

Probation and Prisons in Europe, 2023: Key Findings of the SPACE reports

Marcelo F. Aebi, Lorena Molnar and Edoardo Cocco *

1. Introduction

This document summarises the main findings of the *2023 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 *2023 Council of Europe Annual Penal Statistics on Prison Populations*, SPACE I, which was published in May 2024².

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-one (41) out of the 51 probation agencies (or equivalent institutions) in the 46 Council of Europe member States³ answered the 2023 SPACE II questionnaire, which corresponds to a participation rate of 80%. Their answers are compared to those of the 41 comparable prison services that replied to the 2023 SPACE I questionnaire. The countries that did not answer the SPACE II questionnaire are Albania, Bosnia & Herzegovina⁴, Croatia, Hungary, Iceland, Lithuania and San Marino.

It must also be mentioned that the 41 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.

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**'

* The authors are, respectively, professor and researchers at the Research Unit in Criminology of the School of Criminal Sciences at the University of Lausanne, Switzerland. The opinions expressed in this publication are the responsibility of the authors and do not necessarily reflect the official policy of the Council of Europe.

¹ Aebi, M. F. & Hashimoto, Y. Z. (2023). *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. (2023). *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.

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.

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 2023⁶ in the 42 jurisdictions that provided the necessary data. That percentage varies widely across Europe, from zero in Greece and Turkey to 41.8% in Sweden and 100% in Cyprus. In broad terms, the highest percentages are found in Western and Northern European countries, with the exception of Cyprus. 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 *red* stripes).

Whenever a probation agency does not use the *person* as the counting unit in its statistics, there is a risk of double counting⁷. 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, 22 probation agencies use the *person* as the counting unit for their stock, while eight use it only partially, and seven administrations not at all⁸; however, not all of them are included in every Figure. That explains why in Figure 1, for example, the reader can count 13 probation agencies not using the *person* as their counting unit, while in Figure 2 we mention 10.

3. Probation and prison populations on 31 January 2023

Among the 41 probation agencies that completed the SPACE II questionnaire, 30 answered the item on the total number of persons under their supervision (*stock*). This low number—in comparison to former years—is due to that fact that SPACE II questionnaire distinguished between people under the supervision of probation agencies and measures executed by these. However, some countries still indicated figures for the number of probationers, despite of the fact of only complying partially to SPACE II definitions (see note 7).

On 31 January 2023, there were 1 330 838 probationers under the supervision of these probation agencies, which corresponds to a median European probation population rate of 164 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 probation agencies that use the *person* as the counting unit for their stock of probationers (see note 7). The highest probation population rates are found in Poland, Türkiye, and Moldova; while the lowest in North Macedonia, Greece, 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 Figure 1, data provided by the probation agencies that do not

⁶ It is to note that the reference date might differ depending on the country. Further information can be found within the SPACE II report.

⁷ The European median and average values shown in Figure 1 are calculated on the basis of data from the probation agencies that use the *person* as the counting unit of their statistics (in blue in the Figure). These include the Czechia, France, Portugal, Slovakia, Spain, and Sweden, which count the *person* for the *total probation stock* but use *other* counting units (such as the *cases*) for the different forms of probation; consequently, these five countries mentioned that they only *partially* use the *person* as the counting unit of their statistics (and are presented in red stripes in the Figure). Although Serbia also *partially* use the *person* as their counting unit (and therefore are also presented in red stripes), it does not use it when calculating their probation stock and is as a result excluded—together with the probation agencies using other counting units (in blue stripes in the Figure)—from the computation of the European median and average values (see note 5 for details).

⁸ The seven probation agencies that do not use the *person* as the counting unit of their statistics are those of Armenia, Belgium, Denmark, Luxembourg, Portugal, Slovenia, and Ukraine. The nine that only use *partially* the *person* as their counting unit are those of the Czechia, France, Romania, Serbia, Slovakia, Sweden, the State Administration of Spain, and UK: Northern Ireland, and UK: Scotland. 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 2023 (N=32)

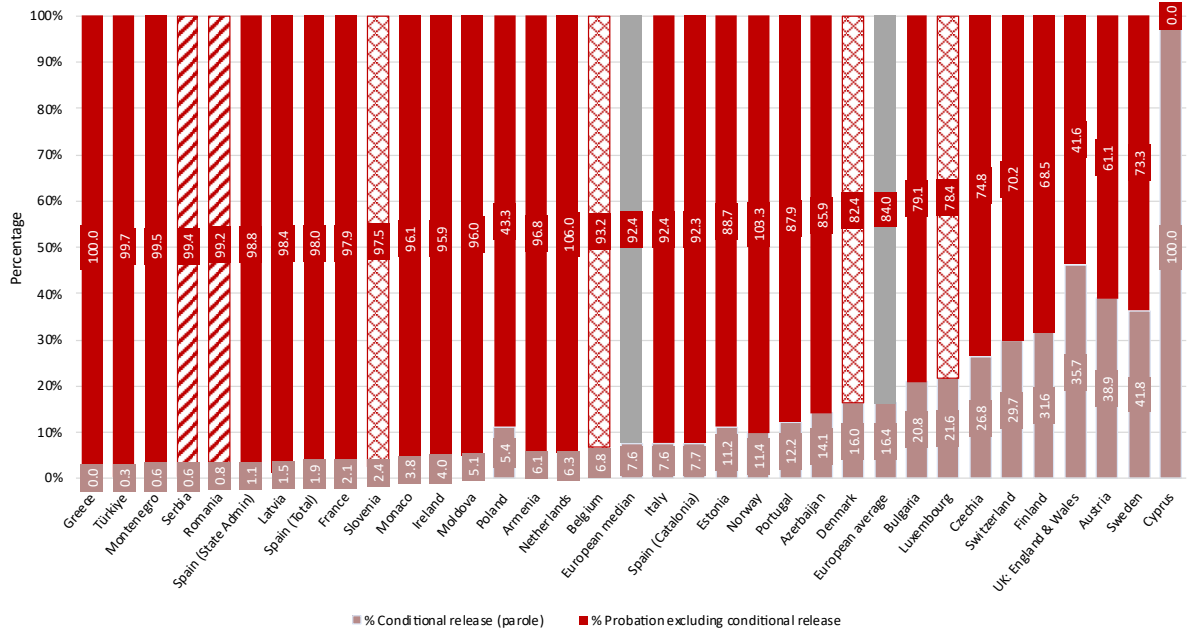


Figure 2. Probation population rates (probationers per 100 000 inhabitants) on 31 January 2023 (N=30)

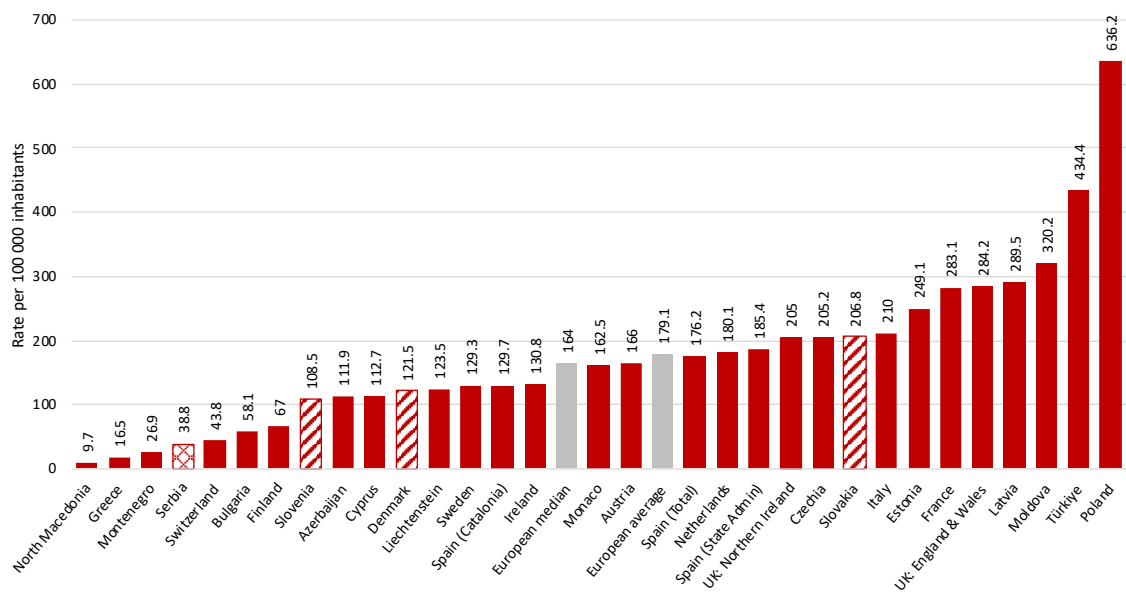
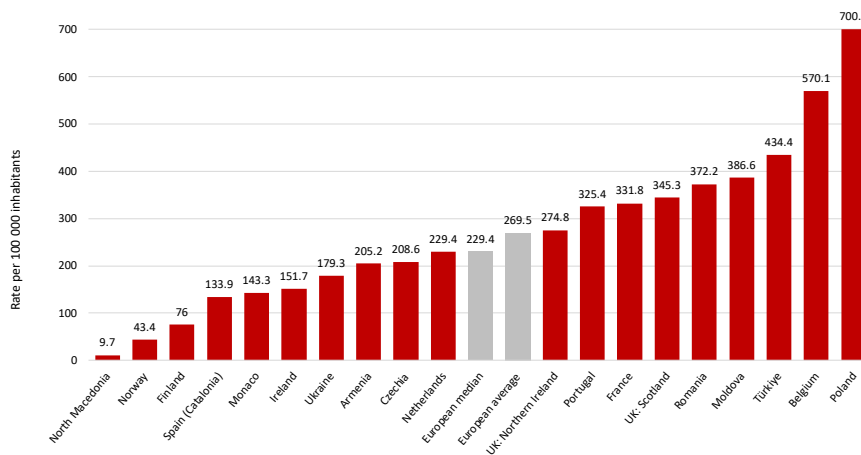


Figure 3. Probation measures rates (measures per 100 000 inhabitants) on 31 January 2023 (N=19)



* 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.

use the *person* as the counting unit for the total number of probationers are presented in a grid pattern and those who comply only partially in a striped pattern.

As mentioned before, SPACE II national correspondents were asked to include both the number of probationers and the number of measures applied, allowing for a richer comparison between nations. This enhancement aimed to offer a more detailed understanding of the data, despite the challenges posed by the varying methodologies of different countries. However, complexities still remain, especially with countries like Slovenia, Denmark, Serbia, Spain, the UK (specifically Northern Ireland), Czechia, Slovakia, and France. These countries either count only individuals to a limited extent or face challenges in providing detailed statistics on the measures taken. In that regard, Figure 3 provides an illustration of the probation measures per 100 000 population. The rates vary significantly from country to country. The lowest rates are found in North Macedonia, at 9.7 measures per 100,000 inhabitants, while the highest in Poland, with 700.2 measures per 100,000 inhabitants.

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. It is to note that 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 4 shows the probation and prison population rates for the 30 probation agencies and prison services that answered both SPACE questionnaires in 2023.

In Figure 4, 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 23 out of the 30 probation agencies and prison services included in Figure 4, the probation population rate is higher than the prison population rate. The exceptions are (in order of magnitude) North Macedonia, Azerbaijan, Serbia, Greece, Montenegro, Switzerland, and Bulgaria, 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 5 shows the ratio of probationers per 100 inmates.

Figure 5 shows that, in jurisdictions using the *person* as the counting unit, the highest ratio of probationers per inmates can be found in Liechtenstein and Netherlands —where there are 816.7 and 343.7 probationers per 100 inmates, respectively— and the lowest in North Macedonia and Montenegro, where the ratio is 6.8 and 16 probationers per 100 inmates, respectively. 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 Liechtenstein is partially explained by its low prison and probation population.

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. 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 2023 (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)		
Greece	16.5	99.7
Montenegro	26.9	96.0
Switzerland	43.8	66.5
Finland	67.0	52.3
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	9.7	141.0
Serbia	38.8	158.7
Bulgaria	58.1	100.6
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	108.5	67.1
Cyprus	112.7	95.4
Denmark	121.5	68.6
Liechtenstein	123.5	15.1
Sweden	129.3	80
Spain (Catalonia)	129.7	95.4
Monaco	162.5	71.6
Austria	165.5	59.4
Netherlands	180.1	45
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 (Total)	176.2	104.7
Spain (State Admin.)	185.4	106.6
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	111.9	243.3
6. Jurisdictions with a high probation population rate (≥ 200 per 100 000 inhabitants) and a low prison population rate (≤ 100 per 100 000 inhabitants)		
UK: Northern Ireland	205.0	90.0
Italy	210.0	94.9
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)		
Czechia	205.2	174.5
Slovakia	206.8	182.2
Estonia	249.1	150.3
France	283.1	105.3
UK: England and Wales	284.2	110.1
Latvia	289.5	170.3
Poland	636.2	174.1
8. Jurisdictions with a high probation population rate (≥ 200 per 100 000 inhabitants) and a high prison population rate (≥ 200 per 100 000 inhabitants)		
Türkiye	434.4	403.4
Moldova	320.2	240.5

The countries in the first category of Table 1 (Greece, Montenegro, Switzerland, and Finland) 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 (Türkiye and Moldova) 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 (1 330 838) and the total number of inmates (1 042 605) reported by the jurisdictions that participated in at least one of the two 2023 SPACE surveys and use the *person* as the counting unit for both indicators of stock, one reaches the number of 2 373 443 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 30 probation agencies that provided data on their total number of probationers (for instance, Germany 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 48 prison services that reported their total number of inmates when answering the 2023 SPACE I questionnaire.

Twenty-nine (29) 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 6 presents the estimated correctional population rates for these 29 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 or graded pattern in Figure 6 (see note 7).

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

The high rates of probationers observed in several jurisdictions corroborate the expansion of community sanctions and measures across the European 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 7 shows the annual variation of the probation population rate in the probations agencies that provided data on their probation population for 2022 and 2023.

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 7 includes data on 27 probation agencies that count the number of persons and on 4 that count the number of cases, files, or orders (presented in a striped or graded pattern). Figure 7 shows that, comparing 2023 to 2022, 16 of these jurisdictions 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 11 probation agencies that registered significant increases (5% or more), 9 that experienced significant decreases (-5% or more), and 9 where the situation remained stable⁹.

If we restrict the comparison to the 30 probation agencies that count *persons* and provided data both for 2022 and 2023, the total number of probationers stayed stable from 1 315 131 in 2022 to 1 330 838 in 2023 (see Table 2 towards the end of this document).

⁹ 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. Probation and Prison population rates (per 100 000 inhabitants) on 31 January 2023 (N=30)

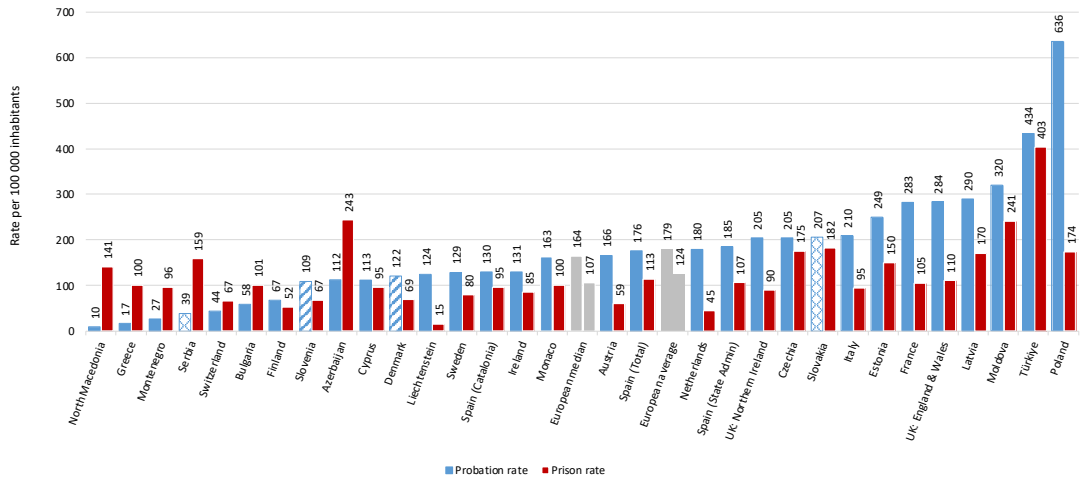


Figure 5. Ratio of probationers per 100 inmates on 31 January 2023 (N=30)

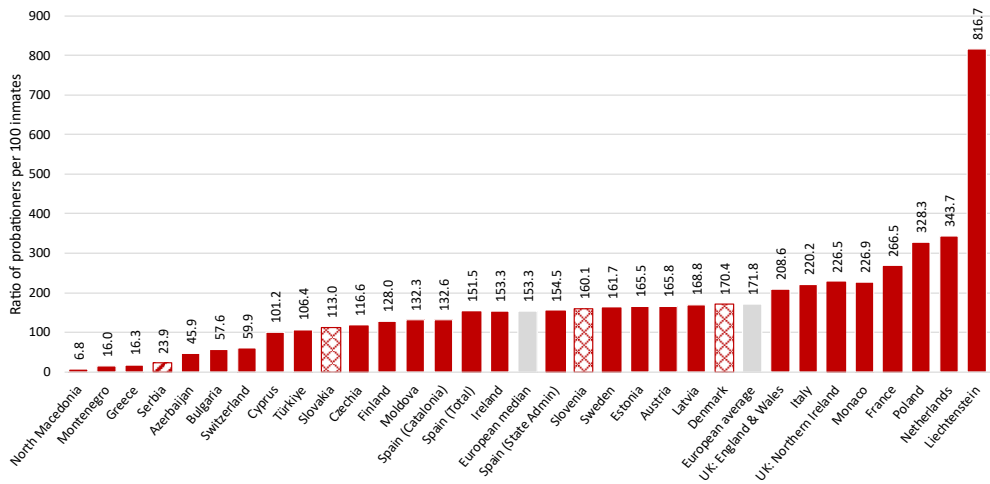
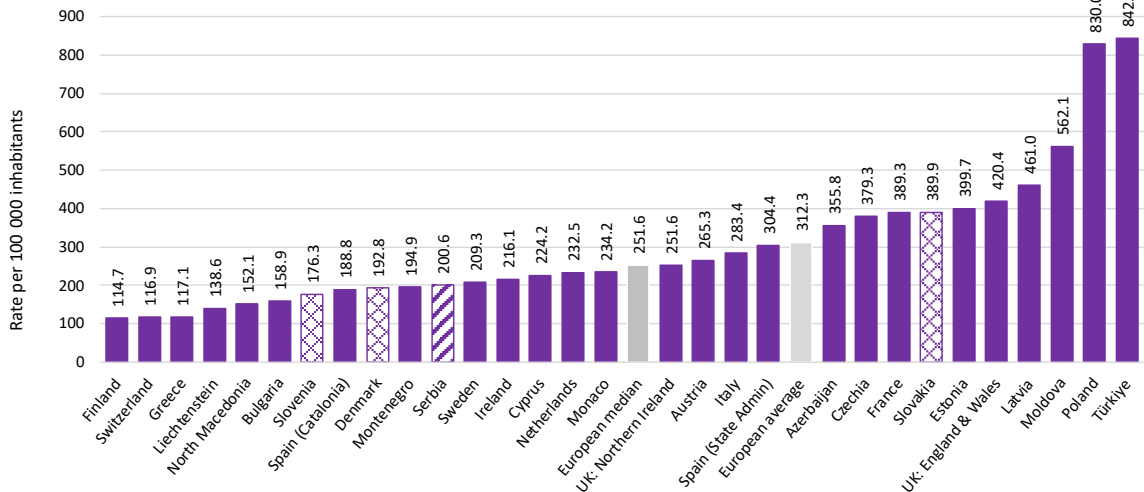


Figure 6. Estimated correctional population rate (inmates + probationers) per 100 000 inhabitants on 31 January 2023 (N=29)



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

5.1. Gender, probation and imprisonment

In the 26 probation agencies that provided data on both the gender of probationers and the total probation stock, the median percentage of males was 88.6% and the median percentage of females was 11.4%. A similar percentage of 10.7% women among probationers is reached when the estimations are restricted to the 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 8, reveals major differences. In fact, with the exception of Montenegro and Cyprus, 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, probation and imprisonment

In the 17 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 88.3% and the median percentage of probationers who were foreign citizens was 11.7 (it is 16.8% if we restrict the analysis to jurisdictions counting *persons*; see note 7). In contrast, the median percentage of foreign inmates reaches 16.1%. 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 9). The same is true when estimations are restricted to the 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. In fact, information on citizenship 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 2023 SPACE I report, although the percentages of the latter are much higher. As a reminder, on 31 January 2023, around 27% 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 is omitted from Figure 9 because it counts foreign inmates only after they receive a final sentence; but among its probationers, 17% are foreign citizens.

Figure 9 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 20 probation agencies that provided data on both the deaths of probationers and the total probation stock¹⁰, the median mortality rate was 63.9 deaths per 10 000 probationers (64.4 per 10 000 if we restrict the

¹⁰ These 29 jurisdictions also provided data on deaths of inmates in 2009 (SPACE I).

Figure 7. Annual percentage change in probation population rates from 2022 to 2023 (N=29)

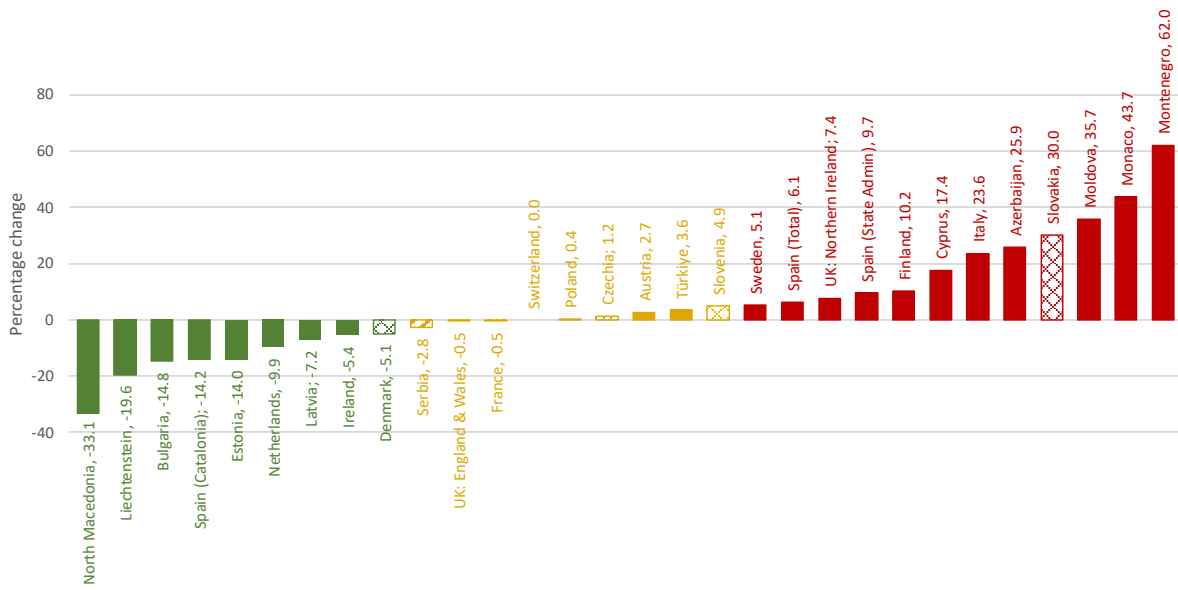


Figure 8. Percentage of female probationers in the probation population and percentage of female inmates in the prison population on 31 January 2023 (N=25)

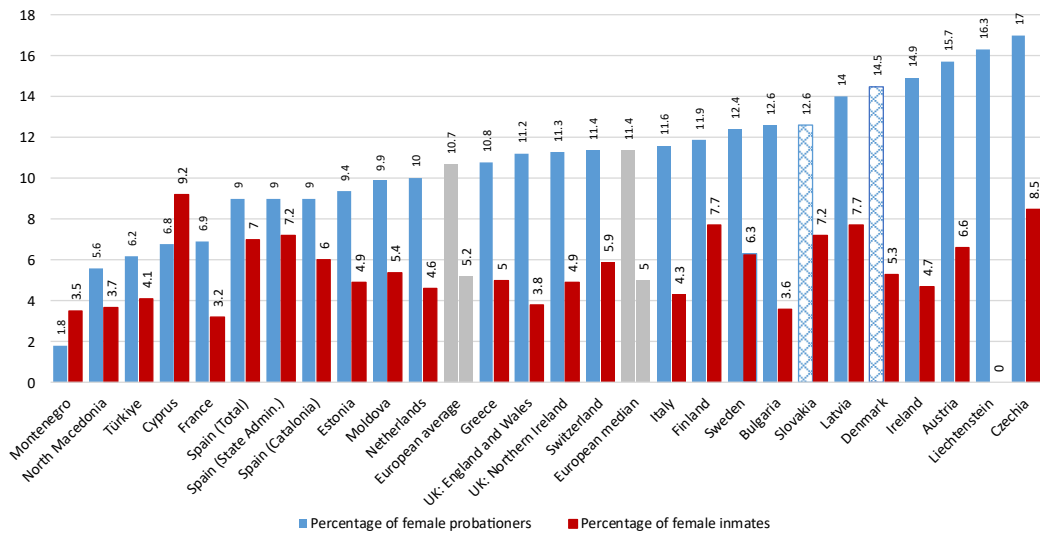
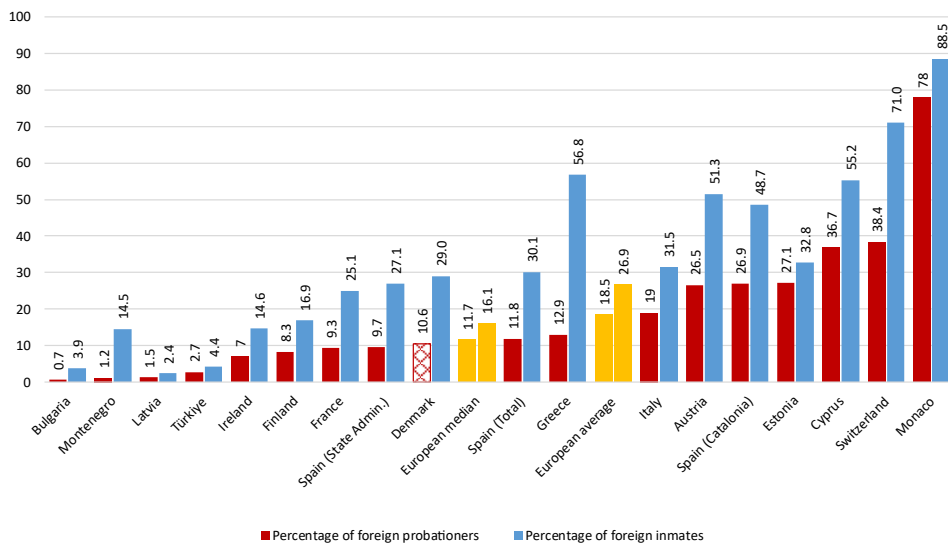
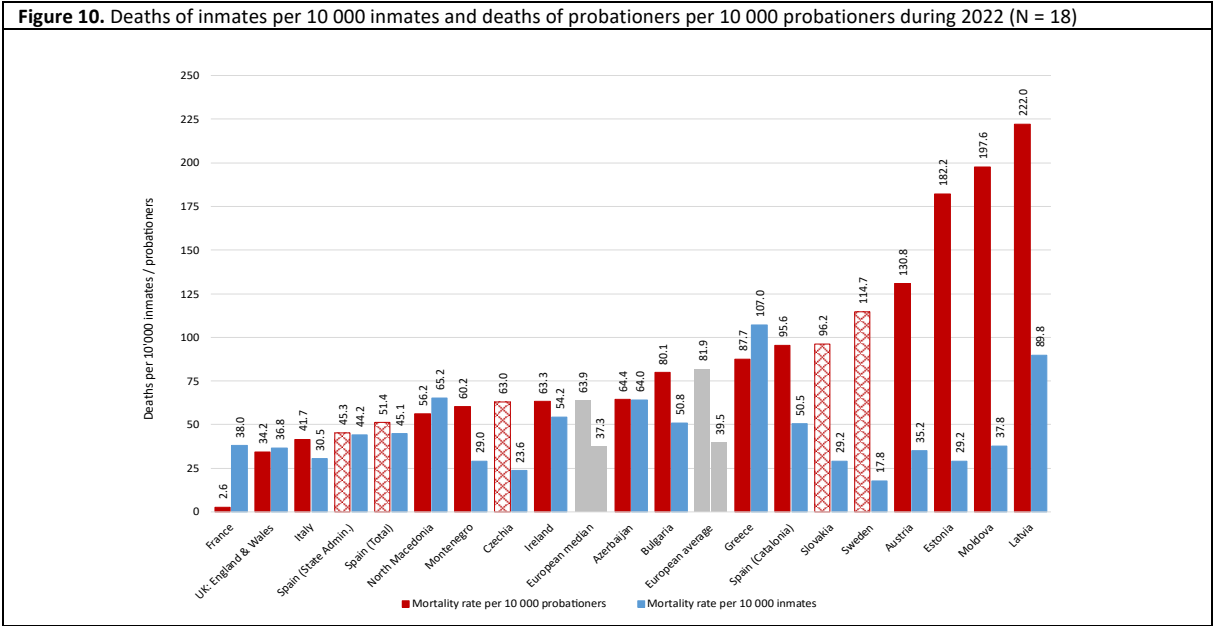


Figure 9. Percentage of foreign probationers in the probation population and percentage of foreign inmates in the prison population on 31 January 2023 (N=17)



analysis to counts of *persons*¹¹). Figure 10 presents the probation mortality rates for the year 2022 as well as the prison mortality rates (deaths per 10 000 inmates) for the same year. Monaco and Liechtenstein reported no deaths in 2022 and are excluded from the Figure and the computation of the median and average European rates (see Table 3 for the relevant data).

Figure 10 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, none of the Council of Europe member states is currently able to provide data on that topic.



¹¹ 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.

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 2023, there were 1 349 220 probationers under the supervision of the 30 probation agencies of 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 2023

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	...	...	4 931	178.5	...	...	...
Andorra	...	...	61	74.8	...	...	...
Armenia	...	...	2 357	79.2	...	...	...
Austria	15 066	165.5	9 088	99.8	165.8	24 154	265.3
Azerbaijan	11 331	111.9	24 698	243.9	45.9	36 029	355.8
Belgium	...	...	11 196	95.3	...	...	...
BiH: State level	...	...	...	...	...	...	...
BiH: Federation BiH	...	...	...	...	...	...	...
BiH: Republika Srpska	...	...	...	...	...	...	...
Bulgaria	3 747	58.1	6 501	100.8	57.6	10 248	158.9
Croatia	...	...	4 091	106.2	...	...	...
Cyprus	1 038	112.7	1 026	111.4	101.2	2 064	224.2
Czechia	22 221	205.2	19 052	176.0	116.6	41 067	379.3
Denmark	7 209	121.5	4 230	71.3	170.4	11 439	192.8
Estonia	3 403	249.1	2 056	150.5	165.5	5 459	399.7
Finland	3 728	67.0	2 912	52.3	128.0	6 379	114.7
France	192 694	283.1	72 294	106.2	266.5	264 988	389.3
Georgia	...	...	9 568	256.1	...	...	...
Germany	...	...	56 294	66.7	...	...	...
Greece	1 711	16.5	10 465	100.7	16.3	12 176	117.1
Hungary	...	...	20 221	210.7	...	...	...
Iceland	...	...	141	36.4	...	...	...
Ireland	6 795	130.8	4 432	85.3	153.3	11 227	216.1
Italy	123 611	210.0	56 127	95.4	220.2	166 767	283.4
Latvia	5 451	289.5	3 229	171.5	168.8	8 680	461.0
Liechtenstein	49	123.5	6	15.1	816.7	55	138.6
Lithuania	...	...	4 973	174.0	...	...	...
Luxembourg	...	...	705	106.7	...	...	...
Malta	...	...	581	107.2	...	...	...
Moldova	8 045	320.2	6 079	241.9	132.3	14 124	562.1
Monaco	59	162.5	26	71.6	226.9	85	234.2
Montenegro	166	26.9	1 036	168.0	16.0	1 202	194.9
Netherlands	32 082	180.1	9 334	52.4	343.7	41 416	232.5
North Macedonia	178	9.7	2 606	142.4	6.8	2 784	152.1
Norway	...	...	3 029	55.2	...	...	...
Poland	233 824	636.2	71 228	193.8	328.3	305 052	830.0
Portugal	...	...	12 383	118.3	...	...	...
Romania	...	...	23 040	120.9	...	...	...
San Marino	...	...	14	41.4	...	...	...
Serbia	2 583	38.8	10 787	161.9	23.9	13 370	200.6
Slovakia	11 229	206.8	9 939	183.1	113.0	21 168	389.9
Slovenia	2 297	108.5	1 435	67.8	160.1	3 732	176.3
Spain (Total)	84 692	176.2	55 909	116.3	151.5	14 922	188.8
Spain (State Admin)	74 440	185.4	48 180	120.0	154.5	122 227	304.4
Spain (Catalonia)	10 252	129.7	7 729	97.8	132.6	...	...
Sweden	13 604	129.3	8 414	80.0	161.7	22 018	209.3
Switzerland	3 861	43.8	6 445	73.1	59.9	10 306	116.9
Türkiye	370 426	434.4	348 265	408.4	106.4	718 691	842.7
Ukraine	...	...	42 708	116.2	...	252 461	420.4
UK: England & Wales	170 655	284.2	81 806	136.2	208.6	4 864	251.6
UK: Northern Ireland	3 963	205.0	1 750	90.5	226.5	...	...
UK: Scotland	...	...	7 408	133.2	...	...	...

Notes: (1) Data refers to 31 January 2023 (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 2023 and mortality during 2022

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 (2022)	Deaths of inmates per 10 000 inmates (2022)
Figure	6	6	7	7	8	8
Albania	...	1.3	...	2.1	...	34.5
Andorra	...	11.5	...	68.6	...	0.0
Armenia	...	2.6	...	5.4	...	76.4
Austria	9.2	6.6	26.5	49.0	130.8	35.2
Azerbaijan	2.9	2.9	...	2.0	64.4	64.0
Belgium	...	4.5	...	43.4	...	44.7
BiH: Fed. BiH	...	...	...	...	...	...
BiH: Republika Srpska	...	...	...	...	...	...
BiH: State level	...	...	...	...	...	...
Bulgaria	...	3.6	0.7	3.7	80.1	50.8
Croatia	...	1.9	...	12.0	...	56.2
Cyprus	9.0	9.2	36.7	52.1	...	29.2
Czechia	19.1	8.5	...	7.4	...	...
Denmark	11.5	5.3	10.6	27.0	...	11.8
Estonia	9.3	4.9	27.1	33.1	182.2	29.2
Finland	12.0	7.7	8.3	16.4	...	37.8
France	6.8	3.2	9.3	25.0	...	...
Georgia	...	3.4	...	6.0	...	18.8
Germany	...	5.6	...	25.8	...	...
Greece	12.3	5.0	12.9	58.6	87.7	107.0
Hungary	...	7.4	...	10.0	...	42.0
Iceland	...	9.9	...	23.3	...	0.0
Ireland	15.5	4.7	7.0	15.4	63.3	54.2
Italy	...	4.3	19.0	31.5	41.7	30.5
Latvia	10.3	7.7	1.5	1.8	222.0	89.8
Liechtenstein	12.9	0.0	...	83.3	0.0	0.0
Lithuania	...	4.3	...	3.3	...	70.4
Luxembourg	...	5.5	...	72.5	...	42.6
Malta	...	9.1	...	48.9	...	0.0
Moldova	8.0	5.4	...	1.4	197.6	37.8
Monaco	2.6	0.0	78.0	92.9	0.0	0.0
Montenegro	2.1	3.5	1.2	15.1	60.2	29.0
Netherlands	10.5	4.6	...	21.8	...	26.8
North Macedonia	2.7	3.7	...	7.0	56.2	65.2
Norway	...	6.3	...	24.1	...	...
Poland	...	4.8	...	2.4	...	25.8
Portugal	...	7.2	...	14.3	...	51.7
Romania	...	4.4	...	1.0	...	47.3
San Marino	...	7.1	...	0.0	...	0.0
Serbia	...	4.2	...	3.8	...	93.6
Slovakia	16.1	7.2	...	2.6	...	...
Slovenia	...	5.5	...	29.3	...	41.8
Spain (Catalonia)	...	7.0	11.8	29.6	...	...
Spain (State Admin.)	...	7.2	9.7	26.6	...	...
Spain (Total)	9.7	6.0	26.9	48.0	95.6	50.5
Sweden	12.7	6.3	16.8	0.0	...	...
Switzerland	20.0	5.9	38.4	70.1	...	26.4
Türkiye	5.9	4.1	2.7	4.0	...	21.3
Ukraine	...	5.3	...	...	...	101.2
UK: England and Wales	15.1	3.8	...	0.0	34.2	36.8
UK: Northern Ireland	...	4.9	...	12.4	...	22.9
UK: Scotland	...	4.0	...	10.6	...	59.4

Notes: (1) Data on females and foreigners refer to 31 January 2023 (for exceptions, see the SPACE reports); (2) Data on deaths refer to the entire year 2022; (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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