

# Probation and Prisons in Europe, 2018: Key Findings of the SPACE reports

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## 1. Introduction

This document summarises the main findings of the *2018 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 *2018 Council of Europe Annual Penal Statistics on Prison Populations*, SPACE I, which was published in April 2019<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-four (44) out of the 52 probation agencies (or equivalent institutions) in the 47 Council of Europe member states answered the SPACE II 2018 questionnaire, which corresponds to a participation rate of 85%. However, Bosnia and Herzegovina, which in principle should have three agencies, indicated that probation agencies do not exist in the country yet and therefore did not provide any data, which means that finally there were 41 answers effectively received. The probation agencies that did not answer the questionnaire are the following: Albania, Georgia, Hungary, Liechtenstein, North Macedonia, Poland, San Marino, and Northern Ireland.

It must also be mentioned that the 41 probation agencies that filled 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 of probation agencies included.

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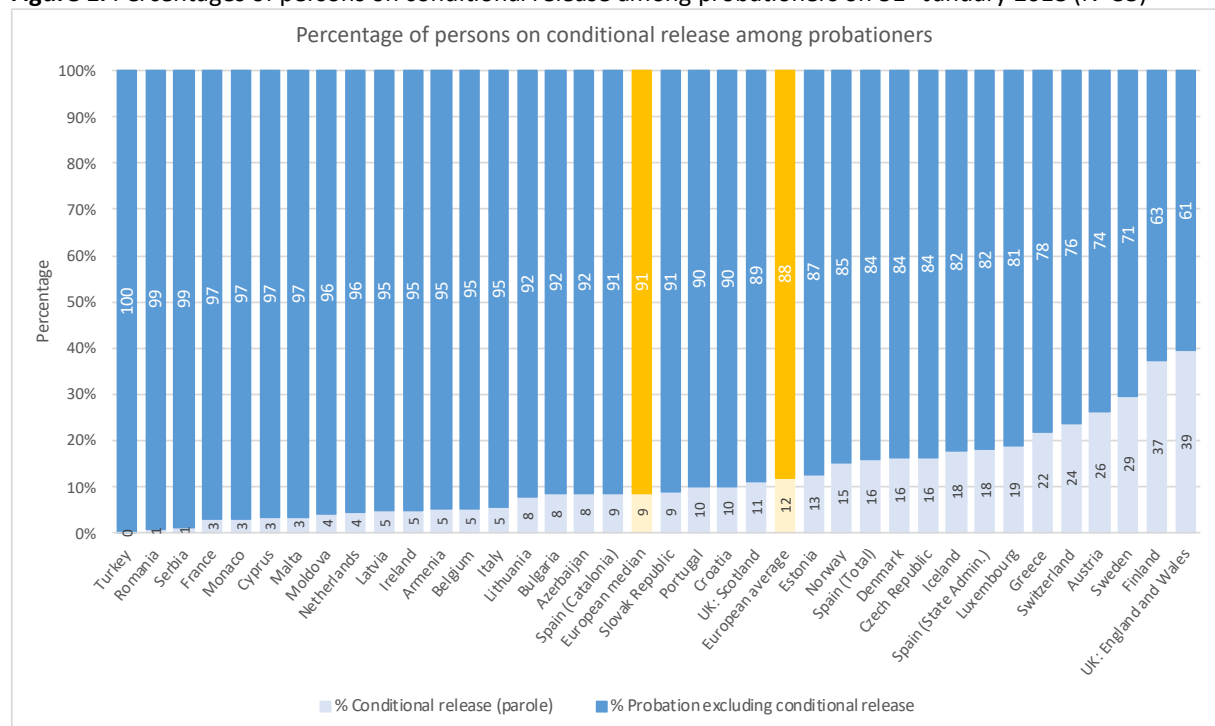
<sup>1</sup> Aebi, M. F. & Hashimoto, Y. Z. (2018). *SPACE II – 2018 – Council of Europe Annual Penal Statistics: Persons under the Supervision of Probation Agencies*. Strasbourg: Council of Europe. Available at: [www.unil.ch/space](http://www.unil.ch/space).

<sup>2</sup> Aebi, M. F. & Tiago, M. M. (2018). *SPACE I – 2018 – Council of Europe Annual Penal Statistics: Prison Populations*. Strasbourg: Council of Europe. Available at: [www.unil.ch/space](http://www.unil.ch/space).

## 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). For comparative purposes, Figure 1 presents the percentage of persons conditionally released among the total number of probationers on 31<sup>st</sup> January 2018. It can be seen that the percentage of persons conditionally released among the total number of probationers varies widely, from 0.01% in Turkey to 39% in England and Wales. In general, the highest percentages are found in Western and Nordic European countries.

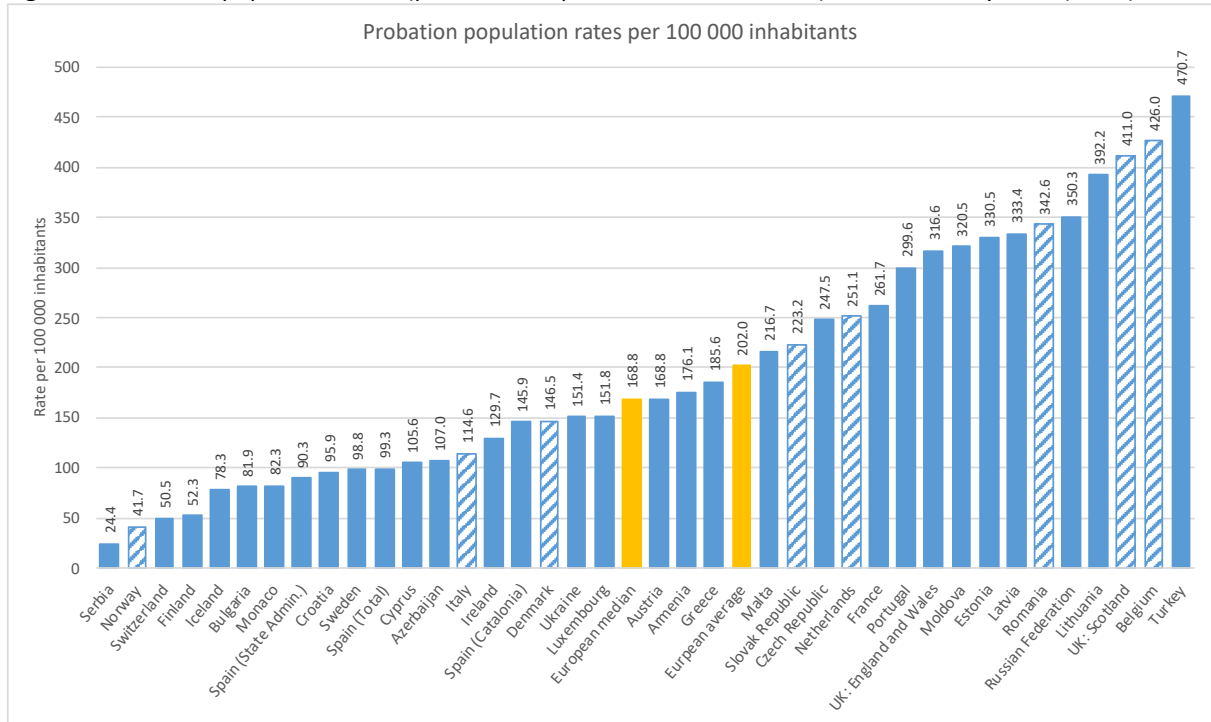
**Figure 1.** Percentages of persons on conditional release among probationers on 31<sup>st</sup> January 2018 (N=35)



### 3. Probation and prison populations on 31<sup>st</sup> January 2018

Among the 44 probation agencies that answered the SPACE II questionnaire, only 37 were able to provide the total number of persons under their supervision. On 31<sup>st</sup> January 2018, there were 1 810 357 probationers under the supervision of those 37 probation agencies, which corresponds to a median probation population rate of 169 probationers per 100,000 inhabitants. The probation population rates of each probation agency are presented in Figure 2.

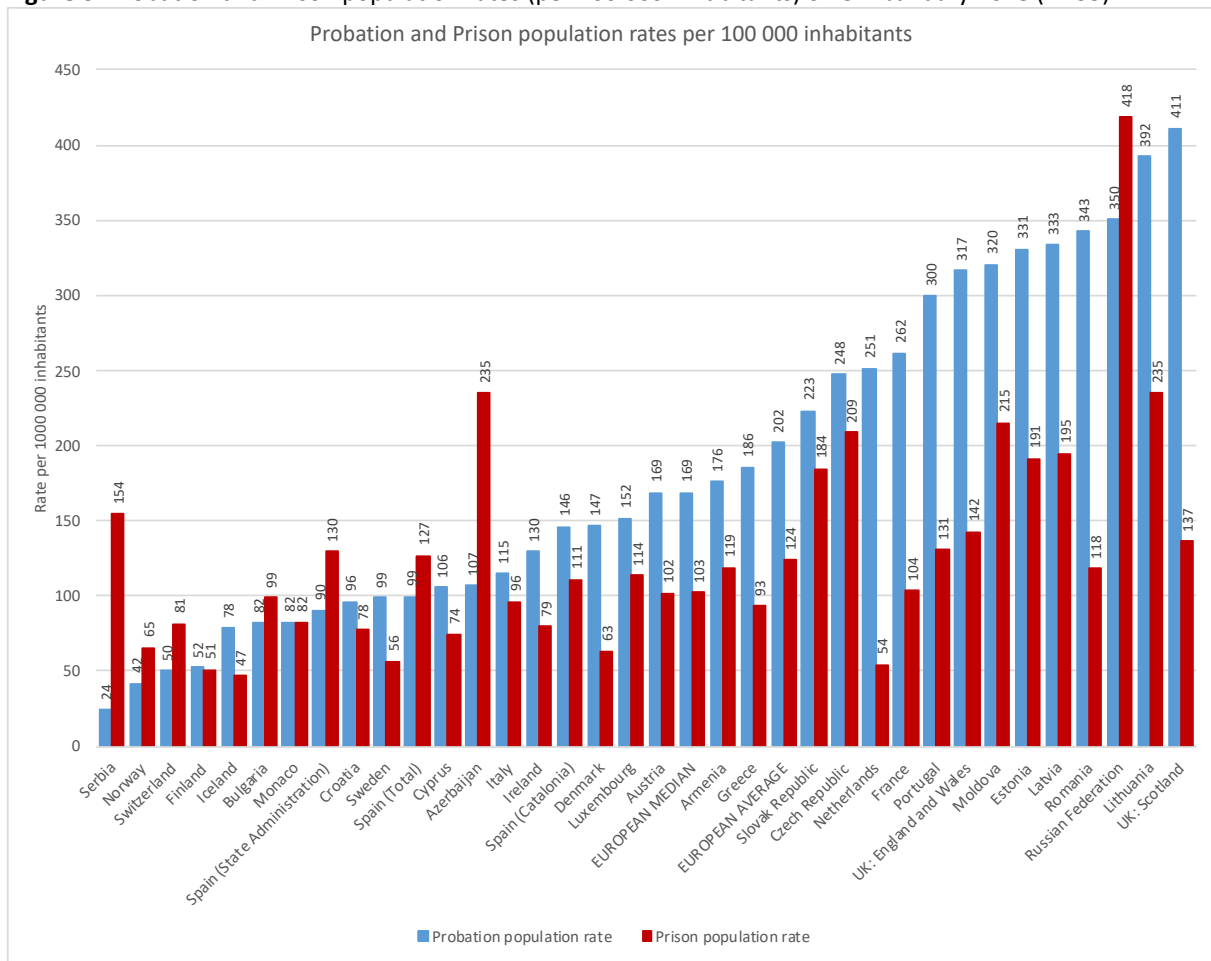
**Figure 2.** Probation population rates (probationers per 100,000 inhabitants) on 31<sup>st</sup> January 2018 (N=37)



The highest probation population rates are found in Turkey, Belgium and Scotland, while the lowest are in Serbia, Norway and Switzerland. However, comparisons across countries must be conducted carefully because the way in which data are collected varies across jurisdictions. For that reason, Figure 2 presents with a striped pattern the data of the eight countries who indicated that they do not use the *person* as the counting unit of their probation statistics. Scotland reported that its counting unit was the *order*, while Belgium, Denmark, Norway, Romania, and the Slovak Republic reported that their counting unit is the *case*. Romania specified that the use of the case as the counting unit did not have a major influence on the total number of persons under supervision of probation agencies because, “according to an empirical observation, the number of persons with multiple probation files is irrelevant comparing with the total stock number” (see page 28 of the 2018 SPACE II report). However, the situation could be quite different in Belgium or Scotland and might explain the high probation population rate observed in these two countries. The Netherlands indicated that persons with mixed orders (fully or partially suspended custodial sentence with probation and community service) are counted double, but it is not possible to estimate precisely the influence of that double counting on the probation population rate. The same is true for Italy, who indicated that the counting unit is the number of *measures* handled by their probation agencies.

Even if all countries were applying the same statistical counting rules, the interpretation of the ranking of countries that stems from Figure 2 is not straightforward. For example, the probation agency of Serbia was created only in 2011, which means that the low rate observed could be due to the fact that probation is still developing in the country. Moreover, 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. As a consequence, 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 33 countries that answered both questionnaires.

**Figure 3.** Probation and Prison population rates (per 100 000 inhabitants) on 31<sup>st</sup> January 2018 (N=33)



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 26 out of the 33 prison administrations and probation agencies included in the Figure, the probation population rate is higher than the prison population rate. The exceptions are Serbia, Norway, Switzerland, Bulgaria, Spain (State Administration), Azerbaijan and Russian Federation, where the rate of inmates is higher than the rate of probationers per 100 000 inhabitants. The high rates of probationers observed in several countries corroborates the rapid expansion of community sanctions and measures across the continent, but must be seen also as a warning signal of the risk of facing mass probation in the near future. 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 2018 (N=33)

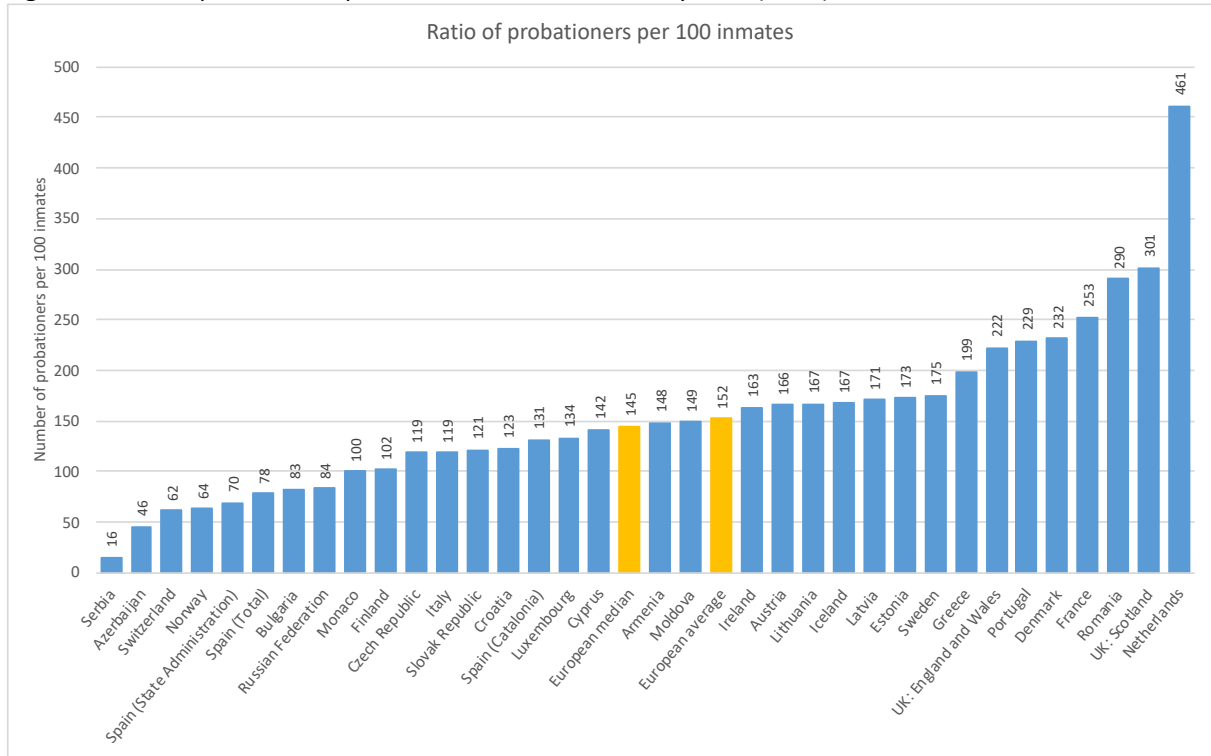


Figure 4 shows that the highest ratio of probationers per inmates can be found in the Netherlands, where there are 461 probationers per 100 inmates, and the lowest in Serbia, where the ratio is 16 per 100. However, as it was explained above (see the comments to Figure 2), the figures for the Netherlands include some double counting that could explain, at least partially, the high ratio observed.

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 102 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 population is considered as relatively high, and rate equal or superior to 200 is considered as high.

**Table 1.** Relationship between probation and prison population rates on 31<sup>st</sup> January 2018 (N=33, 8 categories)

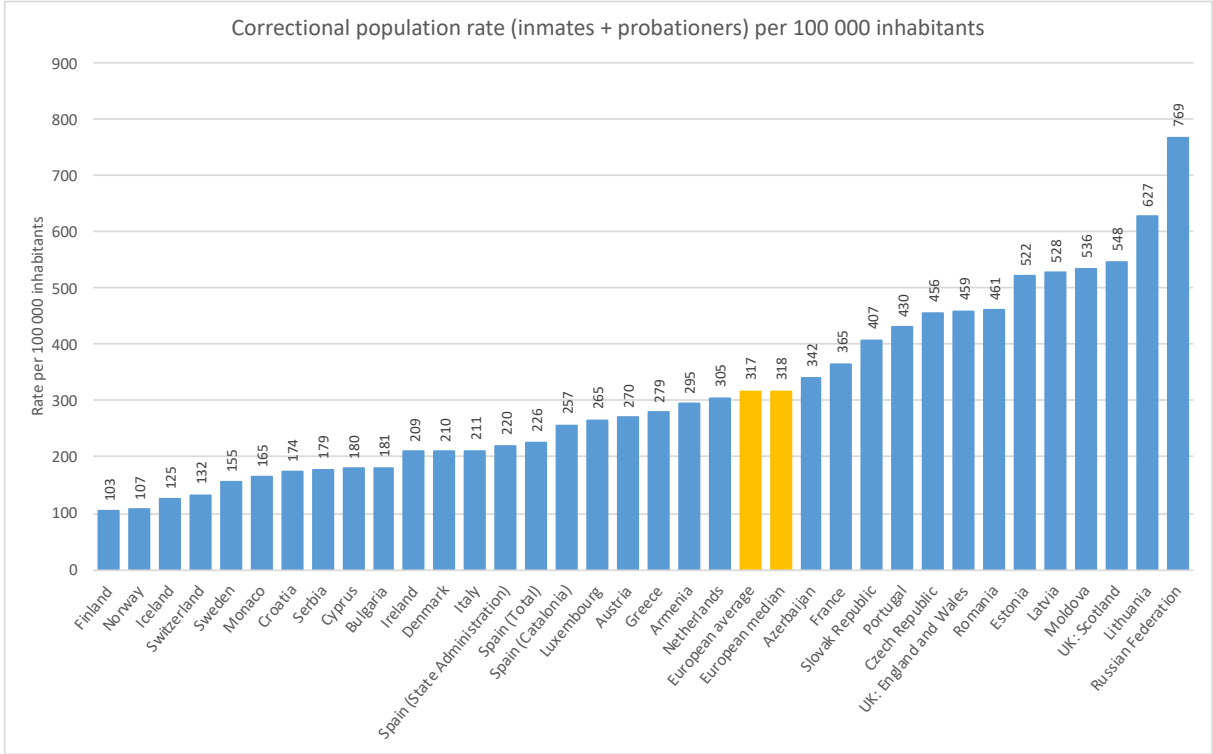
Country	Probation population rate	Prison population rate
<b>1. Countries with a low probation population rate and a low prison population rate (<math>\leq 100</math> per 100 000 inhabitants)</b>		
Norway	41.7	65.4
Switzerland	50.5	81.4
Finland	52.3	51.1
Iceland	78.3	46.8
Bulgaria	81.9	99.1
Monaco	82.3	82.3
<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;150</math> per 100 000 inhabitants)</b>		
Serbia	24.4	154.4
Spain (State Administration)	90.3	129.7
Spain (Total)	99.3	126.7
<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>		
Cyprus	105.6	74.4
Italy	114.6	96.0
Ireland	129.7	79.5
Denmark	146.5	63.2
Greece	185.6	93.5
<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 (Catalonia)	145.9	111.0
Luxembourg	151.8	113.6
Austria	168.8	101.6
Armenia	176.1	118.9
<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	107.0	235.0
<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	251.1	54.4
<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>		
Slovak Republic	223.2	184.2
France	261.7	103.5
Portugal	299.6	130.6
UK: England and Wales	316.6	142.4
Estonia	330.5	191.4
Latvia	333.4	194.6
Romania	342.6	118.1
UK: Scotland	411.0	136.5
<b>8. Countries with a high probation population rate and a high prison population rate (<math>\geq 200</math> per 100 000 inhabitants)</b>		
Czech Republic	247.5	208.8
Moldova	320.5	215.2
Russian Federation	350.3	418.3
Lithuania	392.2	234.9

The countries in the first category (Norway, Switzerland, Finland, Iceland, Bulgaria and Monaco) 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, Moldova, Russian Federation, and Lithuania) 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 represents the biggest category, 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 (1 810 357) and the total number of inmates (1 229 385) reported by the countries that participated in at least one of the two SPACE surveys, one reaches the impressive number of 3 039 742 persons which are, in one way or another, under the supervision of state institutions of formal 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 37 probation agencies that provided data on their total number of probationers (Andorra, Germany, Montenegro and Slovenia answered some items of the SPACE II questionnaire, but they could not assess their total number of probationers) and the 44 prison administrations that reported their total number of inmates when answering the SPACE I questionnaire.

Thirty-three out of all these countries (or administrative entities) provided 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 33 prison administrations and probation agencies. Once more, it must be stressed that these rates must be considered as *estimates* —and not as fully reliable figures allowing direct comparisons— because there seems to be a few cases of double counting in the figures provided by some of the countries.

**Figure 5.** Estimated correctional population rate (inmates + probationers) per 100 000 inhabitants on 31<sup>st</sup> January 2018 (N=33)

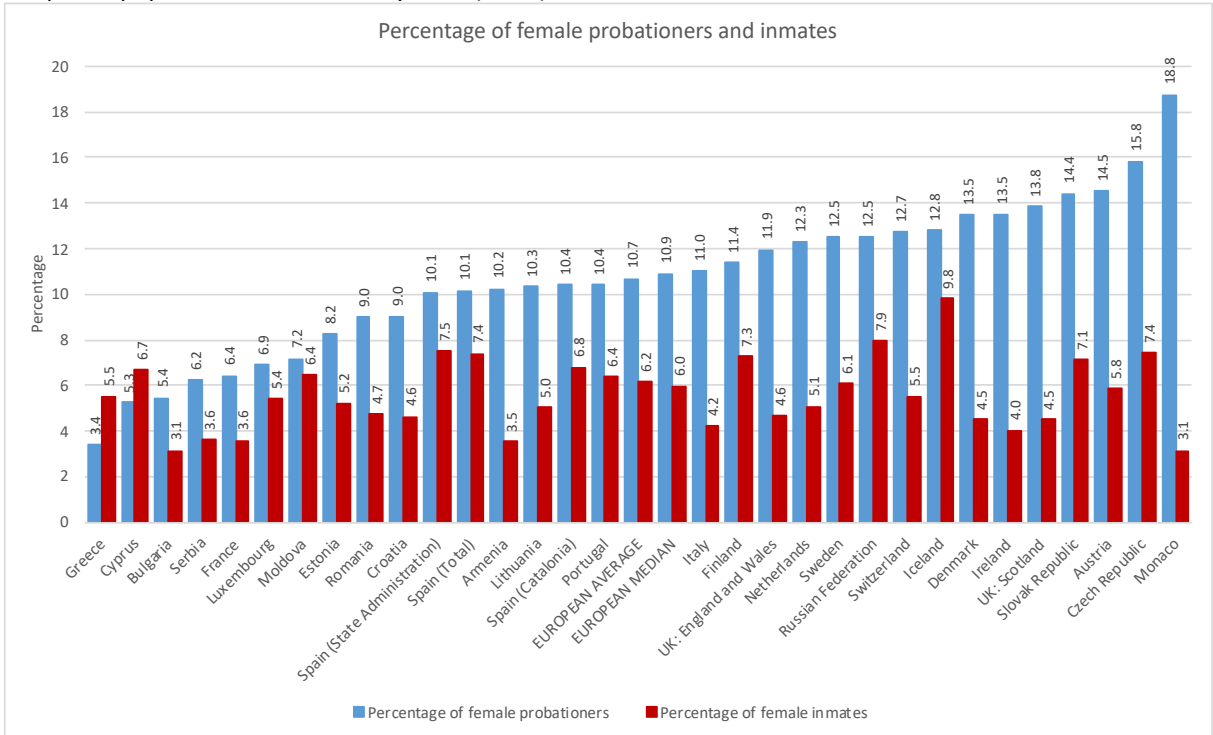


## 4. Characteristics of the probationers under the responsibility of European probation agencies, and comparison with the inmates held in penal institutions

### 4.1. Gender

In the 33 probation agencies that provided data on the gender of probationers, 89.6% were males and only 10.4% females. When the estimations are restricted to the 30 countries that provided data both for the probation (SPACE II) and prison (SPACE I) population characteristics by gender, the median percentage of women remains relatively stable (10.9%). This distribution corroborates the gendered 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 6, reveals major differences. In fact, with the exception of Cyprus and Greece, the percentage of women is systematically higher on probation than that in prison. On average, the former is almost the double of the latter as, roughly, 11% of the probationers are women, while in prison women represent only 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 seldom 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 6.** Percentage of female probationers in the probation population and percentage of female inmates in the prison population on 31<sup>st</sup> January 2018 (N=30)



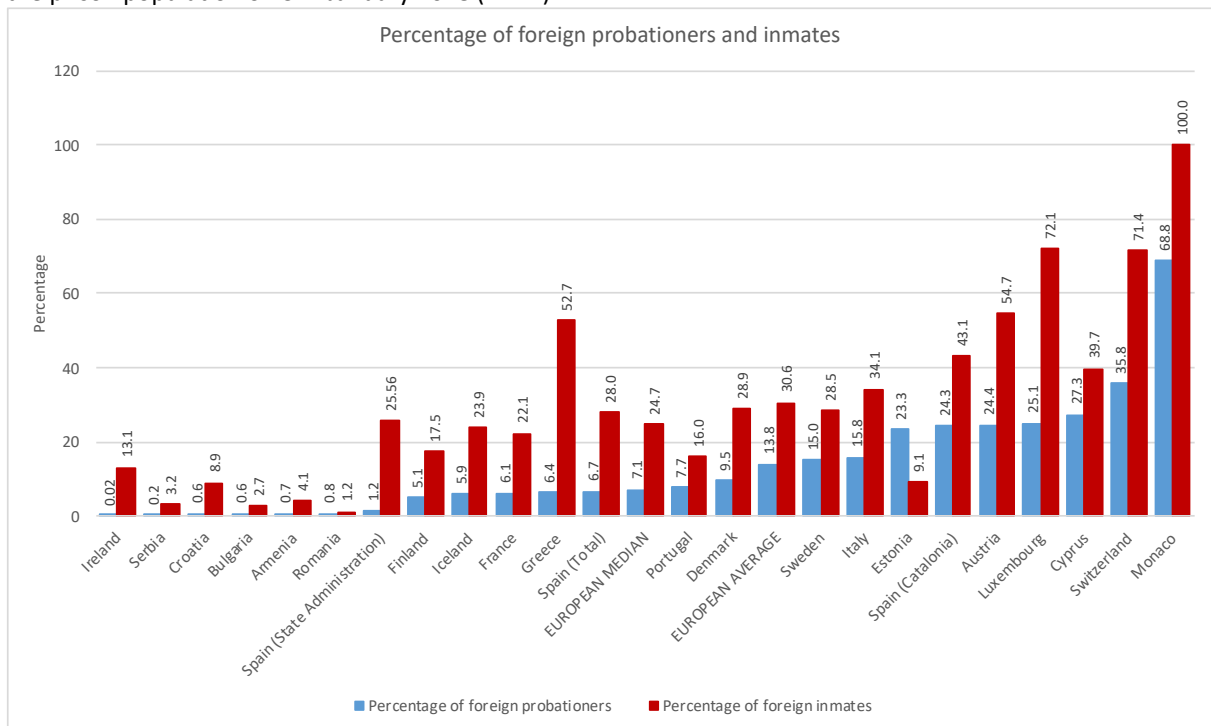


#### 4.2. Nationality

In the 24 probation agencies that provided data on the nationality of probationers, 92.9% of them were nationals and only 7.1% were foreign citizens. Although there is a wide diversity in these percentages, it must be mentioned that most of the foreign probationers are on probation in European Union (EU) and Western European countries. Indeed, only a few non-EU Central and Eastern countries collect data on that topic, which suggests that the issue has no relevance for policy makers. The situation is similar to the one observed in the European prison populations where, according to the data collected in the 2018 SPACE I report, the median percentage of foreign inmates on 31<sup>st</sup> January 2018 was 16%, but that percentage was usually lower than 5% in Eastern Europe, while in Central and Western Europe it varied from 1% to 71% in countries with at least one million inhabitants and from 72% to 100% in smaller countries.

When the estimations are restricted to the 22 countries that provided data both for the probation (SPACE II) and prison (SPACE I) population characteristics, the median percentage of foreign probationers remains at 7.1% while the median percentage of foreign inmates reaches 24.7% because the countries included are EU and Western European countries. The distribution is shown in Figure 7, which reveals an interesting pattern. With the exception of Estonia (where ethnic minorities seem to be counted in a different way in probation than in prison statistics), 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 and therefore will be expelled from the country after serving their prison term.

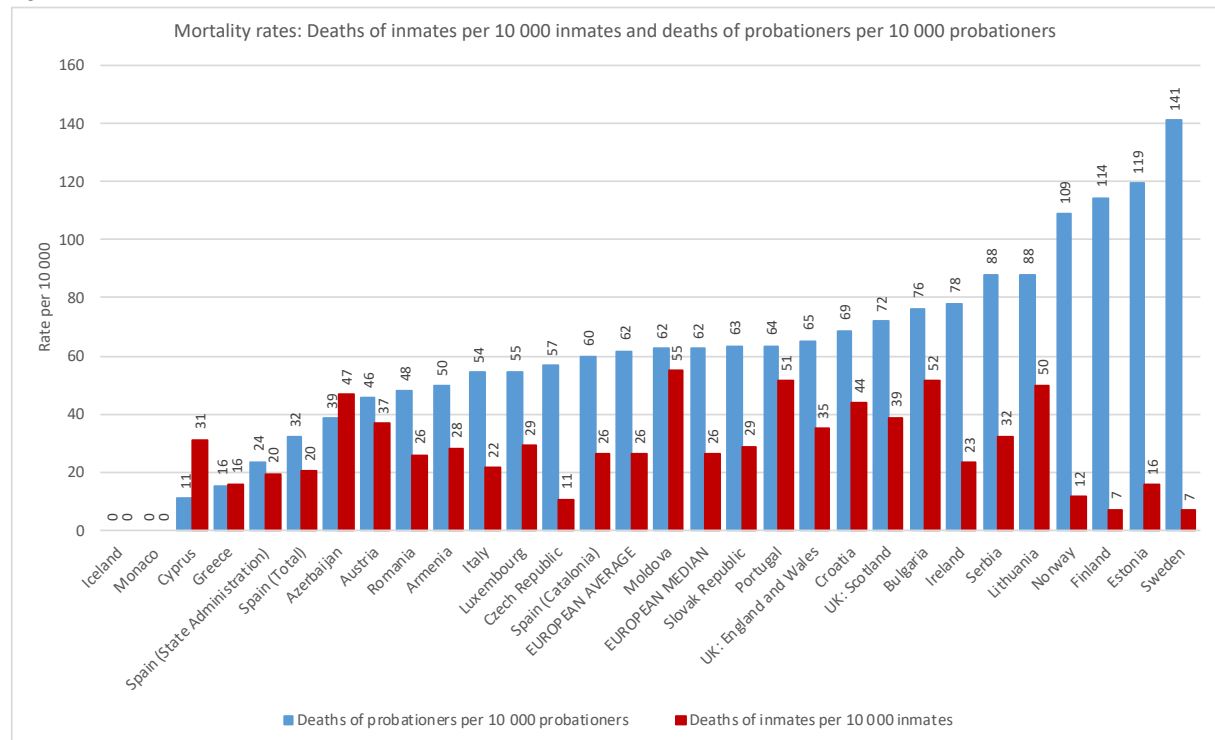
**Figure 7.** Percentage of foreign probationers in the probation population and percentage of foreign inmates in the prison population on 31<sup>st</sup> January 2018 (N=22)



## 5. Mortality rates

In the 30 probation agencies that provided data on the deaths of probationers, the median mortality rate was 62.5 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 inmates (SPACE I) the median mortality rate remains at 62 deaths per 10 000 probationers. Figure 8 presents the probation mortality rates for the year 2017 as well as the prison mortality rates (number of deaths among inmates) for the same year. It can be seen that the probation mortality rates are systematically 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 should be placed more easily on probation.

**Figure 8. Deaths of inmates per 10 000 inmates and deaths of probationers per 10 000 probationers during 2017**



## 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 2018, there were 1 810 357 probationers under the supervision of the 37 probation agencies of the Council of Europe member states whose data are presented in the 2018 SPACE II report. At the same time, the total population of the territories in which these probation agencies are located was 815 million inhabitants, which would lead to a probation population rate of 222 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 169 probationers per 100,000 inhabitants, as stated at the beginning of this document.

While the Tables 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.

## 8. Tables

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							
Andorra			45	58.5			
Armenia	5 234	176.1	3 536	118.9	148	8 770	295
Austria	14 896	168.8	8 960	101.6	166	23 856	270
Azerbaijan	10 620	107.0	23 319	235.0	46	33 939	342
Belgium	48 619	426.0					
BH: state level							
BiH: Fed. BiH							
BiH: Republika Srpska			863	74.8			
Bulgaria	5 774	81.9	6 988	99.1	83	12 762	181
Croatia	3 937	95.9	3 190	77.7	123	7 127	174
Cyprus	913	105.6	643	74.4	142	1 556	180
Czech Republic	26 261	247.5	22 159	208.8	119	48 420	456
Denmark	8 470	146.5	3 653	63.2	232	12 123	210
Estonia	4 360	330.5	2 525	191.4	173	6 885	522
Finland	2 885	52.3	2 815	51.1	102	5 700	103
France	175 936	261.7	69 596	103.5	253	245 532	365
Georgia			9 407	252.2			
Germany			64 193	77.5			
Greece	19 927	185.6	10 036	93.5	199	29 963	279
Hungary							
Iceland	273	78.3	163	46.8	167	436	125
Ireland	6 274	129.7	3 844	79.5	163	10 118	209
Italy	69 289	114.6	58 087	96.0	119	127 376	211
Latvia	6 449	333.4	3 765	194.6	171	10 214	528
Liechtenstein			12	31.5			
Lithuania	11 017	392.2	6 599	234.9	167	17 616	627
Luxembourg	914	151.8	684	113.6	134	1 598	265
Malta	1 031	216.7					
Moldova	11 369	320.5	7 635	215.2	149	19 004	536
Monaco	32	82.3	32	82.3	100	64	165
Montenegro			1 141	183.3			
Netherlands	42 980	251.1	9 315	54.4	461	52 295	305
North Macedonia			3 029	146.0			
Norway	2 207	41.7	3 461	65.4	64	5 668	107
Poland			73 822	194.4			
Portugal	30 837	299.6	13 440	130.6	229	44 277	430
Romania	66 897	342.6	23 050	118.1	290	89 947	461
Russian Federation	504 248	350.3	602 176	418.3	84	1 106 424	769
San Marino			6	17.9			
Serbia	1 707	24.4	10 807	154.4	16	12 514	179
Slovak Republic	12 149	223.2	10 028	184.2	121	22 177	407
Slovenia			1 346	65.1			
Spain (Total)	46 314	99.3	59 129	126.7	78	105 443	226
Spain (State Admin.)	35 319	90.3	50 763	129.7	70	86 082	220
Spain (Catalonia)	10 995	145.9	8 366	111.0	131	19 361	257
Sweden	10 001	98.8	5 713	56.5	175	15 714	155
Switzerland	4 280	50.5	6 907	81.4	62	11 187	132
Turkey	380 375	470.7					
Ukraine	63 936	151.4					
UK: England and Wales	187 546	316.6	84 373	142.4	222	271 919	459
UK: Northern Ireland			1 453	77.0			
UK: Scotland	22 400	411.0	7 440	136.5	301	29 840	548

Notes: (1) Data refers to 31 January 2018 (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.

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 (2017)	Deaths of inmates per 10 000 inmates (2017)
Figure	6	6	7	7	8	8
Albania						
Andorra		11.1		80.0		222.2
Armenia	10.2	3.5	0.7	4.1	49.7	28.3
Austria	14.5	5.8	24.4	54.7	45.6	36.8
Azerbaijan		2.9		1.9	38.6	46.7
Belgium	12.7		13.5		40.7	
BH: state level						
BiH: Fed. BiH						
BiH: Republika Srpska		2.2		1.7		34.8
Bulgaria	5.4	3.1	0.6	2.7	76.2	51.5
Croatia	9.0	4.6	0.6	8.9	68.6	43.9
Cyprus	5.3	6.7	27.3	39.7	11.0	31.1
Czech Republic	15.8	7.4		8.2	56.7	10.8
Denmark	13.5	4.5	9.5	28.9		24.6
Estonia	8.2	5.2	23.3	9.1	119.3	15.8
Finland	11.4	7.3	5.1	17.5	114.4	7.1
France	6.4	3.6	6.1	22.1		22.0
Georgia		2.9		4.7		10.6
Germany		5.8		38.1		25.4
Greece	3.4	5.5	6.4	52.7	15.6	15.9
Hungary						
Iceland	12.8	9.8	5.9	23.9	0.0	0.0
Ireland	13.5	4.0	0.0	13.1	78.1	23.4
Italy	11.0	4.2	15.8	34.1	54.4	21.7
Latvia		7.7		2.5		31.9
Liechtenstein		0.0		75.0		0.0
Lithuania	10.3	5.0		1.7	88.0	50.0
Luxembourg	6.9	5.4	25.1	72.1	54.7	29.2
Malta					77.6	
Moldova	7.2	6.4		1.2	62.5	55.0
Monaco	18.8	3.1	68.8	100.0	0.0	0.0
Montenegro		2.5		15.9		26.3
Netherlands	12.3	5.1		19.5		19.3
North Macedonia		2.2		4.8		52.8
Norway		6.4		32.1	108.7	11.6
Poland		3.9		1.1		14.8
Portugal	10.4	6.4	7.7	16.0	63.6	51.3
Romania	9.0	4.7	0.8	1.2	47.8	26.0
Russian Federation	12.5	7.9				51.0
San Marino		0.0		50.0		0.0
Serbia	6.2	3.6	0.2	3.2	87.9	32.4
Slovak Republic	14.4	7.1		2.2	63.4	28.9
Slovenia		6.0		14.0		29.7
Spain (Total)	10.1	7.4	6.7	28.0	32.2	20.5
Spain (State Admin.)	10.1	7.5	1.2	25.6	23.5	19.5
Spain (Catalonia)	10.4	6.8	24.3	43.1	60.0	26.3
Sweden	12.5	6.1	15.0	28.5	141.0	7.0
Switzerland	12.7	5.5	35.8	71.4		26.1
Turkey	10.0		2.1			
Ukraine	8.6					
UK: England and Wales	11.9	4.6		11.1	65.3	35.0
UK: Northern Ireland		4.4		8.7		27.5
UK: Scotland	13.8	4.5			71.9	39.0

Notes: (1) Data on females and foreigners refer to 31 January 2018 (for exceptions, see the SPACE reports); (2) Data on deaths refer to the entire year 2017; (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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