

Probation and Prisons in Europe, 2022: Key Findings of the SPACE reports

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1. Introduction

This document summarises the main findings of the 2022 *Council of Europe Annual Penal Statistics on Persons under the Supervision of Probation Agencies*¹, better known under the acronym SPACE II, and compares them to those of the 2022 *Council of Europe Annual Penal Statistics on Prison Populations*, SPACE I, which was published in April 2022².

The rates and percentages presented here correspond to the *European median values* and *averages* computed on the basis of figures weighted by the population and the number of probationers —or, respectively, of inmates— in each jurisdiction (see *Methodology* for further details). Forty-eight (48) out of the 51 probation agencies (or equivalent institutions) in the 46 Council of Europe member States³ answered the 2022 SPACE II questionnaire, which corresponds to a participation rate of 94%. Their answers are compared to those of the 48 prison administrations that replied to the 2022 SPACE I questionnaire. The countries that did not answer the SPACE II questionnaire are Albania, Bosnia & Herzegovina, Germany, Iceland, and San Marino⁴; while San Marino and two of the three administrations of Bosnia and Herzegovina (the State PA and the Federation of Bosnia and Herzegovina PA) did not answer to the SPACE I questionnaire.

It must also be mentioned that the 48 probation agencies and the 48 prison administrations that filled in the SPACE questionnaires did not necessarily provide data for all the items included in them. Thus, in the title of each Figure and Table included in this document we indicate the number (N) of probation agencies —or, respectively, of prison administrations— that provided the data required for the analysis⁵. Greece has been omitted from the analyses below because the data provided are unreliable, presenting large deviations compared to previous

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¹ Aebi, M. F. & Hashimoto, Y. Z. (2022). *SPACE II – 2022 – Council of Europe Annual Penal Statistics: Persons under the Supervision of Probation Agencies*. Council of Europe. Available at: www.unil.ch/space.

² Aebi, M. F. & Cocco, E. (2022). *SPACE I – 2022 – Council of Europe Annual Penal Statistics: Prison Populations*. Strasbourg: Council of Europe. Available at: www.unil.ch/space.

³ The Russian Federation was expelled from the Council of Europe on 16 March 2022. The Council of Europe has since then 46 member States.

⁴ According to the latest information received from the countries, probation agencies do not exist in Bosnia & Herzegovina, and Germany does not produce probation statistics at the federal level.

⁵ Many Figures include data from the two Spanish probation agencies (Catalonia and the State Administration) as well as the overall total for Spain. In these cases, only two probation agencies are counted in the N indicated in the title of the Figures. That N also excludes the European median values and averages. Readers counting the bars included in each Figure are kindly asked to keep these exceptions in mind.

years for which no clarification was provided. For reference, the data received from Greece are however presented in Tables 2 and 3 towards the end of this document.

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 conceptualisations 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 (usually called *parolees* in common law jurisdictions). As the distinction between these two large categories is useful when analyzing the use of probation, Figure 1 presents the percentage of persons conditionally released among the total number of probationers on 31 January 2022 in the 38 jurisdictions that provided the necessary data. That percentage varies widely across Europe, from zero in Turkey to 42% in Sweden. In broad terms, the highest percentages are found in Western and Northern European countries. Nevertheless, some probation agencies included in Figure 1 do not use the *person* as the counting unit in their probation statistics (those presented in *blue* stripes) and others do so partially (those presented in *orange* stripes).

Whenever a probation agency does not use the *person* as the counting unit in its statistics, there is a risk of double counting. This means that the same probationer can be counted more than once when, for example, he or she is serving two or more community sanctions or measures. As the reader will soon realise that methodological issue—which affects all the indicators presented in SPACE II—is addressed in every analysis presented in this document. All in all, 23 probation agencies use the *person* as the counting unit for their stock, seven do not use the *person* for neither stock nor flow, two do not use the *person* for flow, and 12 do so partially⁶; however, not all of them are included in every Figure. That explains why in Figure 1, for example, the reader can count five probation agencies not using the *person* as their counting unit, while in Figure 2 we mention seven.

3. Probation and prison populations on 31 January 2022

Among the 48 probation agencies that completed the SPACE II questionnaire, 41 answered the item on the total number of persons under their supervision (*stock*). However, ten among these indicated that they do not use the *person* as the counting unit for the total probation stock (see note 6), which leaves 31 agencies to be included in any analyses based on the total number of *probationers*. On 31 January 2022, there were 1 349 220 probationers under the supervision of these 31 probation agencies, which corresponds to a median probation population rate of 161 probationers per 100 000 inhabitants. The probation population rates of each probation agency are presented in Figure 2. The European median and average rates are calculated on the basis of the data provided by the 32 probation agencies that use the *person* as the counting unit for their stock of probationers (see note 6).

⁶ The seven probation agencies that do not use the *person* as the counting unit of their statistics are those of Belgium, Denmark, Hungary, Luxembourg, the Slovak Republic, Slovenia, and Ukraine. The nine ones that only use *partially* the *person* as their counting unit are those of the Czech Republic, France, Ireland, Portugal, Romania, Serbia, Sweden, Scotland, and the State Administration of Spain. Consequently, the *total* figures for Spain are also based only *partially* on persons, even if the Catalan probation agency does use the *person* as the counting unit of its statistics.

Figure 1. Percentages of persons on conditional release among probationers on 31 January 2022 (N=38) *

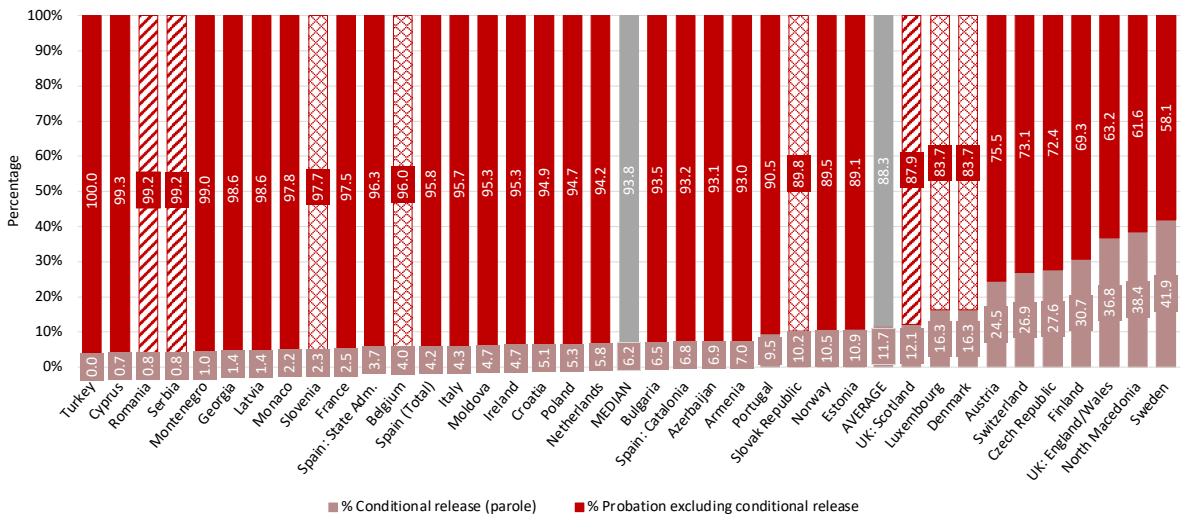


Figure 2. Probation population rates (probationers per 100 000 inhabitants) on 31 January 2022 (N=41)*

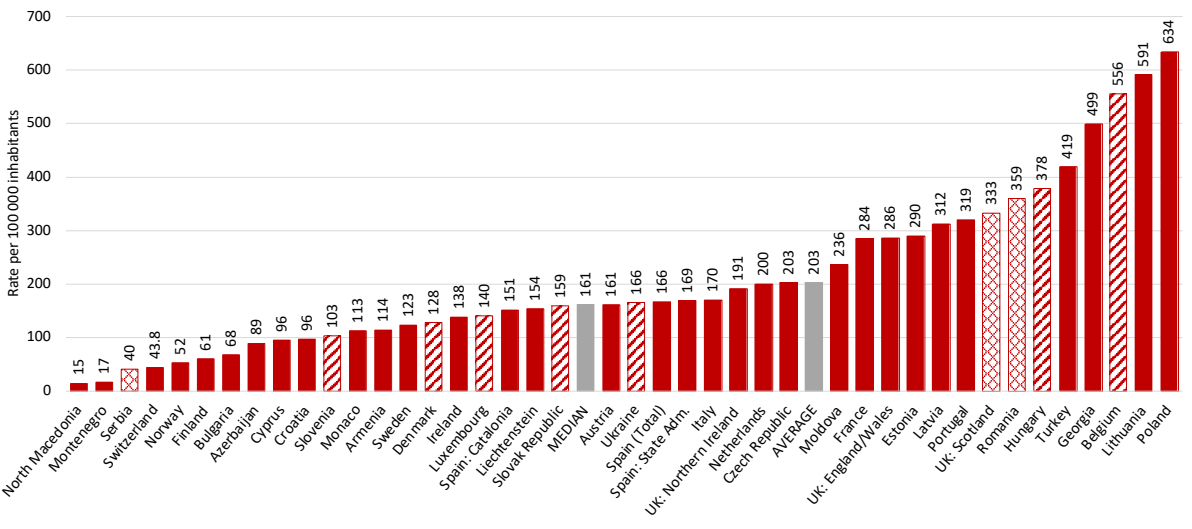
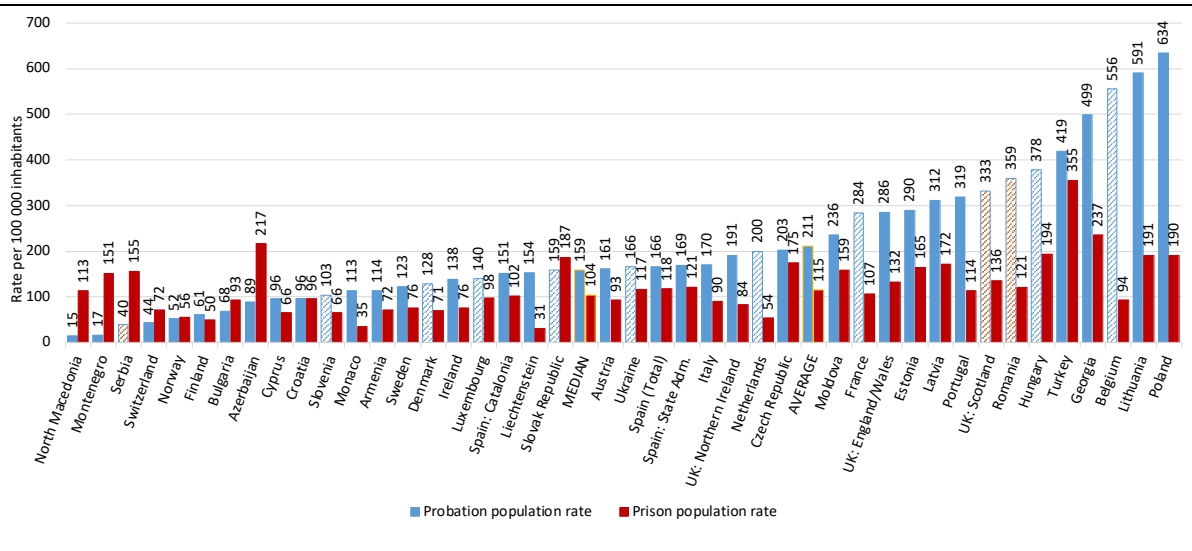


Figure 3. Probation and Prison population rates (per 100 000 inhabitants) on 31 January 2022 (N=41)*



* Note to Figures 1 to 9: Probation agencies of countries *not* using the *person* as the counting unit of their statistics are shown in bars with a *grid* pattern, while those using it only *partially* are shown in bars with *stripes*.

The highest probation population rates are found in Poland, Lithuania and Belgium; while the lowest are in North Macedonia, Montenegro, and Serbia. However, as noted earlier, comparisons across jurisdictions must be conducted carefully because the way in which data are collected varies across them. As in the previous Figure, data provided by the probation agencies that do not use the *person* as the counting unit for the total number of probationers are presented in a striped pattern. More specifically, Belgium, Denmark, Hungary, the Slovak Republic, Slovenia and Ukraine reported that their counting unit is the *case* or the *file*. Luxembourg does not count *persons* but did not specify its counting unit. Romania, Serbia and Scotland indicated that they partially count the *person*; however, they specified that they count the *case*, the *verdict*, or the *order* for the probation stock. These different counting units could explain the high probation population 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 26 of the 2022 SPACE II report). Unfortunately, we do not have information on the percentage of probationers counted more than once in the rest of the probation agencies that do not use the *person* as their counting unit.

Even if all probation agencies were to apply the same statistical counting rules, the interpretation of the ranking of jurisdictions that stems from Figure 2 would not be straightforward. For example, 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. The same interpretation can be made for North Macedonia, where the first probation office was opened in November 2017 and the rest of the offices started operating only in November 2019.

Lastly, there is no “magic formula” to estimate a rate of probationers that would be appropriate for a jurisdiction. 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 them 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 41 probation agencies and prison services that answered both SPACE questionnaires in 2022.

In Figure 3, jurisdictions are arranged according to their probation population in ascending order. It can easily be seen that this distribution is completely different from the one that would be obtained if they were ranked by their prison population rate. One notable result of this comparison is that, in 36 out of the 41 probation agencies and prison services included in Figure 3, the probation population rate is higher than the prison population rate. The exceptions are (in order of magnitude) North Macedonia, Montenegro, Serbia, Switzerland, Norway, Bulgaria, Azerbaijan, and the Slovak Republic, where the rates of inmates are higher than the rates of probationers per 100 000 inhabitants. Again, it is important to emphasise the fact that not all probation agencies use the same counting unit. Accordingly, the European median and the European average rates for both the probation population rate and the prison population rate were computed excluding the probation agencies that do not count *persons* (see note 6). Nevertheless, there are still major divergences across jurisdictions. In order to better illustrate these divergences, Figure 4 shows the ratio of probationers per 100 inmates.

Figure 4 shows that, in jurisdictions using the *person* as the counting unit, the highest ratio of probationers per inmates can be found in Belgium —where there are 591 probationers per 100 inmates— and the lowest in Montenegro, where the ratio is 11 probationers per 100 inmates. With respect to North Macedonia, which has the second lowest ratio of probationers per inmates, this seems due to the short history of its probation service (as explained in the comments to Figure 2), whereas the elevated ratio observed in Belgium is partially explained by the fact that the country counts *cases* instead of *persons* in its probation statistics.

In order to categorise the jurisdictions 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. Given that the median prison population shown in Figure 3 is around 104 per 100 000 inhabitants, the jurisdictions in Table 1 are categorised as follows: a probation or prison population rate up to 100 per 100 000 inhabitants 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 (or equivalent institution) specified that it does not use the *person* as the counting unit for the stock of probationers (see note 6).

Table 1. Relationship between probation and prison population rates on 31 January 2022 (N=41, 8 categories)

Jurisdiction	Probation population rate	Prison population rate
1. Jurisdictions with a low probation population rate (≤ 100 per 100 000 inhabitants) and a low prison population rate (≤ 100 per 100 000 inhabitants)		
Switzerland	43.8	71.9
Norway	52.5	55.9
Finland	60.8	50.0
Bulgaria	68.2	93.3
Cyprus	96.0	66.0
Croatia	96.4	96.2
2. Jurisdictions with a low probation population rate (≤ 100 per 100 000 inhabitants) and a relatively high prison population rate (>100 to <200 per 100 000 inhabitants)		
North Macedonia	14.5	113.5
Montenegro	16.6	151.0
Serbia	39.9	155.3
3. Jurisdictions with a relatively high probation population rate (>100 to <200 per 100 000 inhabitants) and a low prison population rate (≤ 100 per 100 000 inhabitants)		
Slovenia	103.4	66.4
Monaco	113.1	35.2
Armenia	113.7	71.6
Sweden	123.0	76.1
Denmark	128.0	70.5
Ireland	138.2	76.4
Luxembourg	140.3	98.1
Liechtenstein	153.7	31.3
Austria	161.1	93.5
Italy	169.9	90.2
UK: Northern Ireland	190.8	83.6
Netherlands	199.8	53.8
4. Jurisdictions with a relatively high probation population rate (>100 to <200 per 100 000 inhabitants) and a relatively high prison population rate (>100 to <200 per 100 000 inhabitants)		
Spain (Catalonia)	151.1	102.0
Slovak Republic	159.1	186.5
Ukraine	165.5	117.2
Spain (Total)	166.1	117.9
Spain (State Admin.)	169.0	121.0
5. Jurisdictions with a relatively high probation population rate (>100 to <200 per 100 000 inhabitants) and a high prison population rate (> 200 per 100 000 inhabitants)		
Azerbaijan	88.9	216.8
6. Jurisdictions with a high probation population rate (≥ 200 per 100 000 inhabitants) and a low prison population rate (≤ 100 per 100 000 inhabitants)		
Belgium	555.5	93.9
7. Jurisdictions with a high probation population rate (≥ 200 per 100 000 inhabitants) and a relatively high prison population rate (>100 to <200 per 100 000 inhabitants)		
Czech Republic	202.8	174.6
Moldova	236.0	159.1
France	284.4	106.7
UK: England and Wales	285.6	132.3
Estonia	289.6	165.0
Latvia	311.9	172.2
Portugal	319.4	114.3
UK: Scotland	332.6	135.8
Romania	359.1	120.9
Hungary	378.2	193.8
Lithuania	591.2	191.1
Poland	633.9	190.4
8. Jurisdictions with a high probation population rate (≥ 200 per 100 000 inhabitants) and a high prison population rate (≥ 200 per 100 000 inhabitants)		
Turkey	419.5	355.2
Georgia	498.7	236.6

The countries in the first category of Table 1 (Switzerland, Norway, Finland, Bulgaria, Cyprus, and Croatia) are those that seem to be using prison and probation most parsimoniously, because they show low rates in both indicators. Countries in the eighth category (Turkey and Georgia) are exactly in the opposite situation. These countries appear to be using community sanctions not as alternatives to imprisonment, but rather as supplementary sanctions. The reason is that their probation population rate is remarkably high, but their prison population rate remains above the European median value. This observation also applies to the probation services included in the seventh and most populated category. In between these categories, the situation of the jurisdictions differs considerably.

Adding the total number of probationers (1 349 220) and the total number of inmates (907 933) reported by the jurisdictions that participated in at least one of the two 2022 SPACE surveys and use the *person* as the counting unit for both indicators of stock, one reaches the number of 2 257 153 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 probation agencies that provided data on their total number of probationers (Andorra and Malta answered some items of the SPACE II questionnaire, but they did not provide their total number of probationers) and which use the *person* as the counting unit (see note 6), and the prison administrations that reported their total number of inmates when answering the 2022 SPACE I questionnaire.

Forty-two (41) out of all these jurisdictions provided data on both their total number of probationers (or number of cases/files/orders) and their total number of inmates. Adding both numbers one obtains the correctional population for each jurisdiction, which can then be related to the jurisdiction's 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 rates for these 41 probation agencies and prison services. Once more, it must be stressed that these rates are *estimates*, instead of fully reliable figures allowing direct comparisons. The reason, once more, is that the *person* is not systematically used as the counting unit in probation statistics across the continent; in particular, there is a risk of double counting in the jurisdictions presented in a striped pattern (blue or orange) in Figure 5 (see note 6).

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

The high rates of probationers observed in several jurisdictions corroborates the expansion of community sanctions and measures across the continent since the 1990s. However, this increase has not necessarily been accompanied everywhere 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 signal of the development of mass probation in some jurisdictions— Figure 6 shows the annual variation of the probation population rate in the 39 probation agencies that provided data on their probation population for 2021 and 2022.

As the aim of this analysis is to measure the trend in the use of probation in each jurisdiction, the use of different counting units in different jurisdictions does not affect the comparison, as long as they do not change their counting unit from one year to the other. Hence, Figure 6 includes data on 19 probation agencies that count the number of persons and on 17 that count the number of cases, files, or orders (presented in a striped pattern). Figure 6 shows that, comparing 2022 to 2021, two-thirds of these jurisdictions (26) registered an increase of their overall rate of probationers, cases or orders. However, if one considers increases and decreases between -5% and 5% as indicating stability, there were 21 probation agencies that registered significant increases (5% or more), 5 that experienced significant decreases (-5% or more), and 13 where the situation remained stable⁷. Overall, probation population rates increased significantly between 2021 and 2022.

If we restrict the comparison to the 29 probation agencies that count *persons* and provided data both for 2021 and 2022, the total number of probationers increased from 1 288 557 in 2021 to 1 347 942 in 2022, which represents a 4.6% increase (see Table 2 towards the end of this document).

⁷ As indicated in footnote 4 and in the Methodology Section, in order to avoid double counting, Spain (total) is not counted as a separate probation agency because it corresponds to the sum of Spain (State Administration) and Spain (Catalonia).

Figure 4. Ratio of probationers per 100 inmates on 31 January 2022 (N=42) *

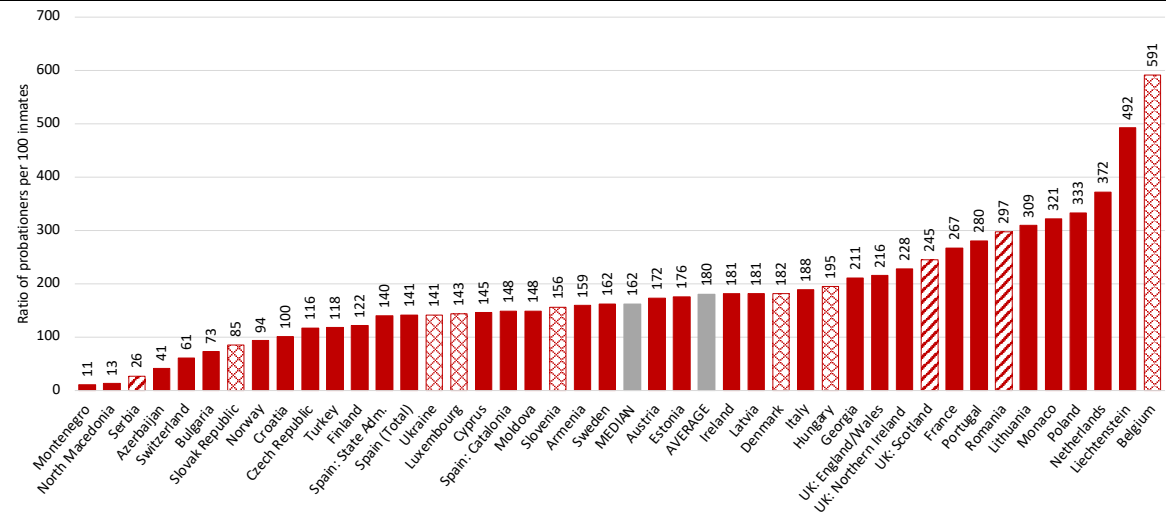


Figure 5. Estimated correctional population rate (inmates + probationers) per 100 000 inhabitants on 31 January 2022 (N=41)*

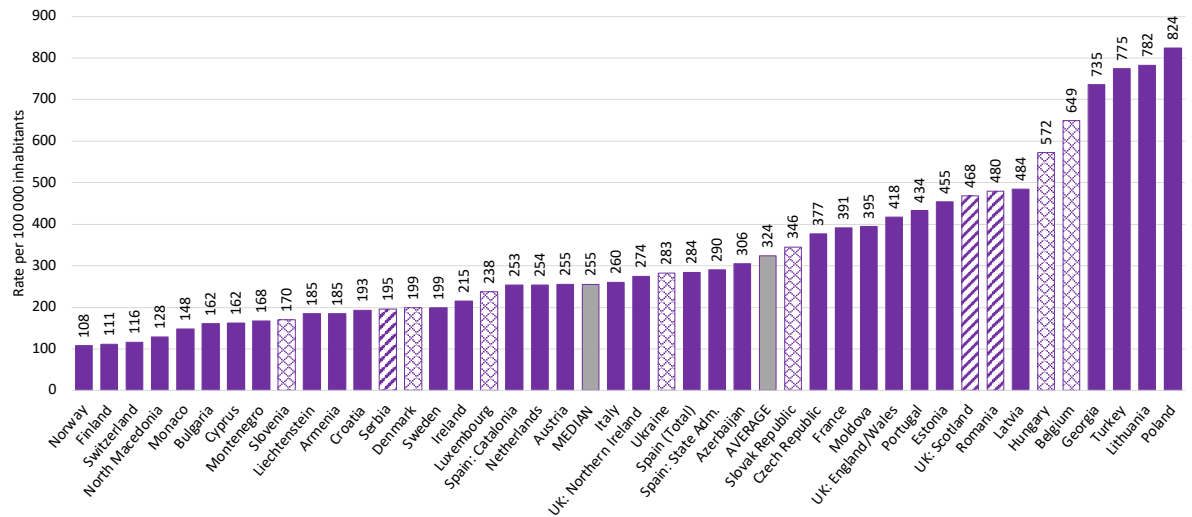
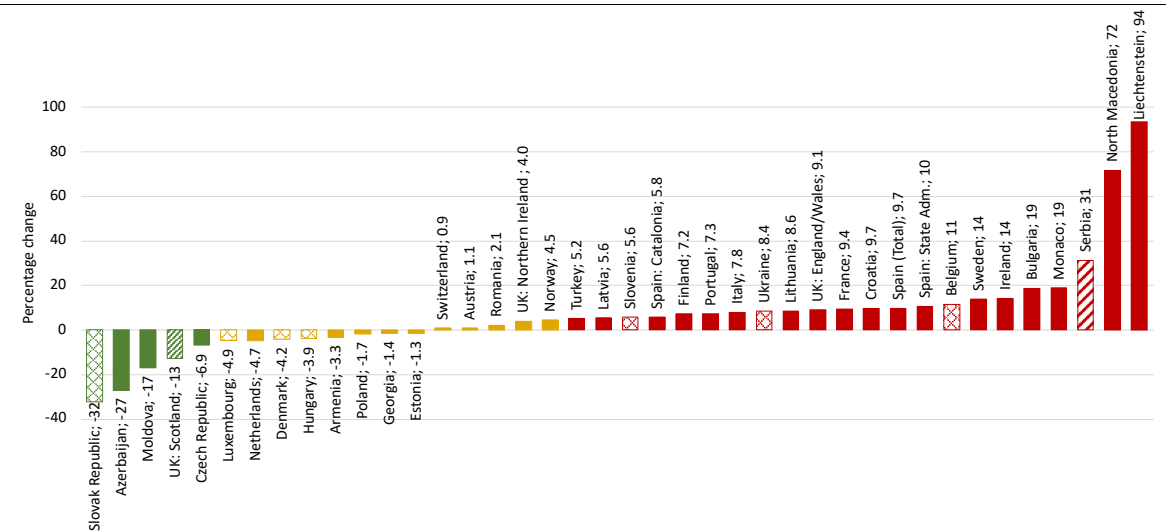


Figure 6. Annual percentage change in probation population rates from 2021 to 2022 (N=39)*



* Note to Figures 1 to 12: Probation agencies of countries *not* using the *person* as the counting unit of their statistics are shown in bars with a *grid* pattern, while those using it *only partially* are shown in bars with stripes.

The increase of probation population rates between 2021 and 2022 may be attributed partially to a return to normalcy following the pandemic, of which side effects affected both criminal activity and the functioning of the criminal justice system. For example, according to the Spanish national correspondants, “the number of sentences received in ‘penalties and alternative measures’ during 2021 has increased with respect to the previous year due to the paralysis of judicial activity during a good part of 2020 due to the limitations derived from the state of alarm as a result of the COVID-19 pandemic.” With respect to Serbia, the increase in their probation population has been attributed by the national correspondents to an increase in staff and equipment to implement electronic monitoring. On the other hand, the decrease in Netherlands is at least partially due to a new law which changed the execution of prison sentences and reintegration, and to a policy change at the Public Prosecution Service concerning the use of conditional suspension of criminal proceedings.

In sum, probation population increased from 2021 to 2022 and that increase can be seen as the result of the unintended consequences of the measures introduced to reduce the spread of the pandemic dissipating and of changes involving the European criminal justice system broadly.

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 probation stock, the median percentage of males was 89% and the median percentage of females was 11%. The same percentage of 11% women among probationers is reached when the estimations are restricted to the 28 jurisdictions counting *persons*. 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 Montenegro, 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 5% of the total number of inmates. This discrepancy could be explained by the fact that probation is being used for the less serious offences and, while women are in general underrepresented among offenders, this underrepresentation is particularly important for serious offences (namely violent offences), 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. Another reason for that differential treatment could be that women remain the primary caregivers of minor children (*i.e.*, men are seldom placed on probation or granted conditional release because they are fathers of young children).

5.2. Citizenship

In the 28 probation agencies that provided data on both the number of foreign probationers and the total probation stock, the median percentage of probationers who were nationals was 92% and the median percentage of probationers who were foreign citizens was 8% (it is 7% if we restrict the analysis to jurisdictions counting *persons*; see note 6). In contrast, the median percentage of foreign inmates reaches 16%. This distribution is due to the fact that among the jurisdictions that participated both in SPACE and SPACE II there are several Western European EU countries, where the percentages of foreign inmates are among the highest (see the right half of Figure 8). The same is true when estimations are restricted to the 23 jurisdictions that provided demographic data for both their probation (SPACE II) and their prison (SPACE I) populations.

Although there is a great diversity in these percentages, most of the foreign probationers are placed under supervision in Western and Central Europe. Indeed, information on nationality is not collected in several Eastern European countries, which suggests that the issue has no relevance for policy-makers in that region. This overall distribution of foreign probationers across the continent is similar to the one observed for foreign inmates in the 2022 SPACE I report, although the percentages of the latter are much higher. In particular, on 31 January 2022, around 15% of the inmates placed in European penal institutions were foreigners, but that percentage was usually lower than 5% in Eastern Europe, while in Central and Western Europe it was at least of 10% and, in a few countries, it reached 50% or higher. Sweden, which is omitted from Figure 8 because it can only count foreign

Figure 7. Percentage of women probationers in the probation population and percentage of women inmates in the prison population on 31 January 2022 (N=34) *

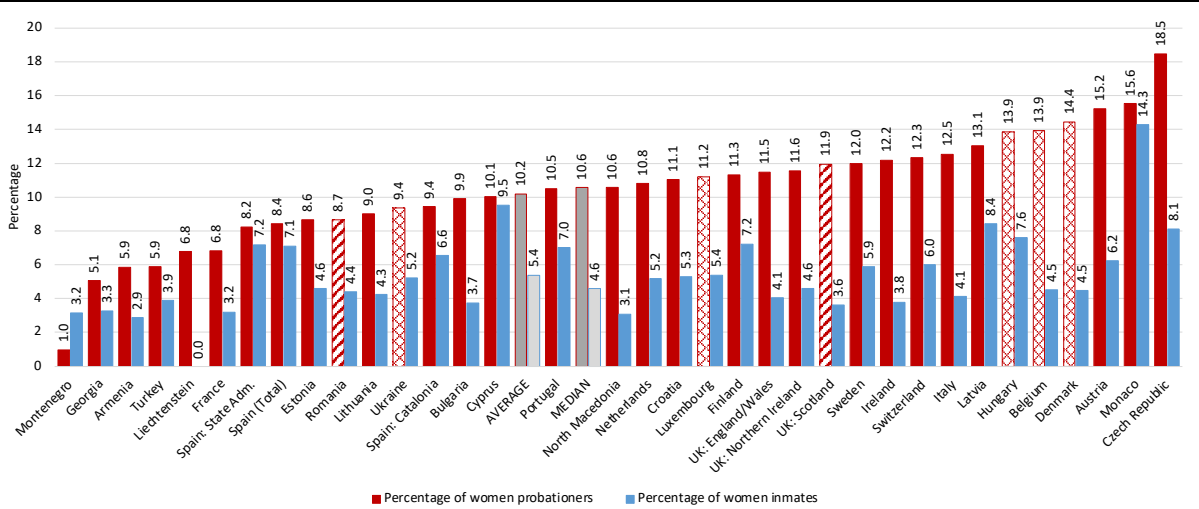


Figure 8. Percentage of foreign probationers in the probation population and percentage of foreign inmates in the prison population on 31 January 2022 (N=28)*

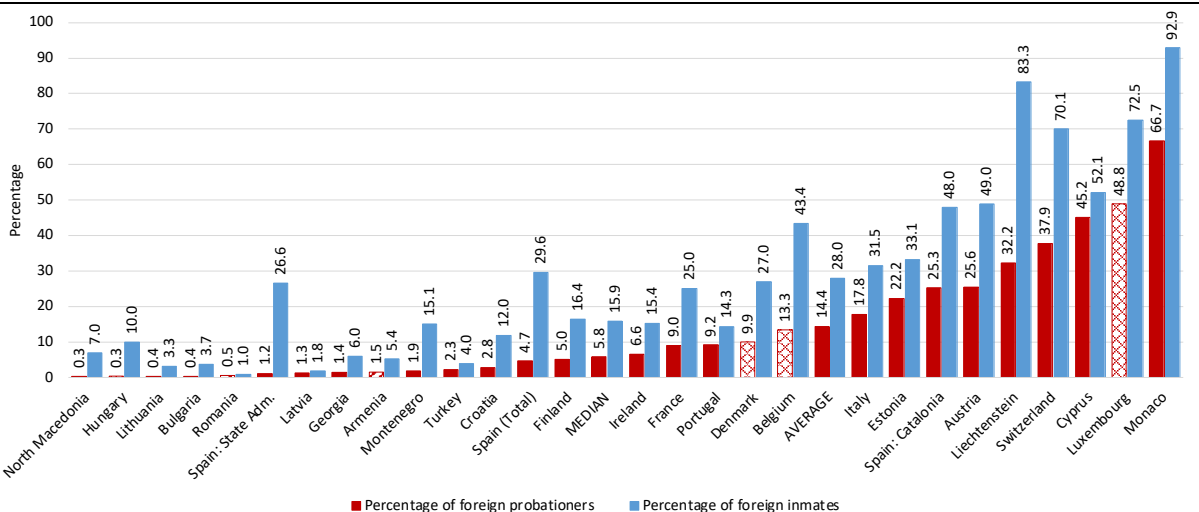
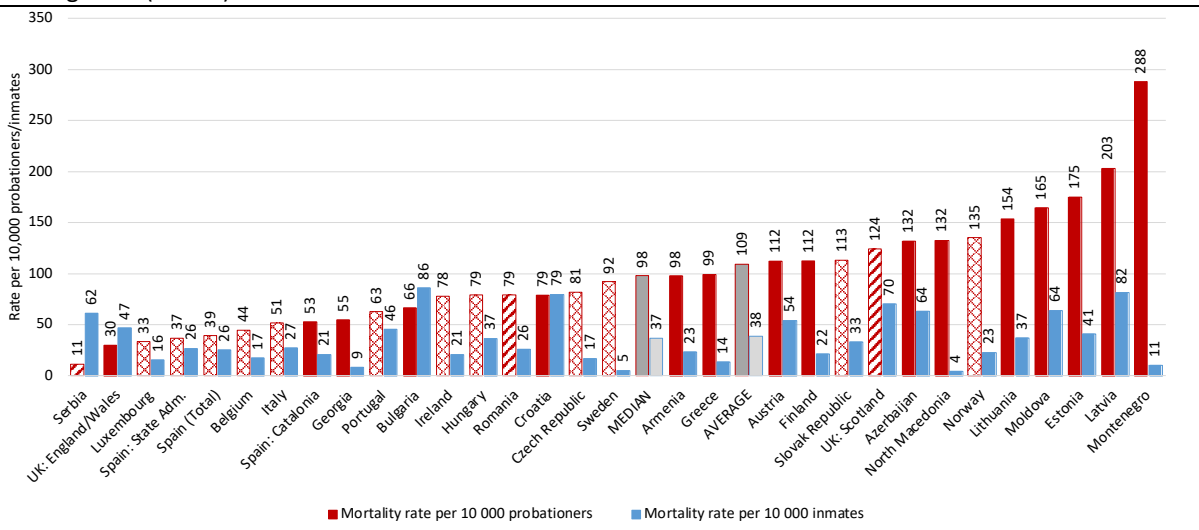


Figure 9. Deaths of probationers per 10 000 probationers and deaths of inmates per 10 000 probationers during 2021 (N = 29)*



* Note to Figures 1 to 12: See the previous footnote.

inmates who have been condemned, is among these countries with 17% of foreign probations in the probation population.

Figure 8 shows that in all jurisdictions the percentage of foreign inmates is higher —usually it is at least the double— than that of foreign probationers. This difference is at least partially due to 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. The main obstacle in that context is the requirement of having a stable address in the country where probation is being served. Furthermore, in some cases, it is plausible to assume that some of the foreign inmates have also been the object of a deportation order to be applied 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.

6. Mortality rates

In the 30 probation agencies that provided data on both the deaths of probationers and the total probation stock⁸, the median mortality rate was 81 deaths per 10 000 probationers (95 per 10 000 if we restrict the analysis to counts of *persons*⁹). Figure 9 presents the probation mortality rates for the year 2021 as well as the prison mortality rates (deaths per 10 000 inmates) for the same year. Monaco reported no deaths in 2022 and is excluded from the Figure and the computation of the median and average European rates (see Table 3 for the relevant data).

Figure 9 shows that the probation mortality rates are usually higher than the prison mortality rates. In fact, in a number of jurisdictions, the probation mortality rates are several times higher than the prison mortality rates. There are at least three plausible explanatory hypotheses for that difference: (a) the constraints of the prison environment reduce the risk of engaging in risky behaviour or suffering a fatal accident; (b) inmates suffering from terminal or serious illnesses are frequently released from prison and placed on probation; and (c) suicide is more common while on probation than while in prison. In order to test the latter hypothesis, the SPACE II questionnaire asks for data on suicides among probationers. However, virtually none of the Council of Europe member states is currently able to provide data on that topic.

7. Methodology

Throughout this document, the term *jurisdiction* is often preferred to *country* because some countries have more than one probation agency. Hence, in Spain, both the General State Administration and the Administration of the Autonomous Community of Catalonia provide data, while in the United Kingdom data are provided separately by England and Wales, Northern Ireland, and Scotland.

Unless stated otherwise, the remarks made in the body of this document refer, for each indicator, to 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 reports because some member states, like Liechtenstein, Monaco or San Marino, have a very a small number of inhabitants and, as a consequence, a change in only one person can have a big impact on their percentages and rates. The *average* value is, however, regularly included in the Figures presented throughout the document.

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 (or jurisdiction of the 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 January 2022, there were 1 349 220 probationers under the supervision of the 30 probation agencies of

⁸ These 29 jurisdictions also provided data on deaths of inmates in 2009 (SPACE I).

⁹ As deaths are a subcategory of the *flow of exits*, the European median and average mortality rates exclude jurisdictions that do not use the *person* as the counting unit to compute their flow. See note 5 for the general approach.

the Council of Europe member states which use the *person* as the counting unit for their stock of probationers. At the same time, the total population of the territories in which these probation agencies are located was around 481 million inhabitants, which would lead to a probation population rate of 280 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 161 probationers per 100 000 inhabitants, as stated at the beginning of this document (see Figure 2).

The questionnaire used for the SPACE II series of Council of Europe Annual Penal Statistics asks countries to provide data on stock indicators using the person as the counting unit. For example, the number of probationers on 31st January (*stock*) should correspond to the number of *persons* placed under the supervision of probation agencies on that day. However, some probation agencies do not use the *person* as the counting unit of their statistics. The risk when an agency uses *files*, *cases* or *orders* as their counting unit is that the same person may be counted more than once (*e.g.*, a person placed in home arrest with electronic monitoring could be counted as two persons: one for the home arrest order and another for the electronic monitoring order). This issue is addressed systematically throughout this document, which indicates for each indicator, Figure, and Table the jurisdictions that do not use the person as the counting unit of their probation statistics. These jurisdictions are presented in stripes in the Figures, unless they have specified that they use the person as the counting unit for the *specific* indicator presented in the Figure. For example, nine jurisdictions mentioned that they only *partially* use the person as the counting unit in their probation statistics (for details, see note 5), but six of them specifically count the *person* when computing the total stock of probationers on 31st January (for details, see note 6). Consequently, the latter are not presented in stripes in the relevant Figures (see, for example, Figure 2). In order to allow comparisons, the same logic was applied when computing the European median and average values as well as other measures based on the number of probationers: jurisdictions not using the *person* as the counting unit in their probation statistics are excluded from the computation, unless they have stated that they use the person for that specific indicator.

The Tables presented include one decimal but, in the comments, all numbers 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 facilitate the reading, numbers have also been rounded in the Figures except when the majority of them were lower than 10.

The sample size (N) indicated on top of each Figure and Table is computed excluding the bars and lines that present the European average and the European median, as well as the total figures for Spain whenever data for the two probation agencies of the country (Catalonia and the State Administration) are also included. This explains why the N is smaller than the number of columns or lines found in the Figures and Tables. To avoid double counting, the overall total for Spain is also excluded from the computation of the European averages and median whenever data for the two probation agencies of the country are available.

8. Tables

Table 2. Stock indicators on 31 January 2022

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				175.7			
Andorra			51	65.8			
Armenia	3378	113.7	2 128	71.6	158.7	5 506	185.3
Austria	14610	161.1	8 474	93.5	172.4	23 084	254.6
Azerbaijan	9152	88.9	22 334	216.8	41.0	31 486	305.7
Belgium	64818	555.5	10 960	93.9	591.4	75 778	649.4
BH: state level							
BiH: Fed. BiH							
BiH: Republika Srpska							
Bulgaria	4671	68.2	6 386	93.3	73.1	11 057	161.5
Croatia	3913	96.4	3 905	96.2	100.2	7 818	192.6
Cyprus	1174	96.0	808	66.0	145.3	1 982	162.0
Czech Republic	21772	202.8	18 748	174.6	116.1	40 520	377.4
Denmark	7469	128.0	4 114	70.5	181.6	11 583	198.5
Estonia	3828	289.6	2 181	165.0	175.5	6 009	454.6
Finland	3380	60.8	2 776	50.0	121.8	6 156	110.8
France	186523	284.4	69 964	106.7	266.6	256 487	391.1
Georgia	19792	498.7	9 389	236.6	210.8	29 181	735.3
Germany				67.1			
Greece	[2416]		10952	106.2			
Hungary	36328	378.2	18 619	193.8	195.1	54 947	572.0
Iceland				38.5			
Ireland	6936	138.2	3 835	76.4	180.9	10 771	214.6
Italy	102382	169.9	54 372	90.2	188.3	156 754	260.1
Latvia	5767	311.9	3 183	172.2	181.2	8 950	484.1
Liechtenstein	59	153.7	12	31.3	491.7	71	185.0
Lithuania	15736	591.2	5 086	191.1	309.4	20 822	782.3
Luxembourg	901	140.3	630	98.1	143.0	1 531	238.3
Malta			613	138.1			
Moldova	9473	236.0	6 385	159.1	148.4	15 858	395.1
Monaco	45	113.1	14	35.2	321.4	59	148.3
Montenegro	104	16.6	948	151.0	11.0	1 052	167.5
Netherlands	34391	199.8	9 256	53.8	371.6	43 647	253.6
North Macedonia	302	14.5	2 362	113.5	12.8	2 664	128.0
Norway	2891	52.5	3 081	55.9	93.8	5 972	108.4
Poland	239217	633.9	71 874	190.4	332.8	311 091	824.3
Portugal	32389	319.4	11 588	114.3	279.5	43 977	433.7
Romania	68343	359.1	23 010	120.9	297.0	91 353	480.0
San Marino				0.0			
Serbia	2715	39.9	10 557	155.3	25.7	13 272	195.3
Slovak Republic	8688	159.1	10 185	186.5	85.3	18 873	345.6
Slovenia	2148	103.4	1 380	66.4	155.7	3 528	169.8
Spain (Total)	77593	166.1	55 095	117.9	140.8	132 688	284.0
Spain (State Admin.)	66223	169.0	47 425	121.0	139.6	113 648	289.9
Spain (Catalonia)	11370	151.1	7 670	102.0	148.2	19 040	253.1
Sweden	12571	123.0	7 776	76.1	161.7	20 347	199.1
Switzerland	3846	43.8	6 310	71.9	61.0	10 156	115.8
Turkey	358908	419.5	303 945	355.2	118.1	662 853	774.7
Ukraine	67864	165.5	48 038	117.2	141.3	115 902	282.7
UK: England and Wales	170744	285.6	79 092	132.3	215.9	249 836	417.9
UK: Northern Ireland	3673	190.8	1 610	83.6	228.1	5 283	274.5
UK: Scotland	18419	332.6	7 523	135.8	244.8	25 942	468.4

Notes: (1) Data refers to 31 January 2022 (for exceptions, see the SPACE reports); (2) Average and median values were calculated from the original database, which contains all the decimals not shown in this Table.

Table 3. Composition of the probation and prison populations on 31 January 2022 and mortality during 2021

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 (2021)	Deaths of inmates per 10 000 inmates (2021)
Figure	6	6	7	7	8	8
Albania		1.2		2.1		15.9
Andorra		11.8		68.6		0.0
Armenia	5.9	2.9	1.5	5.4	97.7	23.5
Austria	15.2	6.2	25.6	49.0	112.3	54.3
Azerbaijan		2.8		2.0	132.2	63.6
Belgium	13.9	4.5	13.3	43.4	44.3	17.3
BH: state level						
BiH: Fed. BiH						
BiH: Republika Srpska						
Bulgaria	9.9	3.7	0.4	3.7	66.4	86.1
Croatia	11.1	5.3	2.8	12.0	79.2	79.4
Cyprus	10.1	9.5	45.2	52.1		24.8
Czech Republic	18.5	8.1		7.4	81.3	17.1
Denmark	14.4	4.5	9.9	27.0		21.9
Estonia	8.6	4.6	22.2	33.1	175.0	41.3
Finland	11.3	7.2	5.0	16.4	112.4	21.6
France	6.8	3.2	9.0	25.0		38.9
Georgia	5.1	3.3	1.4	6.0	54.6	8.5
Germany		5.6		25.8		42.3
Greece		4.9		58.6	99.3	13.7
Hungary	13.9	7.6	0.3	10.0	78.7	36.5
Iceland		8.3		23.3		75.2
Ireland	12.2	3.8	6.6	15.4	77.9	20.9
Italy	12.5	4.1	17.8	31.5	51.5	27.4
Latvia	13.1	8.4	1.3	1.8	202.9	81.7
Liechtenstein	6.8	0.0	32.2	83.3		0.0
Lithuania	9.0	4.3	0.4	3.3	153.8	37.4
Luxembourg	11.2	5.4	48.8	72.5	33.3	15.9
Malta		8.6		48.9		16.3
Moldova		5.8		1.4	164.7	64.2
Monaco	15.6	14.3	66.7	92.9	0.0	0.0
Montenegro	1.0	3.2	1.9	15.1	288.5	10.5
Netherlands	10.8	5.2		21.8		19.4
North Macedonia	10.6	3.1	0.3	7.0	132.5	4.2
Norway		5.6		24.1	134.9	22.7
Poland		4.7		2.4		17.7
Portugal	10.5	7.0	9.2	14.3	62.7	45.7
Romania	8.7	4.4	0.5	1.0	79.2	26.1
San Marino		0.0		0.0		
Serbia		4.1		3.8	11.0	61.6
Slovak Republic		7.3		2.6	112.8	33.4
Slovenia		5.4		29.3		43.5
Spain (Total)	8.4	7.1	4.7	29.6	39.0	25.6
Spain (State Admin.)	8.2	7.2	1.2	26.6	36.7	26.4
Spain (Catalonia)	9.4	6.6	25.3	48.0	52.8	20.9
Sweden	12.0	5.9	17.2	0.0	92.3	5.1
Switzerland	12.3	6.0	37.9	70.1		26.9
Turkey	5.9	3.9	2.3	4.0		3.3
Ukraine	9.4	5.2		0.0		70.8
UK: England and Wales	11.5	4.1		12.4	30.1	46.9
UK: Northern Ireland	11.6	4.6		10.6		31.1
UK: Scotland	11.9	3.6			123.8	70.5

Notes: (1) Data on females and foreigners refer to 31 January 2022 (for exceptions, see the SPACE reports); (2) Data on deaths refer to the entire year 2021; (3) Average and median values were calculated from the original database, which contains all the decimals not shown 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*.

Correctional population rate: Corresponds to the addition of the number of inmates (including pre-trial detainees) and probationers per 100 000 inhabitants of a given country, as of 31st January of each year.

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 31st January of each year. This indicator is also known as the *probation stock* or the *stock of probationers*.

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