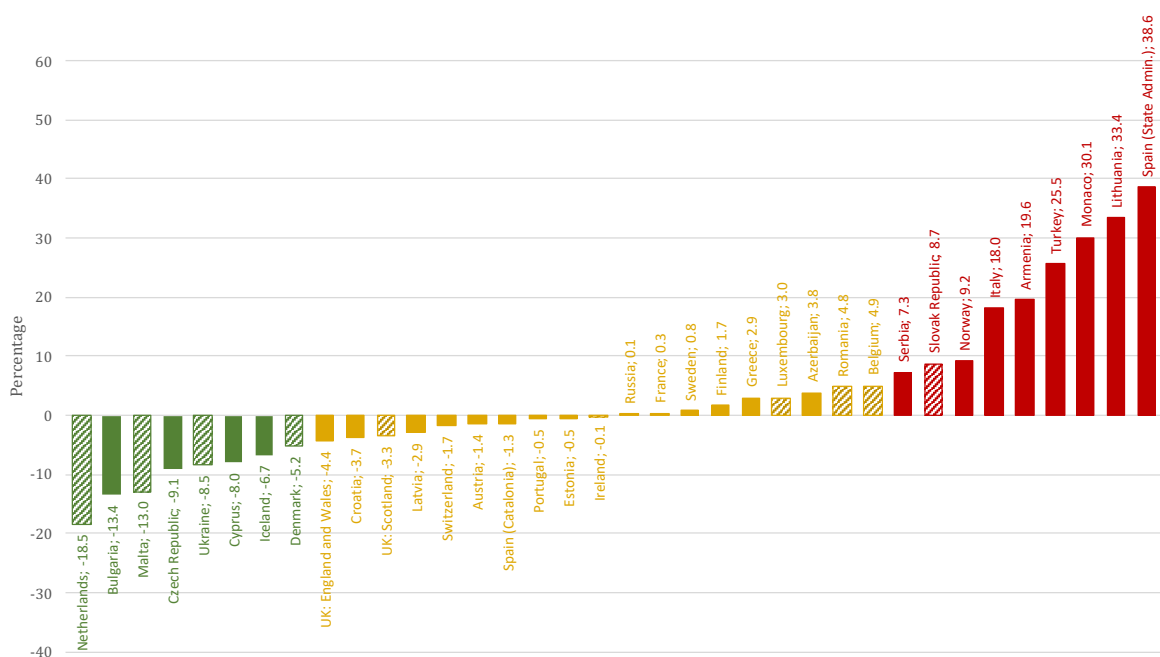


#### 4. Year-on-year trend of the probation population rates by country

The high rates of probationers observed in several countries corroborates the expansion of community sanctions and measures across the continent since the 1990s. However, this increase has not been accompanied by a parallel decrease of imprisonment, which community sanctions and measures are supposed to substitute (see the SPACE I series). In order to continue monitoring that trend—which can be seen as a warning signal of the risk of facing mass probation in the near future— Figure 6 shows the annual variation of the probation population rate in the 36 probations agencies (PA) that provided data for 2018 and 2019.

Countries that do not use the *person* as the counting unit are presented with a striped pattern in Figure 6. As the aim of this analysis is to measure the trend in the use of probation inside each country, the use of different counting units in different countries does not affect the comparison, as long as the country does not change its counting unit from one year to the other. Hence, Figure 6 includes data on 28 probation agencies that count the number of probationers and 8 that count the number of cases or orders. The Figure shows that, comparing 2019 to 2018, half of these agencies (18) registered an increase of their overall rate of probationers, cases or orders, while the other half registered a decrease. However, considering increases and decreases between -5% and 5% as reflecting stability, there were 9 probation agencies that registered significant increases, 8 that experienced significant decreases, and 19 where the situation remained stable, regardless of the counting unit used in their statistics.

**Figure 6:** Annual percentage change in probation population rates (2019 compared to 2018) in 36 probation agencies<sup>5</sup>



Finally, if we restrict the comparison to the 28 agencies that count persons and provided data both for 2018 and 2019, the total number of probationers grew from 1,574,572 in 2018 to 1,699,676 in 2019, which represents a 7.9% increase (see Table 2 at the end of this document). In particular, the probation population rate grew in 14 probation agencies, but only in 8 was that increase higher than 5%. At the same time, the probation population rate fell in 14 probation agencies, but only in five by 5% or more (including the Netherlands where, as mentioned in note 5, figures may not be fully comparable). This means that, considering changes between -5% and 5% as reflecting stability, from 2018 to 2019 there was a significant growth in the rate of probationers in 8 probation agencies, a decrease in 5, and a stable number in 15 of them. If the comparison is based on the actual number of probationers (instead of on the rates per 100,000 population), there has been increases in 15 probation agencies—of which 9 by more than 5%—and decreases in 13, but only in 4 by 5% or more.

<sup>5</sup> The Netherlands is presented with a striped pattern even if it counts persons because the country reported having changed its statistical counting rules compared to previous years. Ireland reported not counting the person, but the stripes are not visible in the Figure because of the low percent change.

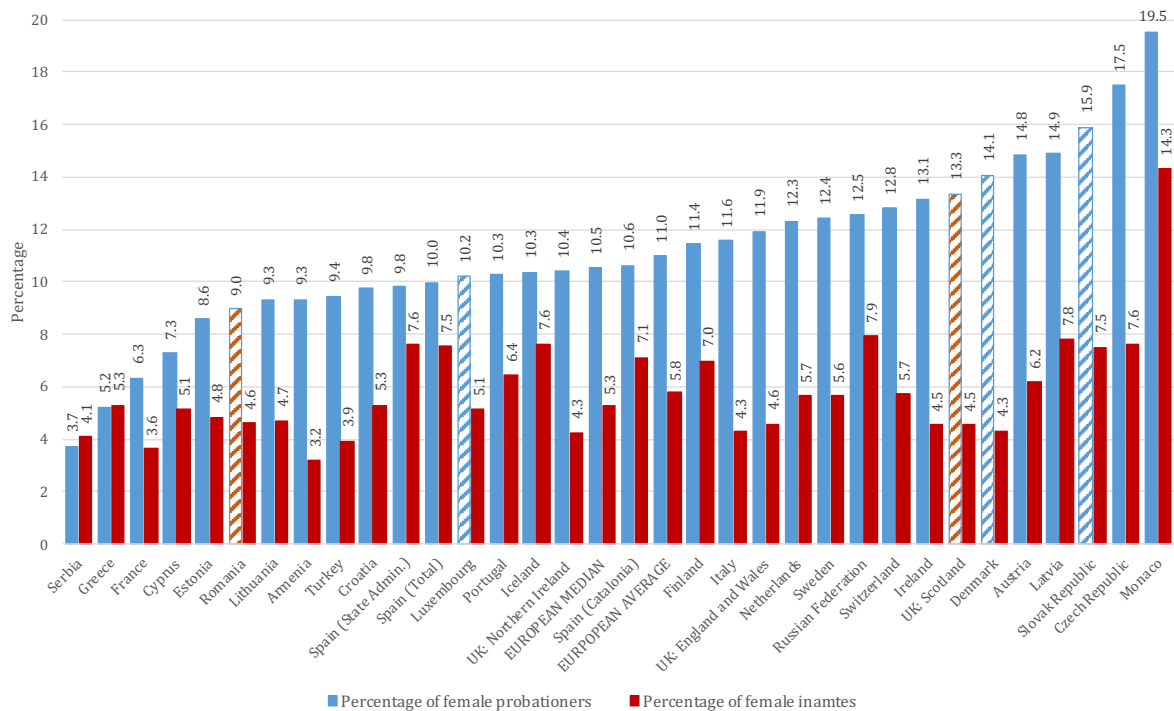


## 5. Characteristics of the probationers under the responsibility of European probation agencies, and comparison with the inmates held in penal institutions

### 5.1. Gender

In the 34 probation agencies that provided data on both the gender of probationers and the total number of probationers (excluding North Macedonia, which had no probationers on 31<sup>st</sup> January 2019), the median percentage of males was 90% and the median percentage of females was only 10%. When the estimations are restricted to the 31 countries that provided data both for their probation (SPACE II) and prison (SPACE I) population characteristics by gender, the median percentage of women remains relatively stable (11%). This is also true if we only consider the 28 probation agencies counting *persons* (11%). The low proportion of women corroborates the gender distribution of offending, an activity disproportionately concentrated on the male population. At the same time, the comparison of the percentage of women on probation to that of women in prison, presented in Figure 7, reveals major differences. In fact, with the exception of Greece and Serbia, the percentage of women is systematically higher on probation than in prison. Roughly speaking, the former is the double of the latter as 11% of the probationers are women, while in prison women represent only around 6% of the total prison population. This discrepancy could be explained by the fact that probation is being used for the less serious offences and, although women are in general underrepresented among offenders, this underrepresentation is more important for serious offences (mainly violent offences, in which women are rarely involved), which are the ones that usually lead to a prison sentence. For the same reason, women could be seen as less likely to recidivate and therefore they would be more easily placed on probation or granted conditional release.

**Figure 7.** Percentage of female probationers in the probation population and percentage of female inmates in the prison population on 31<sup>st</sup> January 2019 (N=31)

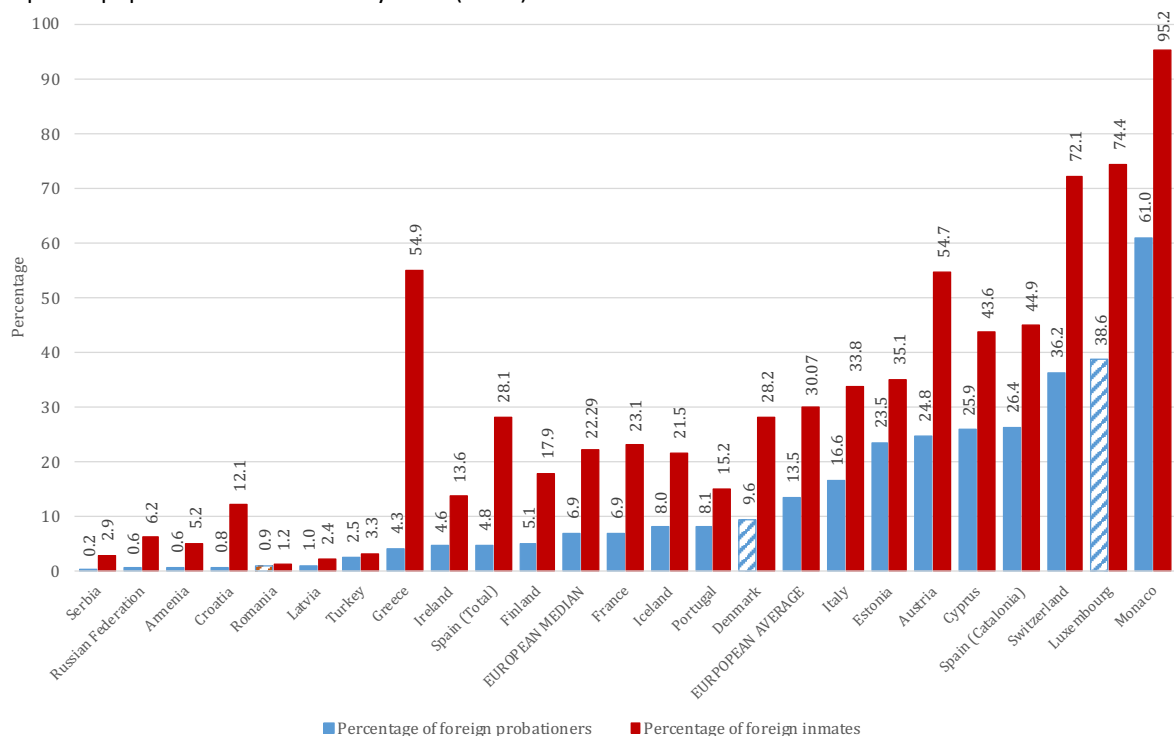


## 5.2. Nationality

In the 26 probation agencies that provided data on both the number of foreign probationers and the total stock (excluding North Macedonia which had no probationers on 31<sup>st</sup> January 2019), the median percentage of nationals was 92%, while only 8% were foreign citizens (7% if we restrict the analysis to counts of *persons*; see note 4). Although there is a wide diversity in these percentages, it must be mentioned that most of the foreign probationers are placed under supervision in Western and Central European countries. Indeed, information on nationality is seldomly collected in Eastern European countries, which suggests that the issue has no relevance for policy makers in that region. The distribution across the continent is similar to the one observed in the European prison populations where, according to the data collected in the 2019 SPACE I report, the median percentage of foreign inmates on 31<sup>st</sup> January 2019 was 14%, but that percentage is usually lower than 5% in Eastern Europe, while in Central and Western Europe it varies from 2% to 71% in countries with at least one million inhabitants, and from none to 100% in smaller countries.

When the estimations are restricted to the 22 countries that provided demographic data for both the probation (SPACE II) and the prison (SPACE I) population, the median percentage of foreign probationers remains at 8% (7% if we restrict the analysis to counts of *persons*; see note 4) while the median percentage of foreign inmates reaches 22% because the countries included are EU and Western European countries. As it can be seen in Figure 8, in all countries the percentage of foreign inmates is higher —usually it is at least the double— than the one of foreign probationers. This difference could be explained by the fact that it is more difficult for a foreign citizen than for a national to meet the conditions required to be placed on probation, in particular the requirement of having a stable address in the country where probation is being served. In some cases, it seems also plausible to assume that some of the foreign inmates have also been handed a deportation order after release, which means that they will be expelled from the country after serving their prison term and have no possibility of being placed on probation.

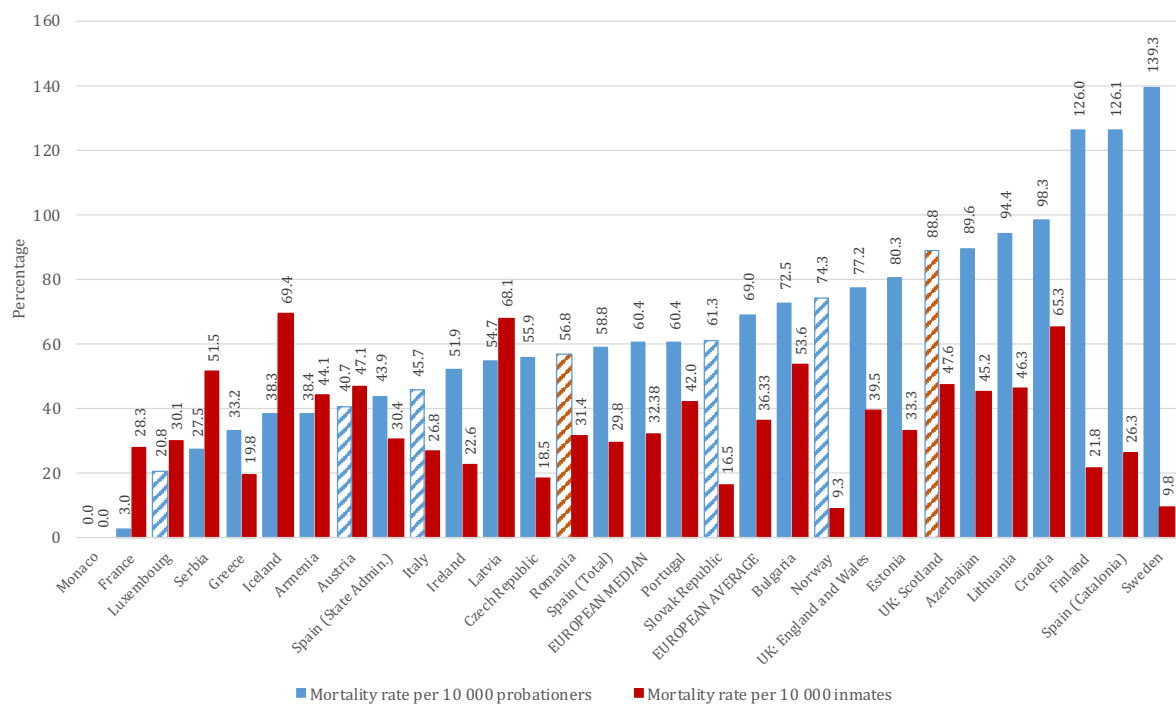
**Figure 8.** Percentage of foreign probationers in the probation population and percentage of foreign inmates in the prison population on 31<sup>st</sup> January 2019 (N=22)



## 6. Mortality rates

In the 30 probation agencies that provided data on both the deaths of probationers and the total number of probationers, the median mortality rate was 56 deaths per 10,000 probationers. When the estimations are restricted to the 27 countries that provided data both for the deaths of probationers (SPACE II) and of inmates (SPACE I), the median mortality rate is 59 deaths per 10,000 probationers (60 per 10,000 if we restrict the analysis to counts of *persons*; see note 4). Figure 9 presents the probation mortality rates for the year 2018 as well as the prison mortality rates (deaths among inmates) for the same year. It can be seen that the probation mortality rates are usually higher than the prison mortality rates. In fact, in several countries, the probation mortality rates are several times higher than the prison mortality rates. One plausible explanation of that difference is that persons suffering terminal or serious illnesses are placed more easily on probation; in addition, the constraints of the prison environment tend to reduce the risk of engaging in risky behaviour or suffering a fatal accident.

**Figure 9. Deaths of inmates per 10,000 inmates and deaths of probationers per 10,000 probationers during 2017 (N = 27)**



## 7. Methodology

Unless stated otherwise, this document presents, for each indicator, the *European median value*. The median is the value that divides the data in two equal groups so that 50% of the countries are above the median and 50% are below it. The median is preferred to the *arithmetic mean* (commonly referred to as the *average*) because the latter is extremely sensitive to very high or very low values (technically known as *outliers*). Outliers are quite common in the sample of countries included in the SPACE report because some member States, like Liechtenstein, Monaco or San Marino, have a very low population and, as a consequence, a change in only one person can have a big impact on their percentages and rates.

The European median values are weighted according to the population and the number of probationers in each country. This means that they are estimated on the basis of the percentages and rates per 100,000 inhabitants of each country and not on the absolute numbers for the whole continent. Using the latter would produce different values, which could hide the diversity observed across countries. For example, on 31<sup>st</sup> January 2019, there were 1 969 204 probationers under the supervision of the 32 probation agencies of the Council of Europe member states which use the *person* as the counting unit for total stock, and which data are presented in the 2019 SPACE II report. At the same time, the total population of the territories in which these probation agencies are located was 639 million inhabitants, which would lead to a probation population rate of 308 probationers per 100,000 inhabitants. However, when the European median value is estimated on the basis of the population and the number of probationers of each country, it corresponds to 155 probationers per 100,000 inhabitants, as stated at the beginning of this document (see Figure 2).

While the Tables and Figures include always one decimal, in the comments all figures equal or superior to 10 are in principle presented in round numbers (i.e. without decimals), while those inferior to 10 are presented with one decimal.

In order to avoid duplication of data, the total calculated for the whole territory of Spain (addition of the figures for the National Administration and the Catalan Administration) is not included in the computation of the average and median European values. North Macedonia is treated as an outlier and their data are also excluded because their probation agencies started their work recently and did not have any probationer under supervision on 31<sup>st</sup> January 2019. Furthermore, for comparability purposes, countries that do not count *persons* for the relevant indicators are excluded from the calculation. An exception is made for Figure 1, in page 2 (percentage of persons on conditional release among probationers), in which probation agencies that partially use the *person* as the counting unit are included in the computation as long as they count *persons* for the total stock. The assumption is that the number provided for conditional releases corresponds to the number of persons on conditional release.

## 8. Tables

**Table 2.** Stock indicators on 31<sup>st</sup> January 2019

Country	Total number of probationers	Probation population rate	Total number of inmates	Prison population rate	Ratio of probationers per 100 inmates	Total correctional population (probationers + inmates)	Correctional population rate
Figure		2 & 3		3	4		5
Albania			5 280	184.5			
Andorra	NAP		56	73.5			
Armenia	6 242	210.5	2 266	76.4	275	8 508	287
Austria	14 743	166.4	9 351	105.6	158	24 094	272
Azerbaijan	11 165	111.1	21 926	218.2	51	33 091	329
Belgium	51 268	447.1	10 883	94.9	471	62 151	542
BH: state level							
BiH: Fed. BiH							
BiH: Republika Srpska			762	66.4			
Bulgaria	4 966	70.9	7 466	106.7	67	12 432	178
Croatia	3 763	92.3	3 217	78.9	117	6 980	171
Cyprus	851	97.2	723	82.5	118	1 574	180
Czech Republic	23 966	225.0	21 577	202.6	111	45 543	428
Denmark	8 067	138.9	4 003	68.9	202	12 070	208
Estonia	4 358	329.0	2 399	181.1	182	6 757	510
Finland	2 936	53.2	2 748	49.8	107	5 684	103
France	175 978	262.5	70 059	104.5	251	246 037	367
Georgia	20 130	540.6					
Germany			63 643	76.7			
Greece	20 472	190.9	10 613	99.0	193	31 085	290
Hungary			16 560	169.5			
Iceland	261	73.1	144	40.3	181	405	113
Ireland	6 353	129.5	3 983	81.2	160	10 336	211
Italy	81 623	135.2	60 125	99.6	136	141 748	235
Latvia	6 217	323.8	3 522	183.4	177	9 739	507
Liechtenstein			12	31.3			
Lithuania	14 622	523.3	6 485	232.1	225	21 107	755
Luxembourg	960	156.4	664	108.2	145	1 624	265
Malta	931	188.6	660	133.7	141	1 591	322
Moldova			6 990	197.0			
Monaco	41	107.0	21	54.8	195	62	162
Montenegro	NAP		1 154	185.5			
Netherlands	35 383	204.7	9 753	56.4	363	45 136	261
North Macedonia	0	0.0	2 144	103.2	0	2 144	103
Norway	2 424	45.5	3 227	60.6	75	5 651	106
Poland	245 328	646.1	72 204	190.1	340	317 532	836
Portugal	30 627	298.0	12 867	125.2	238	43 494	423
Romania	69 702	359.3	20 689	106.6	337	90 391	466
Russian Federation	511 191	350.4	563 166	386.1	91	1 074 357	737
San Marino			1	2.9			
Serbia	1 821	26.1	10 871	156.1	17	12 692	182
Slovak Republic	13 220	242.6	10 294	188.9	128	23 514	431
Slovenia	1 624	78.0	1 396	67.1	116	3 020	145
Spain (Total)	60 157	128.2	58 983	125.7	102	119 140	254
Spain (State Admin.)	49 216	125.1	50 612	128.7	97	99 828	254
Spain (Catalonia)	10 941	144.0	8 371	110.1	131	19 312	254
Sweden	10 191	99.6	6 109	59.7	167	16 300	159
Switzerland	4 239	49.6	6 943	81.3	61	11 182	131
Turkey	484 599	590.9	269 806	329.0	180	754 405	920
Ukraine	58 439	138.6	52 973	125.7	110	111 412	264
UK: England and Wales	180 487	302.6	82 236	137.9	219	262 723	440
UK: Northern Ireland	4 070	214.4	1 504	79.2	271	5 574	294
UK: Scotland	21 731	397.3	7 984	146.0	272	29 715	543

Notes: (1) Data refers to 31<sup>st</sup> January 2019 (for exceptions, see the SPACE reports); (2) Average and median values were calculated from the original database, which contains all the decimals not presented in this Table.

**Table 3.** Composition of the probation population on 31<sup>st</sup> January 2019 and mortality during 2018

Country	Percentage of female probationers in the probation population	Percentage of female inmates in the prison population	Percentage of foreign probationers in the probation population	Percentage of foreign inmates in the prison population	Deaths of probationers per 10,000 probationers (2018)	Deaths of inmates per 10,000 inmates (2018)
Figure	6	6	7	7	8	8
Albania		2.0		1.9		45.5
Andorra		8.9		58.9		0.0
Armenia	9.3	3.2	0.6	5.2	38.4	44.1
Austria	14.8	6.2	24.8	54.7	40.7	47.1
Azerbaijan		2.9		2.1	89.6	45.2
Belgium	13.3		13.7		48.6	
BH: state level						
BiH: Fed. BiH						
BiH: Republika Srpska						
Bulgaria		3.0		3.0	72.5	53.6
Croatia	9.8	5.3	0.8	12.1	98.3	65.3
Cyprus	7.3	5.1	25.9	43.6		27.7
Czech Republic	17.5	7.6		8.2	55.9	18.5
Denmark	14.1	4.3	9.6	28.2		17.5
Estonia	8.6	4.8	23.5	35.1	80.3	33.3
Finland	11.4	7.0	5.1	17.9	126.0	21.8
France	6.3	3.6	6.9	23.1	3.0	28.3
Georgia	5.0		0.9		60.1	
Germany		6.9				27.2
Greece	5.2	5.3	4.3	54.9	33.2	19.8
Hungary		7.3		4.6		39.3
Iceland	10.3	7.6	8.0	21.5	38.3	69.4
Ireland	13.1	4.5	4.6	13.6	51.9	22.6
Italy	11.6	4.3	16.6	33.8	45.7	26.8
Latvia	14.9	7.8	1.0	2.4	54.7	68.1
Liechtenstein		0.0		75.0		0.0
Lithuania	9.3	4.7		1.9	94.4	46.3
Luxembourg	10.2	5.1	38.6	74.4	20.8	30.1
Malta	1.5		0.2		32.2	
Moldova		6.5		1.2		40.1
Monaco	19.5	14.3	61.0	95.2	0.0	0.0
Montenegro		2.6		15.3		60.7
Netherlands	12.3	5.7		23.1		20.5
North Macedonia		3.3		6.7		18.7
Norway		6.0		31.1	74.3	9.3
Poland		4.1		1.4		16.3
Portugal	10.3	6.4	8.1	15.2	60.4	42.0
Romania	9.0	4.6	0.9	1.2	56.8	31.4
Russian Federation	12.5	7.9	0.6	6.2		41.4
San Marino		0.0		0.0		0.0
Serbia	3.7	4.1	0.2	2.9	27.5	51.5
Slovak Republic	15.9	7.5		2.0	61.3	16.5
Slovenia		5.3		20.1		14.3
Spain (Total)	10.0	7.5	4.8	28.1	58.8	29.8
Spain (State Admin.)	9.8	7.6		25.3	43.9	30.4
Spain (Catalonia)	10.6	7.1	26.4	44.9	126.1	26.3
Sweden	12.4	5.6	15.3		139.3	9.8
Switzerland	12.8	5.7	36.2	72.1		17.3
Turkey	9.4	3.9	2.5	3.3		4.0
Ukraine	9.5					
UK: England and Wales	11.9	4.6		11.1	77.2	39.5
UK: Northern Ireland	10.4	4.3		9.3		33.2
UK: Scotland	13.3	4.5			88.8	47.6

Notes: (1) Data on females and foreigners refer to 31<sup>st</sup> January 2019 (for exceptions, see the SPACE reports); (2) Data on deaths refer to the entire year 2018; (e) Average and median values were calculated from the original database, which contains all the decimals not presented in this Table.

## 9. Definitions

**Conditional release:** According to the Council of Europe’s Recommendation Rec(2003)22 on conditional release (parole), “Conditional release is a community measure” that “means the early release of sentenced prisoners under individualised post-release conditions”. As a consequence, persons conditionally released and placed under the supervision of probation agencies are considered as probationers.

**Community sanctions and measures:** According to the Council of Europe’s Recommendation CM/Rec(2017)3, “the expression ‘community sanctions and measures’ means sanctions and measures which maintain suspects or offenders in the community and involve some restrictions on their liberty through the imposition of conditions and/or obligations. The term designates any sanction imposed by a judicial or administrative authority, and any measure taken before or instead of a decision on a sanction, as well as ways of enforcing a sentence of imprisonment outside a prison establishment.” Community sanctions and measures are frequently referred to as *alternatives to imprisonment* and some of them are also referred to as *diversionary measures*.

**Probation agency:** Council of Europe’s Recommendation CM/Rec(2014)4 defines a probation agency as “a body responsible for the execution in the community of sanctions and measures defined by law and imposed on an offender. Its tasks include a range of activities and interventions, which involve supervision, guidance and assistance aiming at the social inclusion of offenders, as well as at contributing to community safety. It may also, depending on the national legal system, implement one or more of the following functions: providing information and advice to judicial and other deciding authorities to help them reach informed and just decisions; providing guidance and support to offenders while in custody in order to prepare their release and resettlement; monitoring and assistance to persons subject to early release; restorative justice interventions; and offering assistance to victims of crime. A probation agency may also be, depending on the national legal system, the ‘agency responsible for supervising persons under electronic monitoring’.”

**Probation:** According to Appendix I to the Council of Europe’s Recommendation CM/Rec (2010)1, probation “relates to the implementation in the community of sanctions and measures, defined by law and imposed on an offender. It includes a range of activities and interventions, which involve supervision, guidance and assistance aiming at the social inclusion of an offender, as well as at contributing to community safety”.

**Probationers:** Persons placed under the supervision of probation agencies.

**Probation population rate:** Corresponds to the number of persons placed under the supervision of probation agencies per 100,000 inhabitants of a given country, as of 31 December of each year. This indicator is sometimes known as the *probation stock* or the *stock of probationers*.

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