

# FOREIGN OFFENDERS IN PRISON AND ON PROBATION IN EUROPE



**Trends from 2005 to 2015  
(inmates) and situation in 2015  
(inmates and probationers)**

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Implemented  
by the Council of Europe



# FOREIGN OFFENDERS IN PRISON AND ON PROBATION IN EUROPE

Trends from 2005 to 2015 (inmates) and situation in 2015  
(inmates and probationers)

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Country-based information on penal institutions, probation agencies, prison populations and probation populations was collected through questionnaires sent to the prison administrations and probation agencies of the member states of the Council of Europe. The information collected was analysed by the authors of the study.

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## Key findings

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- ▶ On the basis of a geographical classification of the Council of Europe member states into three clusters (Western, Central and Eastern European countries) in 2005 the European prison population rates were distributed according to the following general patterns: Western Europe showed relatively low rates (with the lowest rates being observed in the Nordic countries) Central Europe showed intermediate rates and Eastern Europe showed the highest rates. However there were exceptions to that distribution (see Conclusions).
- ▶ At the same time in Central and Eastern European countries in 2005 foreign inmates represented less than 5% of the prison population. Conversely in Western Europe foreign inmates were overrepresented among inmates (see Map 1 and Table 2).
- ▶ In 2015 the general geographic distribution of the prison population rates across Europe remained relatively similar to the one observed in 2005 although there were some major differences in the trends observed across countries (see Map 2 and Table 2).
- ▶ The geographical distribution of foreign inmates in 2015 followed the same pattern as in 2005. In Central and Eastern European countries foreign inmates represented less than 5% of their prison population rates; while in Western Europe their percentage among inmates remained high. In addition the percentage of foreign inmates in Western European penal institutions was higher in 2015 than in 2005 (see Map 6 and Table 2).
- ▶ Trends in the percentage of foreign inmates in the prison population cannot be interpreted without considering changes in the absolute numbers of national and foreign citizens in the total prison population. When that factor is taken into account there are some contradictions in the trends shown by the absolute numbers and by the percentages of foreign inmates (see Table 5).
- ▶ As far as probationers are concerned the situation is quite different. In 2015 the distribution of the persons placed under the supervision of probation agencies was quite heterogenous and did not follow a clear geographical distribution (see Map 4 and Table 3).
- ▶ Even if the use of community sanctions and measures should theoretically lead to a decrease in the use of imprisonment in practice the interaction between probation and prison population rates does not follow that logic. In 2015 probation population rates were higher than prison population rates in most of the countries that provided data (see Figure 52). This result corroborates previous research suggesting that community sanctions and measures are not being used systematically as alternatives to imprisonment.
- ▶ In 2015 the percentage of foreign probationers placed under the supervision of probation agencies was far lower than the number of foreign inmates placed in penal institutions (see Figure 53). Part of this difference may be explained by the fact that it is more difficult for a foreigner to fulfil the conditions required to be placed under the supervision of probation agencies. However the observed distribution suggests that an increase in the use of community sanctions and measures for foreigners may contribute to a decrease in the percentage of foreign inmates in Western European countries.





# About the study

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## AIM

**T**his is a descriptive longitudinal study that presents the data currently available on the number of foreigners in the prison populations and under the supervision of probation agencies in the 47 member states of the Council of Europe.

The starting point of the study is the data that have been collected through the Council of Europe Annual Penal Statistics (SPACE) on prison populations (SPACE I) and on persons under the supervision of probation agencies (SPACE II). Data from SPACE I were available from 2005 to 2015 while data from SPACE II were available from 2009 to 2015. However in both cases data for many specific years were not available or do not seem reliable (for example because there were sudden and unexplained increases and decreases in the figures provided by a country). In order to solve that problem two meetings with the national correspondents of SPACE I and SPACE II were organised. The correspondents received the available data and were asked to provide the missing data correct the data that seemed unreliable or provide an explanation for the observed inconsistencies (see the details in the following sections). The study has been written on the basis of the data collected throughout this procedure.

As will be seen in the case of the foreign inmates placed in penal institutions it was practically possible to reconstruct the whole series for the years 2005 to 2015. On the contrary in the case of foreign probationers placed under the supervision of probation agencies data are still missing for many years and countries. This is due to several reasons: in some countries probation agencies still do not exist in others they were created precisely during the period under study and in others the data produced by probation agencies are not collected at the national level.

As a consequence it is not possible to properly establish the role that the development of community sanctions and measures has had on the observed trends in the percentage of foreigners held in penal institutions across Europe. In particular it is not possible to give a final answer to the following question: Is there a relationship between the use of community sanctions and measures for nationals and the growth of the percentage of foreigners among incarcerated inmates in several countries? Nevertheless it must be highlighted that in all the countries that provided data both the number and the percentage of foreigners on probation were much lower than those observed in the prison population. At the same time one should also keep in mind that it is more difficult for a foreigner to fulfil the conditions required to be placed under the supervision of probation agencies.

In spite of that limitation the data collected can be extremely useful for both civil society and the scientific community when debating a topic that has been a matter of concern for politicians policy makers researchers and the public in general for many years. In this perspective this study does not take any position on the reasons that may explain the observed trends.

## METHODOLOGY

Data for the SPACE reports are collected by means of a questionnaire sent every year to the penitentiary administrations and the probation agencies of the member states of the Council of Europe. Thus the SPACE project helped to create an extensive European network of experts in the fields of prison and probation. In each country national correspondents are highly qualified staff employed at the national and/or regional administrations. Permanent contacts and exchanges with them are enriched by the collaboration with many international bodies (e.g. United Nations Office on Drugs and Crime (UNODC) International Centre for Prison Studies (ICPS) European Monitoring Centre for Drugs and Drug Addiction (EMCDDA)). Once the questionnaire is filled in by the national correspondents it is sent back to a team of experts of the University of Lausanne

(UNIL) which undertakes a procedure of data validation that involves a multilevel counterchecking of the received figures.

However some countries do not systematically answer the SPACE questionnaire which means that for these countries there are years for which the information is either not available or incomplete. Moreover both the questionnaire and the persons who complete it in each country have changed over the years. Likewise the way in which data are collected in some countries has also changed over time. As a consequence it was not possible to establish the time series included in this study on the sole basis of the original SPACE reports which led the UNIL research team to implement the procedure described in the following sections.

## **MEETING OF THE SPACE I NATIONAL CORRESPONDENTS**

The UNIL research team compiled the data available for the main SPACE I indicators from 2005 to 2015 and produced a country profile for each member state. The latter included the information available for some key indicators and a series of questions meant to help clarify the way in which the data were collected (metadata) as well as the observed trends. Each country profile document was sent to the corresponding national correspondents who were asked to fill in the blanks provide the metadata and explain any sudden changes in the observed trends. Then a two-day meeting with the SPACE I national correspondents took place in Strasbourg in March 2017.

Forty-one participants from 33 Council of Europe member states representing 35 prison administrations took part in the meeting. During the meeting in Strasbourg the country profiles were discussed by the attending national correspondents and the members of the UNIL research team. After the meeting most of the correspondents provided revised series for many of the indicators which are those included in this study. However it must be stressed from the beginning that there are still some missing values in the database because some correspondents did not send the revised data and others were unable to provide the data or at least a part of them because the required information was not available.

The following prison administrations did not provide revised data: Andorra; Bosnia and Herzegovina (state level); Bosnia and Herzegovina (Federation of Bosnia and Herzegovina); Estonia; Germany; Liechtenstein; Monaco; Montenegro; San Marino; Northern Ireland; and Ukraine.

## **MEETING OF THE SPACE II NATIONAL CORRESPONDENTS**

The UNIL research team compiled the data available for the main SPACE II indicators from 2009 to 2015 and produced a country profile for each member state. The latter included the information available for some key indicators and a series of questions meant to help clarify the way in which the data were collected (metadata) as well as the observed trends. Each country profile document was sent to the corresponding national correspondents who were asked to fill in the blanks provide the metadata and explain sudden changes in the observed trends. Then a two-day meeting with the SPACE II national correspondents took place in Strasbourg on the 16 and 17 October 2017.

Thirty-six participants from 31 Council of Europe member states representing 32 probation administrations took part in the meeting. During the meeting in Strasbourg the country profiles were discussed by the attending national correspondents and the members of the UNIL research team. After the meeting many of the correspondents provided revised series for many of the indicators which are those included in this study. However as is the case with the information on foreign inmates explained above there are still some missing values in the database because some correspondents did not send the revised data and others were unable to provide the data or at least a part of them because the required information was not available.

The following probation administrations did not provide revised data: Bosnia and Herzegovina (no data available); Croatia; France; Georgia; Germany; Greece; Hungary; Latvia; Liechtenstein; Luxembourg; Malta; Monaco; Montenegro; Netherlands; North Macedonia; Poland; Serbia; Switzerland; Ukraine; England and Wales; Northern Ireland; and Scotland.

## **CHARACTERISTICS AND LIMITATIONS OF THE DATA AVAILABLE**

As mentioned in the previous sections there are major differences in the amount of data available for foreign inmates and for foreign probationers. In the case of the inmates the UNIL research team was able to establish a relatively reliable series for the period 2005 to 2015 for almost all countries. Only data for 2011 are missing

for Andorra data for 2015 are missing for Monaco and data for Montenegro are only available from 2011. On the contrary in the case of the probationers practically no data are available before the introduction of the revised version of SPACE II in 2009 and even after that there is still a lack of information for many years and many countries. The amount of data that is missing can be appreciated in the maps and tables on foreign probationers included in this study.

## CONTENTS OF THE STUDY

The next chapter presents the definitions of the main concepts used in this study while the following sections present the data collected in the form of maps tables and country profiles. Except when presenting absolute numbers the tables include one decimal. In the comments however percentages equal or higher than 10 are in principle rounded to the nearest whole number.

As a **rule of thumb** we consider in this study that an indicator shows a **relative overall stability** if the difference between the value shown in the first year of the series and the one shown in the last year of the series (the **percentage change**) is within five per cent ( $\pm 5\%$ ).



# Definitions

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**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 in the current study 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*.

**Detainees:** Inmates who have not received a final sentence. Sometimes they are also referred to as *pre-trial detainees remand prisoners* or *prisoners on remand*.

**Foreigners:** Persons who do not hold the nationality of the country in which they are on probation or imprisoned.

**Inmates:** Persons deprived of freedom in penal institutions. The term inmates includes persons who have received a final sentence (known as *prisoners* or *sentenced prisoners*) and those who have not (known as *detainees pre-trial detainees remand prisoners* or *prisoners on remand*).

**Parole:** See conditional release.

**Percentage of foreign inmates:** Corresponds to the proportion of inmates who do not hold the nationality of the country in which they are deprived of freedom.

**Percentage of foreign probationers:** Corresponds to the proportion of probationers who do not hold the nationality of the country in which they are placed under the supervision of probation agencies.

**Prison population rate:** Corresponds to the number of *inmates* (including pre-trial detainees) per 100 000 inhabitants of the country as of 1 September of each year. This indicator is commonly known as the *prison stock* or the *stock of prisoners* and sometimes referred to as the *detention rate* the *prisoner rate* or the *imprisonment rate*. The Council of Europe has adopted the term *prison population rate*. The date of 1 September is preferred relative to the 31 December because the number of inmates artificially decreases by the end of the year due to temporary releases that allow the inmates to spend the holiday/Christmas period with his or her family.

**Prisoners:** Inmates who have received a final sentence. Sometimes they are also referred to as *sentenced prisoners*.

**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'".

**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*.

**Pre-trial detention:** Deprivation of freedom in a penal institution before a final sentence has been pronounced. Sometimes it is also referred to as *provisional detention* *remand in custody* or simply *remand*.

**Preventive detention:** In some countries (mainly in common law countries) it corresponds to deprivation of freedom based on public safety reasons (for example for dangerous offenders). In other countries (mainly in countries that use Latin languages such as Italian French Spanish Catalan or Portuguese) it is synonymous with *pre-trial detention*. Due to this ambiguity the term is not used in this study.

## Acknowledgements

The authors thank all persons who brought their support advice and suggestions throughout the elaboration of this study. First of all we thank the national correspondents in each member state of the Council of Europe without whom this publication would not exist. Their names are presented in Table A below. We also thank the members of the Council for Penological Co-operation (PC-CP) as well as Ilina Taneva Sylvie Elter and Christine Coleur at the Council of Europe. Special thanks to Jaime Rodríguez Murphy also at the Council of Europe for his attentive and critical reading of the study.

**Table A. National correspondents who participated in the study**

Country	Name of the SPACE I national correspondent who participated in the study	Name of the SPACE II national correspondent who participated in the study
Albania	Blerina GJERAZI	
Andorra	Carles OFERIL PRECIADO Jamaica ARTUÑEDO MOURIÑO	Carles OFERIL PRECIADO Jamaica ARTUÑEDO MOURIÑO
Armenia	Kristina KHACHATRYAN	Arpine SARGSYAN
Austria	Christian MÜLLER	
Azerbaijan	Javidan NAZAROV	Rashad ABBASOV
Belgium	Samuel DELTENRE	Els SNEIDERS
Bosnia and Herzegovina (State level)		
Bosnia and Herzegovina (Federation of Bosnia and Herzegovina)		
Bosnia and Herzegovina (Republika Srpska)	Duško ŠAIN	Duško ŠAIN
Bulgaria	Rumena BLIZNAKOVA	Nadya RADKOVSKA
Croatia	Marija OSTOJIĆ	Jana ŠPERO
Cyprus	Georgia IOANNOU	Georgia IOANNOU
Czech Republic	Iva PRUDLOVÁ	Michal KARBAN
Denmark	Susanne HILDEBRANDT	
Estonia		
Finland	Marja-Liisa MUILUVUORI	Tuomas LAURILA
France	Annie KENSEY Marie-Noëlle COMIN	Annie KENSEY Kévin D'OVIDIO
Georgia	Nodar KAPANADZE	Ana BARISASHVILI
Germany	Bert GOETTING	Bert GOETTING
Greece	Ioannis LAMBRAKIS	Nikolaos POIMENIDIS
Hungary	András RADVÁNSZKI	Mihály SOMOGYVARI
Iceland	Hafdís GUÐMUNDSDÓTTIR	Hafdís GUÐMUNDSDÓTTIR
Ireland	Alan CALLAGHAN	Supritha Rani SUBRAMANIAN

Country	Name of the SPACE I national correspondent who participated in the study	Name of the SPACE II national correspondent who participated in the study
Italy	Andrea BECCARINI	Alessandra VIVIANO
Latvia	Kristine KIPENA	Jurijs ŅIKIŠINS
Liechtenstein		
Lithuania	Rita STARKUVIENĖ	Gabrielė LEŠČINSKIENĖ Rita STARKUVIENĖ
Luxembourg	Laurent MEYERS	
Malta	Nigel BRUNO	
Moldova	Vladimir COJOCARU	Ghenadie CEBAN
Monaco		
Montenegro		Aida BOJADŽIĆ
Netherlands	Joost DE LOOFF	Martine STEGINK
North Macedonia	Jasmenka DONCHEVSKA	Jasmenka DONCHEVSKA
Norway	Gerhard PLOEG	Gerhard PLOEG
Poland	Aleksandra ROGOWSKA	
Portugal	Jose SEMEDO MOREIRA	
Romania	Mariana COMAN	Marian BADEA
Russian Federation		Kirill KARTSEV Anatoly RUDYY Aleksandra SAMARINA
San Marino		Maria Rita MORGANTI
Serbia	Snježana TRAVAR	Dusanka GARIĆ
Slovak Republic	Peter KRIŠKA	Peter KRIŠKA
Slovenia	Robert FRIŠKOVEC	Simona SVETIN JAKOPIČ
Spain	Jesús NÚÑEZ PEÑA	Enrique BALLANO RUBIO
Spain (Catalonia)	Eulalia LUQUE	Eulalia LUQUE
Sweden	Dan ANDERSSON	
Switzerland	Daniel LAUBSCHER	
Turkey	Pelin DALKILIÇ	Pelin DALKILIÇ
Ukraine		
UK: England and Wales	Alvin AUBEELUCK	Tamas BORBELY
UK: Northern Ireland	Johanna MCCAUGHEY	
UK: Scotland	Elizabeth FRASER	Elizabeth FRASER

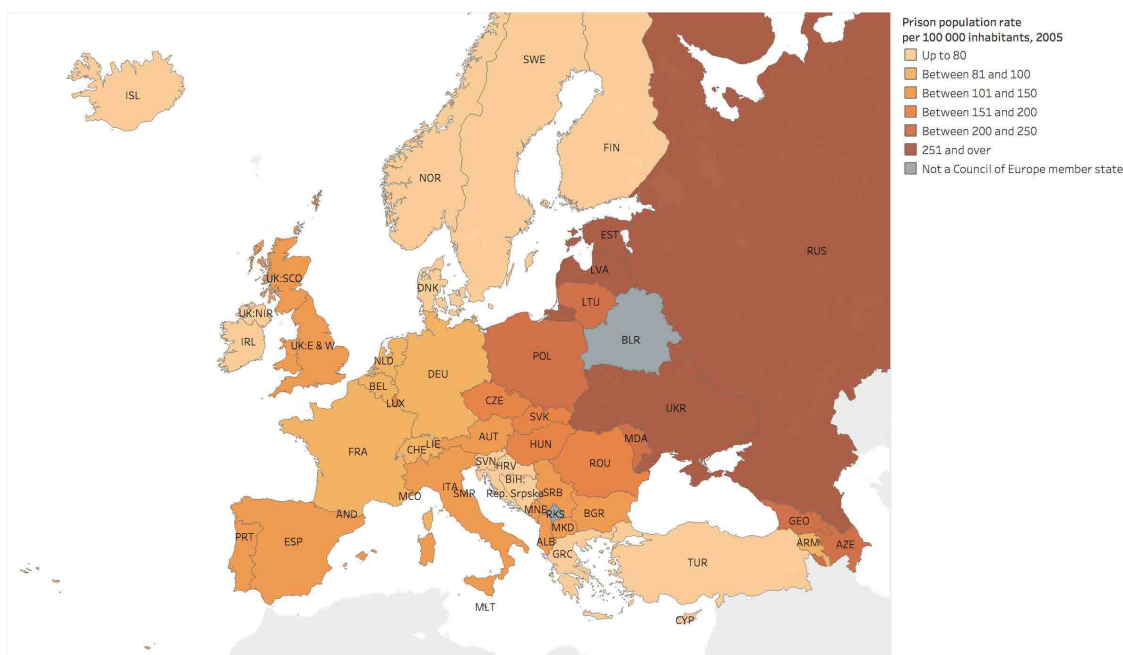


Part 1

# Maps

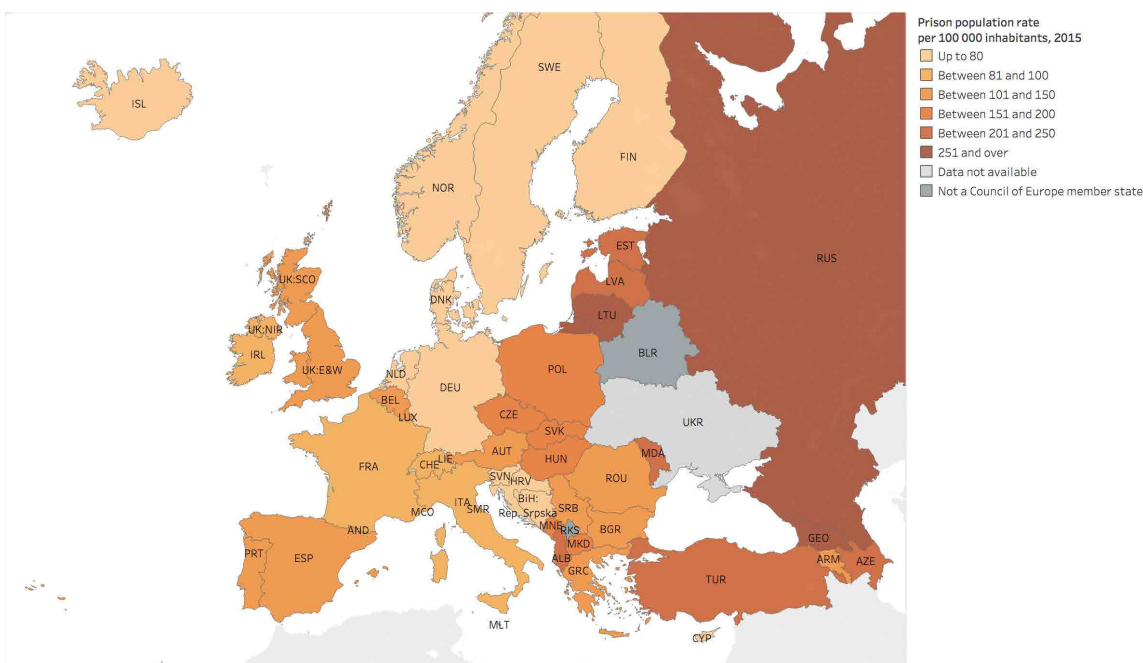
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**Map 1. Prison population rates in Europe on 1 September 2005**



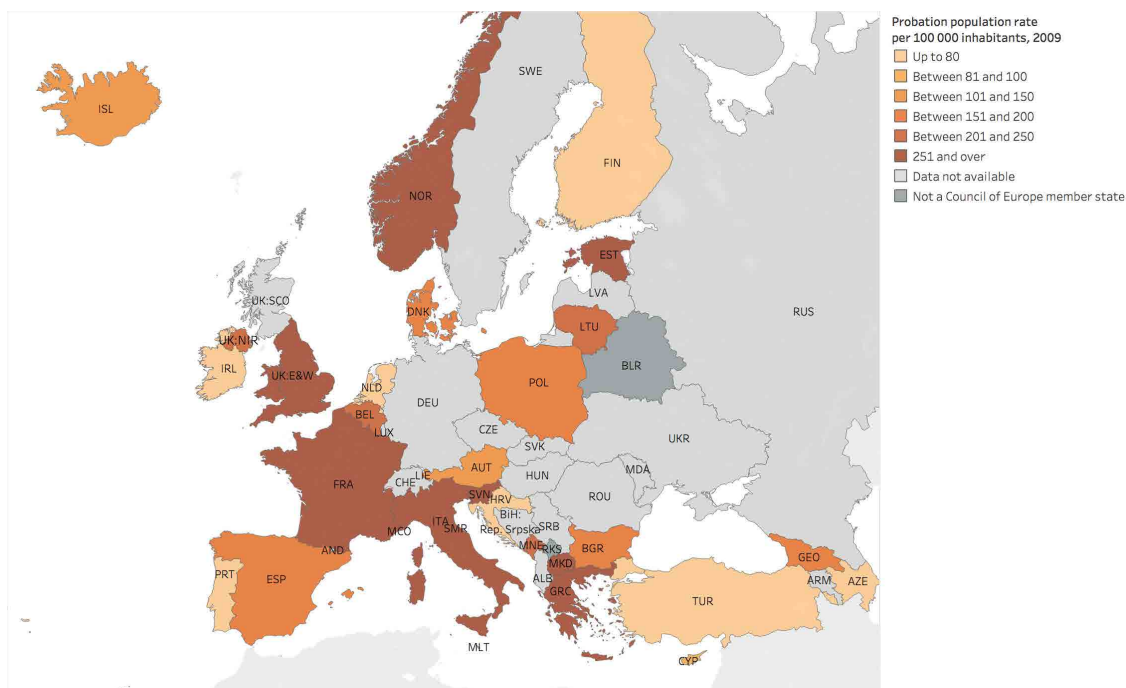
Map 1 presents the prison population rates in the Council of Europe member states on 1 September 2005. In general it can be seen that such rates tend to decrease as one moves from Eastern to Western Europe although there are several exceptions. In particular England and Wales Scotland Spain and Portugal are exceptions to that rule because they present relatively high prison population rates; conversely Croatia Greece Slovenia and Turkey are an exception because they present relatively low rates. Overall the lowest prison population rates are found in the Nordic countries and the highest in Eastern Europe.

**Map 2. Prison population rates in Europe on 1 September 2015**



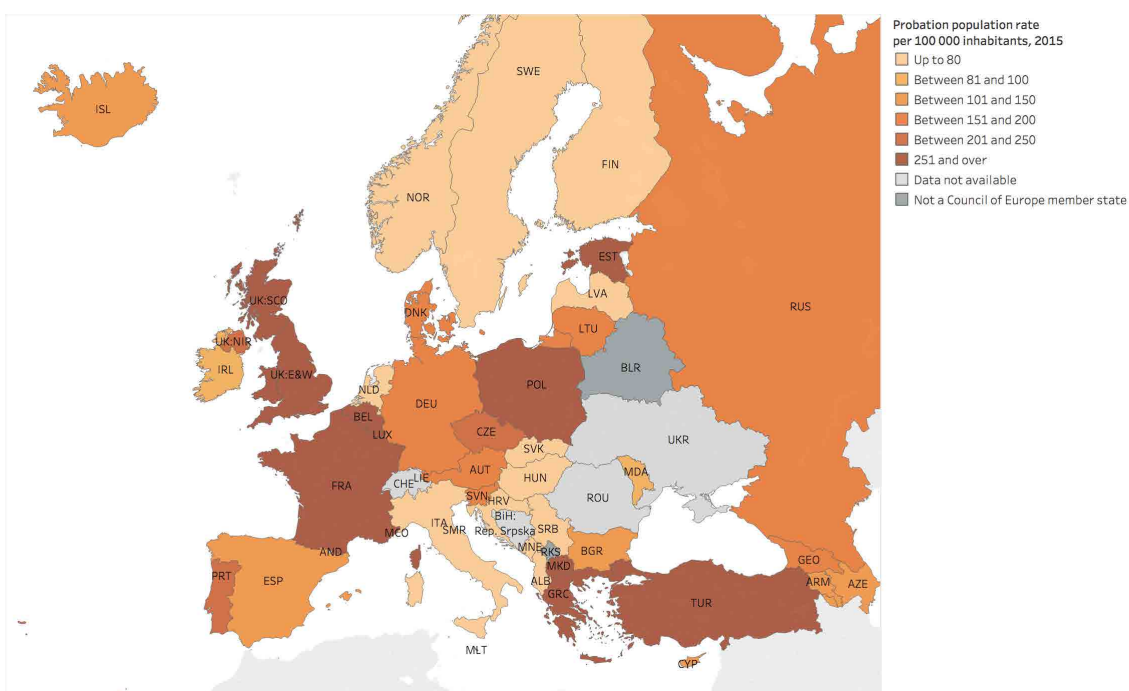
Map 2 illustrates the situation 10 years later on 1 September 2015. Although the general geographic distribution of the prison population rates across Europe remained similar to the one observed in 2005 several changes must be noted. In particular Georgia Lithuania Turkey and some of the southern Balkan countries like Albania Montenegro and North Macedonia show an increase in their prison population rates; while Germany and the Netherlands have joined the group of countries with the lowest rates and Estonia and Latvia are no longer among the countries with the highest prison population rates.

**Map 3. Probation population rates in Europe on 31 December 2009**



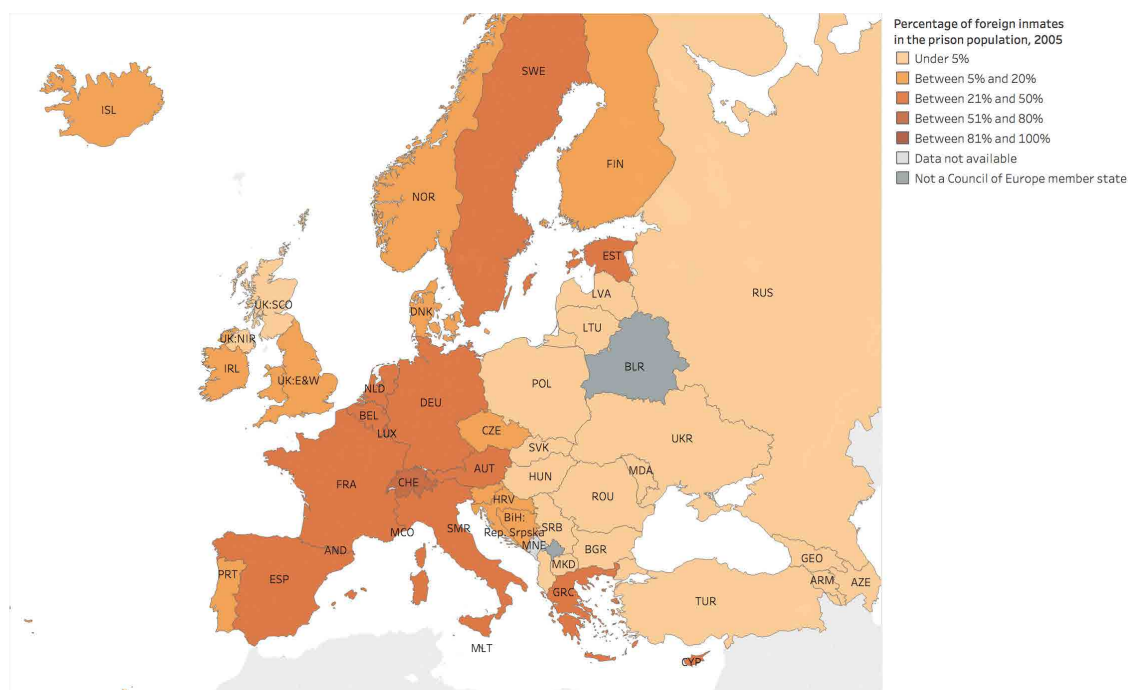
Map 3 presents the probation population rates in Council of Europe member states on 1 September 2009. One of the goals of the research projects conducted in 2017 and 2018 by the University of Lausanne on behalf of the Council of Europe and with the support of the European Union was to establish reliable prison and probation population rates for the period 2005 to 2015. This goal was relatively well achieved in the case of prison population rates which are presented in detail in another study entitled *Prisons in Europe 2005-2015*. However in the case of the probation populations several countries especially in Central and Eastern Europe were unable to provide data for the first years of the series. Thus the available series starts in 2009 which was the first year in which the revised SPACE II questionnaire was administered. Moreover as can be seen in Map 3 data for the year 2009 are missing for several countries. As previously explained the reason is that some countries were not yet applying community sanctions and measures at that time or did not have probation agencies or simply did not collect data on that topic.

**Map 4. Probation population rates in Europe on 31 December 2015**



Map 4 presents the probation population rates six years later on 31 December 2015. The first positive information is that at that time most of the member states of the Council of Europe were able to provide information on the rate of persons under the supervision of probation agencies. Contrary to what was observed in Maps 1 and 2 the distribution of the probation population rates across Europe is quite heterogenous and does not follow a clear geographical distribution. It can be noted that most of the Nordic countries present low probation population rates and also low prison population rates (see Map 2). On the contrary countries like England and Wales Poland and Turkey are among those with the highest probation population rates but contemporaneously show relatively high prison population rates (see Map 2). Moreover several of the countries with moderate or high prison population rates such as Spain France the Netherlands Belgium Luxembourg or Greece (see Map 2) also present moderate or high probation population rates. This shows that there is a complex relationship between prison and probation population rates. In particular it corroborates the notion that community sanctions and measures do not necessarily act as alternatives to imprisonment (see Aebi Delgrande and Marguet 2015).<sup>1</sup>

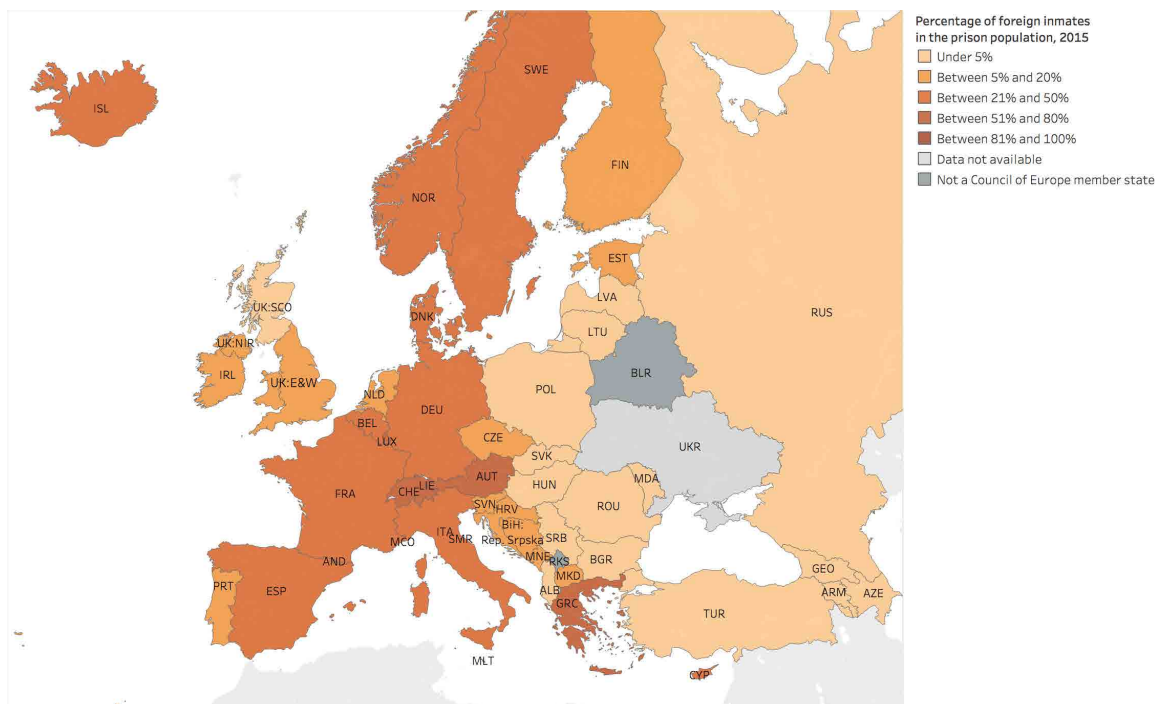
**Map 5. Percentage of foreign inmates in the prison population on 1 September 2005**



Map 5 presents the percentage of foreign inmates placed in European penal institutions on 1 September 2005. It can be seen that such percentage is below 5% in Central and Eastern Europe. This means that it is only in Western Europe and in particular in most EU and European Free Trade Association (EFTA) countries that foreign inmates are overrepresented in the prison population.

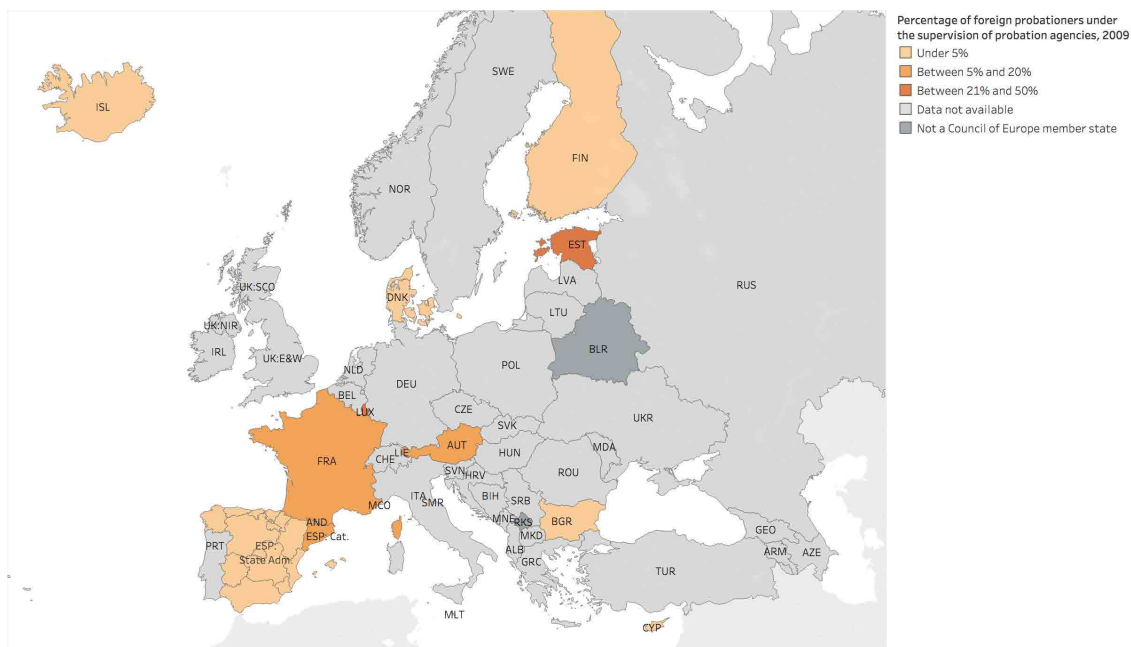
1. Aebi M.F. Delgrande N. and Marguet Y. (2015) "Have community sanctions and measures widened the net of the European criminal justice systems?" *Punishment & Society* 17(5): 575–597. DOI: 10.1177/1462474515615694.

**Map 6. Percentage of foreign inmates in the prison population on 1 September 2015**



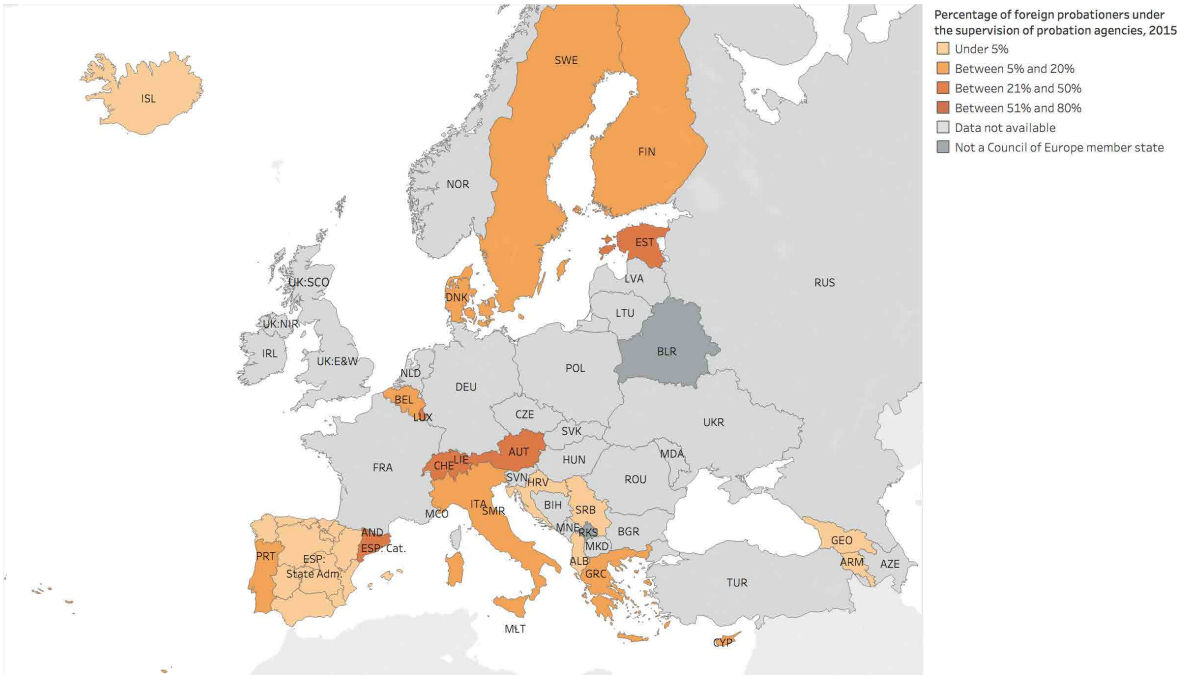
Map 6 presents the situation 10 years later on 1 September 2015. It can be seen that the geographical distribution remains similar to the one observed in 2005. Foreigners continue to represent less than 5% of the prison population rate in Central and Eastern Europe and they continue to be overrepresented in Western Europe in particular in EU and EFTA countries. Moreover the percentage of foreign inmates in Western European penal institutions is higher in 2015 than in 2005.

**Map 7. Percentage of foreign probationers under the supervision of probation agencies on 31 December 2009**



Map 7 presents the percentage of foreigners under the supervision of probation agencies on 31 December 2009. It can be seen that the information is available in only a few countries.

**Map 8. Percentage of foreign probationers under the supervision of probation agencies on 31 December 2015**



Map 8 presents the situation 10 years later on 31 December 2015. The number of countries that provided information has increased but remains relatively low. One can say however that the Western countries with a high percentage of foreigners in prison (see Map 6) show relatively low or moderate percentages of foreigners on probation.

Part 2

## Tables

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**Table 1. Number of foreign inmates in the prison population on 1 September of each year (2005-2015)**

Number of foreign inmates in the prison population from 2005 to 2015												
	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	% change 2005-2015
Albania	12	4	18	31	45	58	69	90	84	99	89	642
Andorra		25	37	49	60	24	25	32	35	41	40	60
Armenia	7	45	60	67	103	164	165	125	147	130	126	1 700
Austria	3 979	3 768	3 917	3 368	3 671	3 973	4 027	4 087	4 255	4 441	4 817	21
Azerbaijan	384	600	660	720	650	934	752	625	612	600	612	59
Belgium	3 860	4 148	4 234	4 203	4 450	4 631	4 964	5 213	5 431	5 360	5 146	33
BiH: Republika Srpska	60	47	43	30	31	31	84	64	29	28	61	2
Bulgaria	262	226	223	198	178	157	171	163	249	236	233	-11
Croatia	236	259	276	293	280	242	289	276	275	231	191	-19
Cyprus	241	290	357	385	415	375	370	367	315	257	250	4
Czech Republic	1 652	1 378	1 392	1 449	1 559	1 589	1 730	1 709	1 438	1 549	1 666	1
Denmark	754	710	654	792	811	853	838	943	1 065	1 002	865	15
Estonia	1 780	1 740	1 413	1 474	1 385	1 397	257	239	229	226	207	-88
Finland	268	312	301	334	356	423	467	474	454	497	455	70
France	11 820	11 436	12 341	12 222	12 007	11 926	12 661	13 925	14 390	14 688	14 690	24
Georgia	76	183	190	201	298	395	353	304	156	248	310	308
Germany	22 095	21 263	20 485	19 627	19 347	19 108	19 253	19 303	19 320	19 592	19 921	-10
Greece	3 704	4 281	4 695	5 622	6 078	6 307	7 210	7 887	7 875	7 623	6 882	86
Hungary	631	583	544	528	612	598	629	645	641	733	824	31
Iceland	14	16	16	29	31	27	28	37	23	22	30	114
Ireland		395	474	457	511	591	522	557	559	509	463	17
Italy	19 656	12 360	16 643	20 865	23 696	24 981	24 155	23 753	22 862	17 457	17 304	-12
Latvia	26	59	84	66	80	85	85	75	66	81	154	492
Liechtenstein	7	6	2	5	5	10	9	5	5	4	7	0
Lithuania	67	78	80	90	89	110	118	152	175	156	126	88
Luxembourg	495	568	546	437	465	479	442	454	518	477	491	-1
Malta	91	136	142	148	168	188	208	215	222	222	235	158
Moldova	162	167	97	98	100	101	101	94	59	90	86	-4
Monaco	30	36	30	31	21	11	30	39	26	27		-10
Montenegro							151	177	170	190	170	13
Netherlands	3 609	2 974	2 693	2 408	2 525	2 517	2 410	2 208	2 140	1 820	1 723	-52
North Macedonia	98	99	85	81	79	69	152	69	88	119	198	102
Norway	551	576	680	812	913	1 129	1 079	1 137	1 200	1 251	1 222	122
Poland	750	659	629	539	595	572	550	559	512	524	506	-33
Portugal	2 386	2 552	2 371	2 190	2 263	2 390	2 548	2 602	2 647	2 469	2 495	5
Romania	274	260	243	213	198	205	208	183	181	261	250	-9
Russian Federation	19 514	21 755	24 023	25 468	27 246	28 257	27 467	26 871	27 647	29 243	27 971	43
San Marino	1	1	0	0	1	0	0	0	1	1	2	100
Serbia	267	273	241	208	176	252	238	224	352	301	353	32
Slovak Republic	220	185	165	147	148	178	201	218	226	176	184	-16
Slovenia	144	151	140	167	137	149	133	158	142	163	131	-9
Spain (Total)	18 436	20 018	22 243	25 391	27 184	27 075	25 484	23 423	21 846	20 125	18 680	1
Spain: Catalonia	2 843	3 361	3 769	4 198	4 424	4 732	4 892	4 607	4 513	4 186	3 895	37
Spain: State Administration	15 663	16 790	18 474	21 193	22 760	22 343	20 592	18 816	17 333	15 939	14 785	-6
Sweden	1 475	1 533	1 424	1 487	1 572	1 520	1 419	1 479	1 321	1 272	1 285	-13
Switzerland	4 329	4 062	3 985	4 027	4 274	4 428	4 333	4 874	5 258	5 055	4 885	13
Turkey	1 176	1 141	1 211	1 526	1 856	2 162	2 259	2 098	2 294	2 598	3 565	203
UK: England and Wales	9 650	10 879	11 310	11 498	11 350	11 135	10 779	10 861	10 786	10 834	10 512	9
UK: Northern Ireland	38	58	100	142	106	112	144	126	129	124	137	261
UK: Scotland	71	133	206	275	314	258	278	293	291	288	295	315
Ukraine	2 756	2 723	2 548	2 372	2 463	2 366	2 625	2 497	2 181	1 865		-32
Average per 100 000 inhab.	2 947	2 816	3 005	3 183	3 352	3 428	3 316	3 304	3 284	3 169	3 209	9
Median per 100 000 inhab.	384	354	416	411	440	451	370	367	352	301	353	-8



**Table 2. Percentage of foreign inmates in the prison population on 1 September of each year (2005-2015)**

Percentage of foreign inmates in the prison population from 2005 to 2015												
	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	% change 2005-2015
Albania	0.4	0.1	0.4	0.6	1.0	1.2	1.4	1.8	1.7	1.8	1.5	325
Andorra		83.3	82.2	81.7	88.2	66.7	69.4	78.0	74.5	77.4	76.9	-8
Armenia	0.2	0.8	1.7	1.8	2.6	3.3	3.7	2.7	3.1	3.3	3.2	1 206
Austria	45.4	42.9	44.1	42.6	43.6	46.2	45.9	46.7	48.2	50.1	53.3	17
Azerbaijan	2.3	3.4	3.4	3.4	3.2	4.3	3.2	3.0	3.0	2.7	2.5	12
Belgium	41.2	41.6	42.9	41.1	40.8	40.7	42.0	42.3	42.8	40.6	40.1	-3
BiH: Republika Srpska	5.8	4.9	4.6	3.2	3.2	3.0	8.0	6.0	2.9	3.0	7.0	19
Bulgaria	2.3	2.0	2.1	2.0	1.9	1.7	1.7	1.6	2.7	2.8	3.1	34
Croatia	6.8	6.8	6.7	6.2	5.7	4.7	5.7	5.8	6.3	6.1	5.7	-16
Cyprus	45.6	48.4	42.8	46.3	47.0	41.7	40.9	39.5	38.8	37.7	38.2	-16
Czech Republic	8.7	7.3	7.4	7.1	7.1	7.2	7.5	7.5	8.8	8.3	8.0	-8
Denmark	18.2	18.9	18.0	22.9	21.8	21.6	21.2	24.6	26.0	28.0	27.0	48
Estonia	40.4	40.4	40.9	40.3	39.0	40.3	7.6	7.0	7.0	7.6	7.5	-81
Finland	6.9	8.1	8.3	9.5	9.9	12.8	14.3	14.8	14.5	16.0	15.1	118
France	20.4	19.8	19.4	18.3	18.1	17.8	17.5	18.2	18.4	18.9	19.3	-5
Georgia	0.9	1.4	1.0	1.0	1.5	1.7	1.5	1.3	1.8	2.4	3.0	245
Germany	28.0	26.9	26.3	26.3	26.4	26.7	27.1	27.9	28.5	29.8	31.3	12
Greece	42.5	43.0	45.3	48.3	51.8	55.5	58.4	63.2	63.1	60.1	58.3	37
Hungary	3.8	3.7	3.7	3.5	3.7	3.6	3.6	3.7	3.5	4.0	4.6	20
Iceland	11.8	13.4	13.9	20.7	20.9	16.4	18.8	24.3	15.1	14.3	20.5	75
Ireland	12.5	12.6	14.3	13.0	13.0	13.6	12.3	12.9	13.8	13.3	12.4	-1
Italy	33.0	32.3	36.5	37.4	37.0	36.6	36.0	35.8	35.3	32.2	33.0	0
Latvia	0.4	0.9	1.3	1.0	1.1	1.3	1.3	1.2	1.3	1.7	3.5	873
Liechtenstein	70.0	60.0	33.3	50.0	71.4	71.4	69.2	62.5	55.6	50.0	87.5	25
Lithuania	0.8	1.0	1.0	1.2	1.1	1.2	1.2	1.5	1.8	1.7	1.6	87
Luxembourg	71.4	75.2	73.4	64.9	68.5	69.4	68.6	68.9	72.2	72.7	73.6	3
Malta	30.5	39.7	30.9	25.6	34.0	32.2	34.7	34.6	38.5	38.9	40.4	32
Moldova	1.8	1.9	1.2	1.4	1.5	1.6	1.6	1.4	0.9	1.3	1.1	-39
Monaco	88.2	97.3	83.3	91.2	91.3	91.7	93.8	95.1	89.7	96.4		9
Montenegro							11.4	14.4	14.9	18.0	15.5	36
Netherlands	23.4	21.6	20.8	20.4	21.7	21.4	20.8	19.5	20.3	18.5	19.1	-18
North Macedonia	4.6	4.9	4.1	3.6	3.2	2.7	6.0	2.7	3.1	3.8	5.7	23
Norway	17.8	18.2	20.7	24.8	27.8	31.1	30.5	32.0	32.9	33.6	33.4	87
Poland	0.9	0.7	0.7	0.6	0.7	0.7	0.7	0.7	0.6	0.7	0.7	-21
Portugal	18.5	20.2	20.5	20.3	20.4	20.6	20.1	19.1	18.5	17.6	17.5	-5
Romania	0.7	0.7	0.8	0.8	0.7	0.7	0.7	0.6	0.5	0.8	0.9	21
Russian Federation	2.4	2.5	2.8	2.9	3.2	3.5	3.6	3.8	4.1	4.4	4.3	80
San Marino	100.0	100.0	0.0	0.0	50.0	0.0	0.0	0.0	50.0	25.0	100.0	0
Serbia	3.4	3.2	2.7	2.2	1.7	2.3	2.2	2.0	3.5	2.9	3.5	2
Slovak Republic	2.4	2.1	2.0	1.8	1.6	1.8	1.9	2.0	2.2	1.7	1.8	-23
Slovenia	12.7	11.6	10.5	12.7	10.0	11.0	10.4	11.5	10.4	10.7	9.4	-26
Spain (Total)	30.1	31.2	33.5	35.4	34.7	35.7	35.4	33.6	32.1	30.5	29.2	-3
Spain: Catalonia	34.2	37.5	40.1	42.7	42.7	44.0	45.7	45.1	45.1	43.9	43.6	27
Spain: State Administration	29.6	30.5	32.4	34.2	33.5	34.3	33.6	31.7	29.8	28.3	26.8	-9
Sweden	26.8	27.7	27.0	27.5	28.7	28.3	27.6	30.5	30.2	29.5	29.9	12
Switzerland	70.5	69.0	69.7	69.7	70.2	71.6	71.4	73.9	74.3	73.0	71.0	1
Turkey	2.2	1.7	1.4	1.5	1.6	1.8	1.8	1.7	1.7	1.7	2.1	-5
UK: England and Wales	12.7	14.0	14.2	13.8	13.6	13.1	12.6	12.6	12.9	12.7	12.2	-4
UK: Northern Ireland	2.8	3.9	6.9	9.3	7.3	7.6	8.5	7.1	7.1	6.7	8.1	185
UK: Scotland	1.0	1.8	2.8	3.4	3.9	3.3	3.4	3.6	3.7	3.7	3.8	264
Ukraine	1.5	1.6	1.7	1.6	1.7	1.6	1.7	1.7	1.8	2.0		32
Average per 100 000 inhab.	21	22	19	20	22	21	20	21	21	21	22	7
Median per 100 000 inhab.	12	12	9	11	12	12	10	11	13	13	12	4

**Table 3. Number of foreign probationers under the supervision of probation agencies on 31 December of each year (2009-2015)**

Number of foreign probationers under the supervision of probation agencies from 2009 to 2015							
	2009	2010	2011	2012	2013	2014	2015
Albania				142			0
Andorra							
Armenia		17	20	18	20	22	23
Austria	1 462	2 634	2 702	3 135	3 704	3 931	4 002
Azerbaijan							
Belgium				4 488	4 059	4 164	4 710
BiH: State Admin.							
BiH: Federation of BiH							
BiH: Republika Srpska							
Bulgaria	51	41	38	47	43	0	
Croatia				18	20	27	31
Cyprus	0	235	303	227	118	156	64
Czech Republic							
Denmark	231	475	360	346	599	721	789
Estonia	1 947	1 729	1 778	1 662	1 565	1 235	1 174
Finland	85	56	72	112	101	105	143
France	20 176	8 964	8 890	9 433		9 671	
Georgia			187	170	73	53	75
Germany							
Greece		38	1 113		682	104	1 069
Hungary							
Iceland	7	3	5	8	12	11	6
Ireland							
Italy		8 402	10 029	3 908	5 228	5 224	7 752
Latvia							
Liechtenstein							
Lithuania							
Luxembourg	362	430	498	498		533	443
Malta							
Moldova							
Monaco		57	61	34	34	59	28
Montenegro							
Netherlands							
North Macedonia							
Norway							
Poland							
Portugal		1 377	1 788	2 135	2 248	2 084	2 221
Romania							
Russian Federation							
San Marino					6		
Serbia			1	1	3	10	2
Slovak Republic							
Slovenia							
Spain (Total)							
Spain: Catalonia	1 933	3 058	2 892	2 555	2 369	2 474	2 526
Spain: State Administration	2 240					5 310	3 785
Sweden	1 804	1 865	1 809	1 952	1 879	1 713	1 629
Switzerland	349						1 540
Turkey							
UK: England and Wales							
UK: Northern Ireland							
UK: Scotland							
Ukraine							

**Table 4. Percentage of foreign probationers under the supervision of probation agencies on 31 December of each year (2009-2015)**

Percentage of foreign probationers under the supervision of probation agencies from 2009 to 2015							
	2009	2010	2011	2012	2013	2014	2015
Albania				2.0			0.0
Andorra							
Armenia		0.6	0.6	0.7	0.6	1.0	0.7
Austria	15.7	18.1	18.3	20.9	28.4	25.2	25.7
Azerbaijan							
Belgium				11.5	10.3	10.2	11.0
BiH: State Admin.							
BiH: Federation of BiH							
BiH: Republika Srpska							
Bulgaria	0.4	0.3	0.3	0.4	0.4	0.0	
Croatia				0.6	0.7	0.9	1.0
Cyprus	0.0	77.8	19.2	18.3	10.4	12.9	6.0
Czech Republic							
Denmark	2.7	5.1	3.8	3.6	6.1	7.3	8.3
Estonia	22.9	22.8	24.6	23.7	24.4	21.8	24.2
Finland	3.3	2.2	2.9	4.8	4.0	4.2	6.6
France	8.6	4.9	4.8	5.0		5.3	
Georgia			0.5	0.5	0.6	0.3	0.4
Germany							
Greece		0.5	15.5		5.8	0.9	5.2
Hungary							
Iceland	3.8	2.0	2.6	4.0	6.4	5.9	3.3
Ireland							
Italy		23.5	23.3	13.6	15.8	12.0	14.6
Latvia							
Liechtenstein							
Lithuania							
Luxembourg	34.1	35.1	34.0	47.7		47.2	39.7
Malta							
Moldova							
Monaco		91.9	105.2	66.7	66.7	76.6	80.0
Montenegro							
Netherlands							
North Macedonia							
Norway							
Poland							
Portugal		8.9	9.1	9.0	8.5	8.1	7.6
Romania							
Russian Federation							
San Marino					21.4		
Serbia			0.4	0.3	0.4	0.9	0.2
Slovak Republic							
Slovenia							
Spain: Total							
Spain: Catalonia	19.3	27.3	29.6	26.4	25.6	24.4	24.6
Spain: State Administration	2.3					6.5	4.9
Sweden	12.7	12.8	13.2	13.4	14.4	14.2	14.0
Switzerland							36.3
Turkey							
UK: England and Wales							
UK: Northern Ireland							
UK: Scotland							
Ukraine							

*Note: Switzerland did not provide the total number of probationers for the year 2009. As a consequence it was impossible to calculate the percentage of foreigners in that total.*



## Part 3

# Country profiles

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### INTRODUCTION TO THE COUNTRY PROFILES

**T**his section presents in detail the data available per country. For each country or prison administration of a country we have elaborated a figure with one horizontal (x) axis representing the years and two vertical (y) axes that allow the comparison of the trends shown by the absolute number of foreign inmates and by their percentage in the prison population of each country. On the left y-axis the units refer to the absolute number of foreign inmates. On the right y-axis the units refer to the percentage that the latter represent in the total prison population of a given country. For example one can see in Figure 1a that Albania had 12 foreign inmates (left y-axis) in 2005 which represented 0.4% of its total prison population (right y-axis); while by 2015 it had 89 foreign inmates which represented 1.5% of the Albanian prison population. Whenever data were available we followed the same logic to construct a similar figure for the number and percentage of foreigners under the supervision of probation agencies (see for example Figure 1b).

In the comments associated with each figure relating to the prison population we present the percentage change between the year 2005 and 2015 for both indicators. For example in the case of Albania the number of foreign inmates in the total prison population in 2015 was 642% higher than in 2005 while their percentage in the total prison population increased by 325%. The comparison of both percentages allows for solving some of the misinterpretations that could be produced by the fact that the scales of the two y-axes are not comparable. The comments also explain the reason why the trends in both percentages are sometimes contradictory and they provide a short description of the main observed trends. The percentage of foreign inmates in each country is then placed in a European comparative perspective. In this context we have classified the percentages according to four categories: low average relatively high and high. In order to establish these categories we took into consideration that on average the percentage of foreigners in the general population of EU countries is roughly 10% while in non-EU countries it is usually lower. Then having taken into consideration that foreigners are more likely than nationals to be placed in detention because most of them do not have a permanent address in the country and therefore cannot have access to alternatives to imprisonment we consider that it would be reasonable to expect in general a percentage ranging from 5 to 15% of foreign inmates in the European prison populations. On these bases we defined the four categories as follows:

- ▶ Low: Up to 5% of foreign inmates in the prison population.
- ▶ Average: From 5.1% to 15% of foreign inmates in the prison population.
- ▶ Relatively high: From 15.1% to 30% of foreign inmates in the prison population.
- ▶ High: More than 30% of foreign inmates in the prison population.

In order to allow comparisons of the situation in penal institutions and on probation each country profile indicates whenever the data were available the number and percentage of foreigners on probation on 31 December 2015. It also provides a short analysis of the trends observed between 2009 and 2015 roughly following the same logic explained above for the prison population. Finally the analyses compare the number and percentage of foreigners on probation to the number and percentage of foreigners in prison.

## ALBANIA

Figure 1a. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Albania 2005-2015

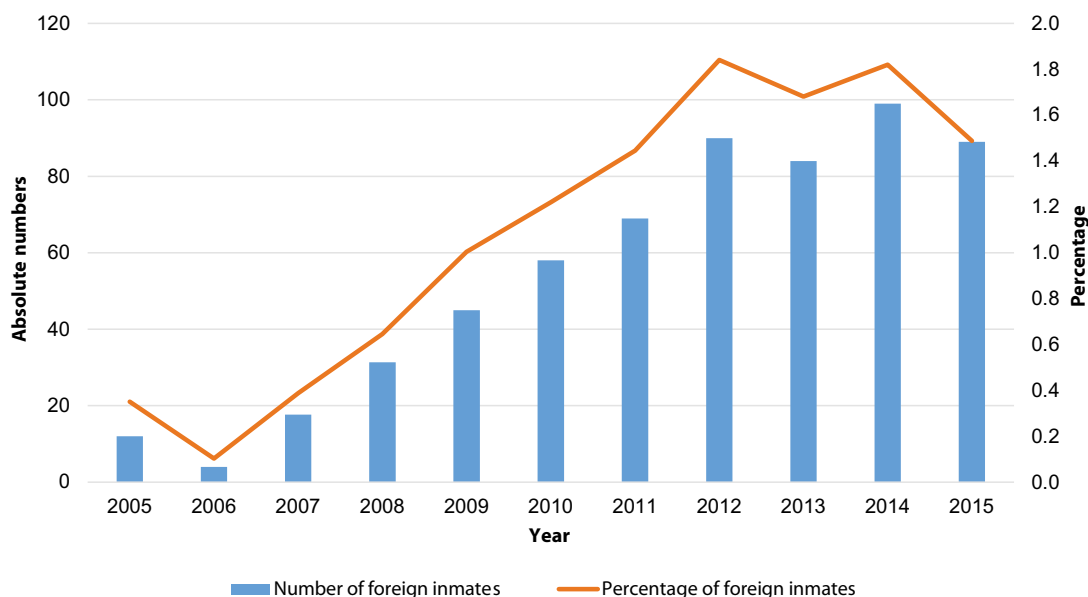


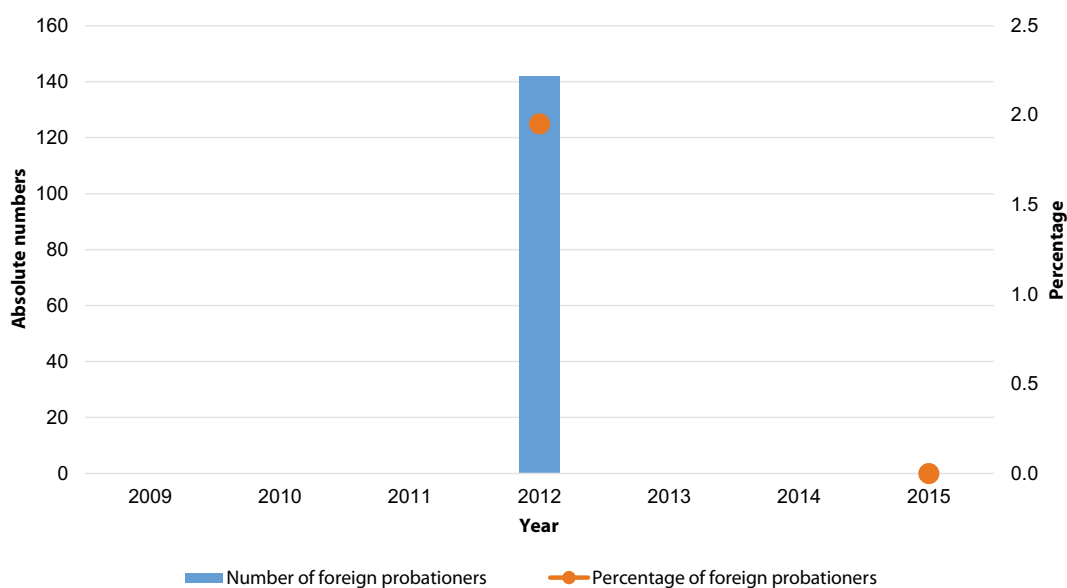
Figure 1a shows that the percentage of foreign inmates in the total prison population in 2015 was 325% higher than in 2005. Foreign inmates made up 1.5% of the total prison population in 2015 compared to 0.4% in 2005.

The absolute number of foreign inmates also rose from 12 in 2005 to 89 in 2015 which represents an increase of 642%. The fact that the increase in the number of foreign inmates is higher than those observed in their percentage implies that the number of foreign inmates increased at a slower pace than the number of national inmates.

In particular the figure shows a constant increase in the number of foreign inmates from 2006 to 2014 followed by a slight decrease in 2015.

In a comparative perspective the number and percentage of foreign inmates in Albania are low. As a consequence the observed trends must be interpreted cautiously.

Figure 1b. Number and percentage of foreign probationers under the supervision of probation agencies in Albania 2012 and 2015



Finally Figure 1b shows that on 31 December 2015 there were no foreigners placed under the supervision of probation agencies in Albania. Regarding the previous years the country only provided data for 2012 when there were 142 foreigners representing 2% of the total probation population (see Figure 1b). That year both the number and the percentage of foreigners on probation were higher than those observed in the prison population (2% compared to 1.8%).

## ANDORRA

**Figure 2. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Andorra 2006-2015**

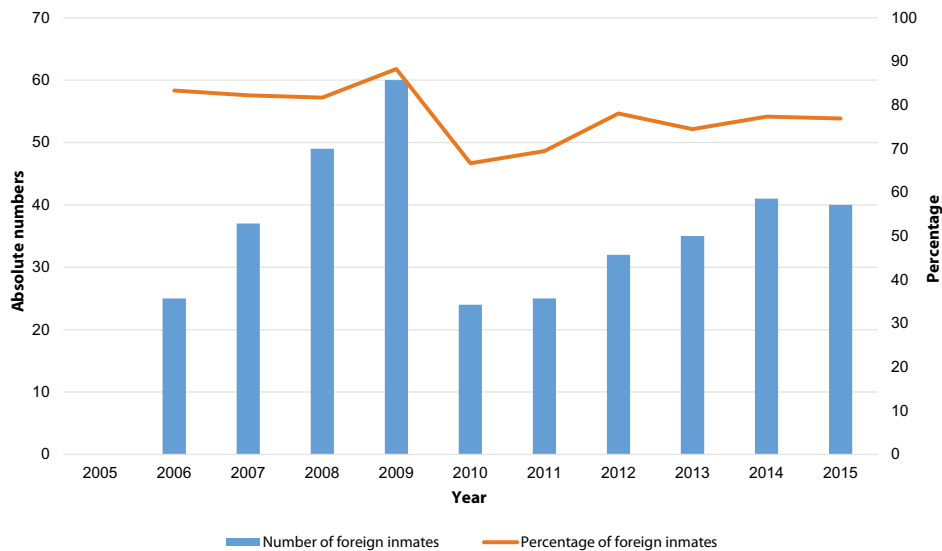


Figure 2 shows that the percentage of foreign inmates in the total prison population in 2015 was 8% higher than in 2006. Foreign inmates made up 77% of the total prison population in 2015 compared to 83% in 2006.

On the contrary the absolute number of foreign inmates rose from 25 in 2006 to 40 in 2015 which represents an increase of 60%. This contradiction between the change in the number of foreign inmates and their relative percentage in the total prison population implies that the number of foreign inmates increased at a slower pace than the number of national inmates.

In a comparative perspective Andorra has a high percentage of foreign inmates. The rising trend in their number observed from 2006 to 2009 was interrupted in 2010 following a change of legislation that reduced the general prison population. Since 2010 the number and percentage of foreign inmates have begun increasing again.

Finally on 31 December 2015 no data were available on the number of foreigners placed under the supervision of probation agencies in Andorra. In fact the country was unable to provide such data for the whole period under study.

## ARMENIA

**Figure 3a. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Armenia 2005-2015**

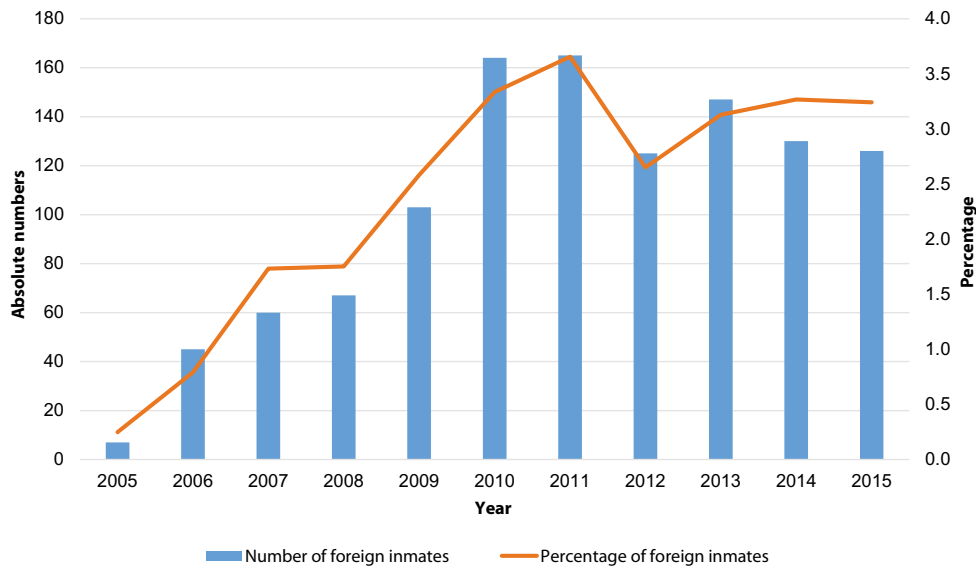


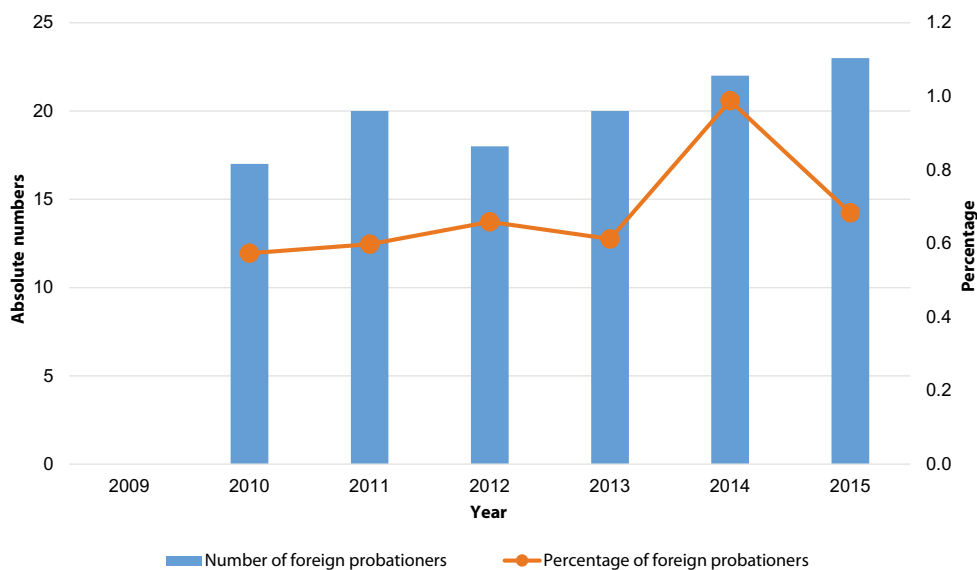
Figure 3a shows that the percentage of foreign inmates in the total prison population in 2015 was 1 207% higher than in 2005. Foreign inmates made up 3.2% of the total prison population in 2015 compared to 0.2% in 2005.

The absolute number of foreign inmates also rose from 7 in 2005 to 186 in 2015 which represents an increase of 1 700%. The fact that the increase in the number of foreign inmates is higher than the one observed in their percentage implies that the number of foreign inmates increased at a slower pace than the number of national inmates.

In particular the figure shows that the number of inmates increased until 2011 before decreasing in 2012 and remaining relatively stable thereafter.

In a comparative perspective the number and percentage of foreign inmates in Armenia are low. As a consequence the observed trends must be interpreted cautiously.

**Figure 3b. Number and percentage of foreign probationers under the supervision of probation agencies in Armenia 2010-2015**



Finally Figure 3b shows that on 31 December 2015 there were 23 foreigners placed under the supervision of probation agencies in Armenia. These probationers represented 0.7% of the total probation population. Figure



3b shows that the number of foreign probationers increased from 2010 to 2015 although their percentage remained stable overall. During that period both the number and the percentage of foreigners on probation were lower than those observed in the prison population (0.7% compared to 3.2% in 2015).

## AUSTRIA

**Figure 4a. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Austria 2005-2015**

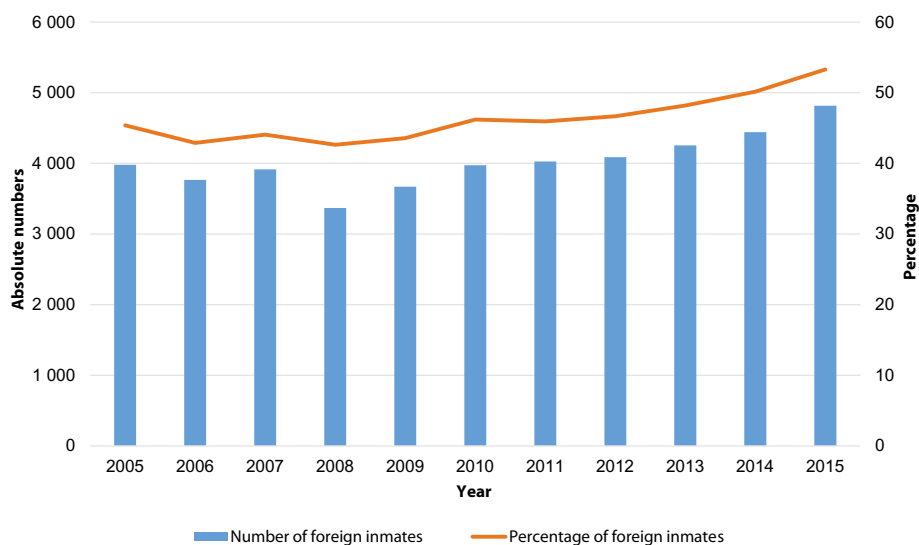


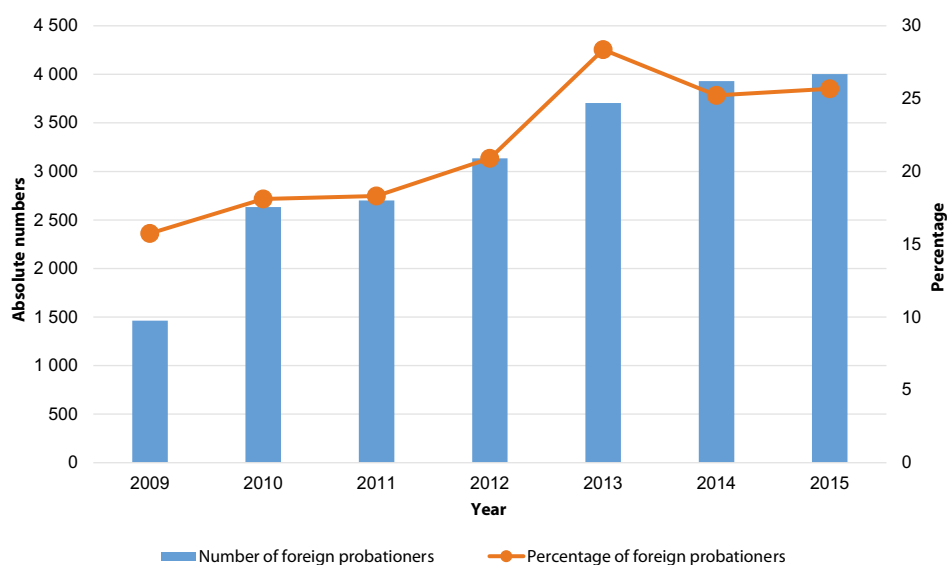
Figure 4a shows that the percentage of foreign inmates in the total prison population in 2015 was 17% higher than in 2005. Foreign inmates made up 53% of the total prison population in 2015 compared to 45% in 2005.

The absolute number of foreign inmates also rose from 3,979 in 2005 to 4,817 in 2015 which represents an increase of 21%. The fact that the increase in the number of foreign inmates is higher than the one observed in their percentage implies that the number of foreign inmates increased at a slower pace than the number of national inmates.

In particular the figure shows that the number of foreign inmates remained relatively stable from 2005 to 2011 and started increasing thereafter.

In a comparative perspective Austria has a high percentage of foreign inmates.

**Figure 4b. Number and percentage of foreign probationers under the supervision of probation agencies in Austria 2009-2015**



Finally Figure 4b shows that on 31 December 2015 there were 4 002 foreigners placed under the supervision of probation agencies in Austria. These probationers represented 26% of the total probation population. The figure shows that the number and percentage of foreign probationers increased from 2009 to 2015. During that period both the number and the percentage of foreigners on probation were lower than those observed in the prison population (26% compared to 53% in 2015).

**AZERBAIJAN**

**Figure 5. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Azerbaijan 2005-2015**

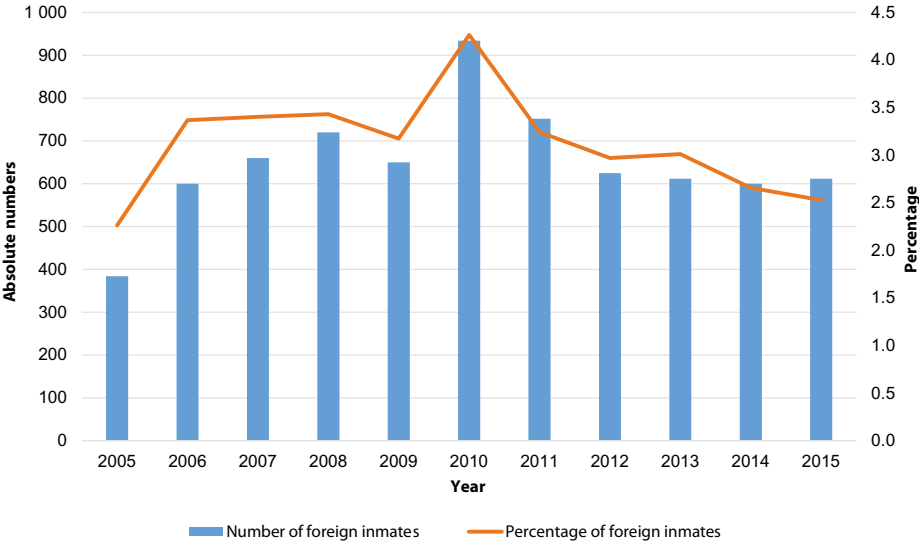


Figure 5a shows that the percentage of foreign inmates in the total prison population in 2015 was 12% higher than in 2005. Foreign inmates made up 2.5% of the total prison population in 2015 compared to 2.3% in 2005.

The absolute number of foreign inmates also rose from 384 in 2005 to 612 in 2015 which represents an increase of 59%. The fact that the increase in the number of foreign inmates is higher than the one observed in their percentage implies that the number of foreign inmates increased at a slower pace than the number of national inmates.

In particular the figure shows that the number of foreign inmates increased from 2005 to 2010 decreased in the following two years and has been relatively stable since then.

In a comparative perspective the number and percentage of foreign inmates in Azerbaijan are low. As a consequence the observed trends must be interpreted cautiously.

Finally on 31 December 2015 no data were available on the number of foreigners placed under the supervision of probation agencies in Azerbaijan. In fact the country was unable to provide such data for the whole period under study.

## BELGIUM

**Figure 6a. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Belgium 2005-2015**

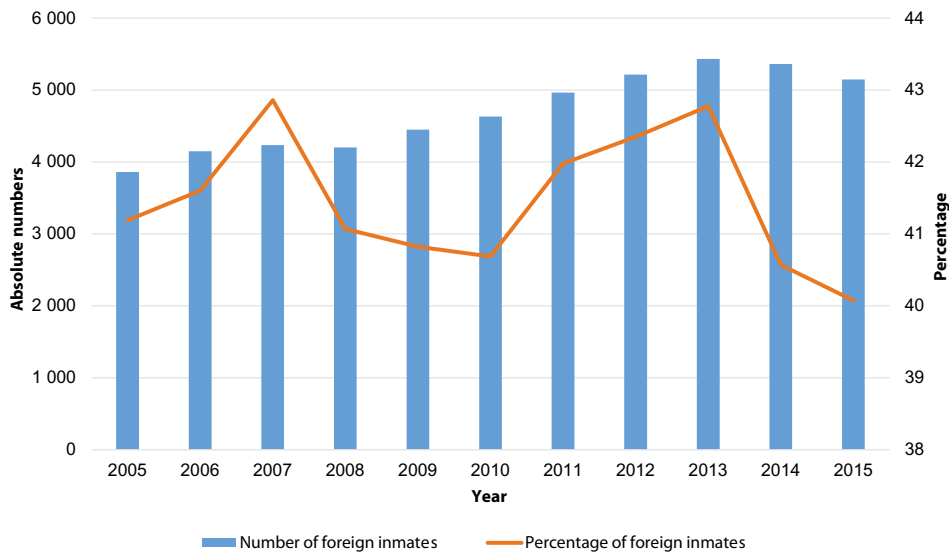
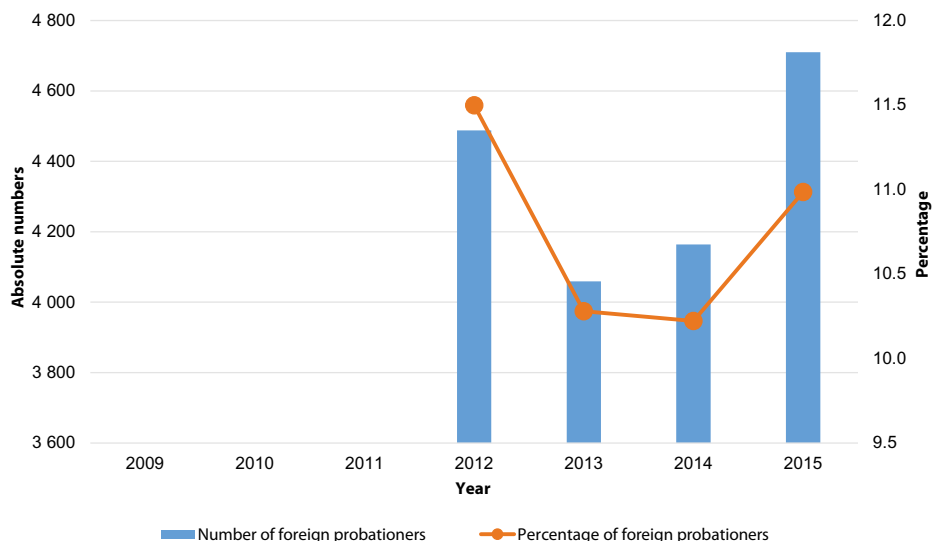


Figure 6a shows that the percentage of foreign inmates in the total prison population in 2015 was 3% lower than in 2005. Foreign inmates made up 40% of the total prison population in 2015 compared to 41% in 2005.

At the same time the absolute number of foreign inmates rose from 3 860 in 2005 to 5 146 in 2015 which represents an increase of 33%. This contradiction between the change in the number of foreign inmates and their relative percentage in the total prison population implies that the number of foreign inmates increased at a slower pace than the number of national inmates.

In a comparative perspective Belgium has a high percentage of foreign inmates in prison and their number increased from 2005 to 2013 before registering a slight decrease in 2014 and 2015.

**Figure 6b. Number and percentage of foreign probationers under the supervision of probation agencies in Belgium 2012-2015**



Belgium only provided data on foreigners placed under the supervision of probation agencies for the years 2012 to 2015. Figure 6b shows that on 31 December 2015 there were 4 710 foreign probationers in the country. These probationers represented 11% of the total probation population. Figure 6b shows that the number of foreign probationers was higher in 2015 than in 2012 although their percentage registered an overall decrease. From 2012 to 2015 both the number and the percentage of foreigners on probation were lower than those observed in the prison population (11% compared to 40% in 2015).

## BOSNIA AND HERZEGOVINA: REPUBLIKA SRPSKA

Figure 7. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of the Republika Srpska (Bosnia and Herzegovina) 2005-2015

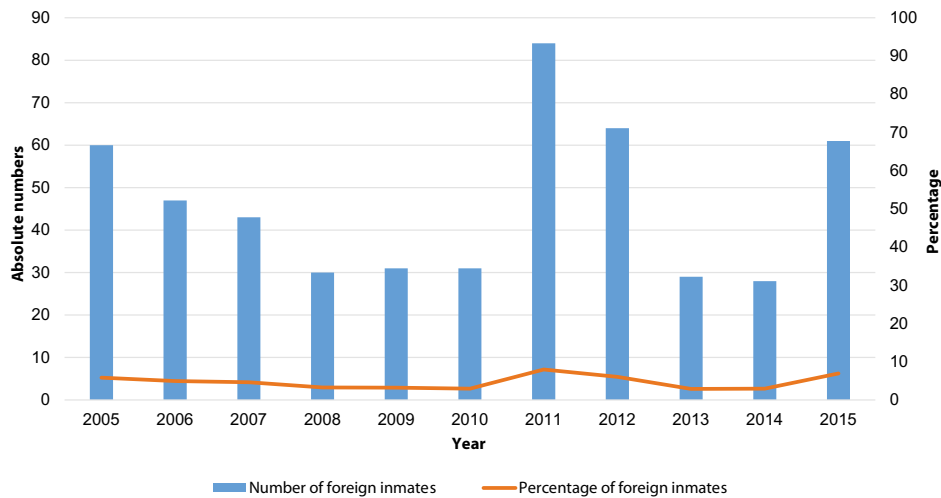


Figure 7 shows that the percentage of foreign inmates in the total prison population in 2015 was 19% higher than in 2005. Foreign inmates made up 7% of the total prison population in 2015 compared to 5.8% in 2005.

The absolute number of foreign inmates also rose from 60 in 2005 to 61 in 2015 but as that represents an increase of only 1.7% it is more appropriate to consider that this indicator suggests a relative stability. The fact that the increase in the number of foreign inmates is lower than the one observed in their percentage implies that the number of foreign inmates increased at a faster pace than the number of national inmates.

In particular the figure shows a rather unstable trend with peaks in the number of foreign inmates in 2005 2011 and 2015 interrupted by periods in which their number was relatively low.

In a comparative perspective the prison administration of the Republika Srpska has an average percentage of foreign inmates.

Finally by 31 December 2015 there was no probation agency in the Republika Srpska.

## BULGARIA

Figure 8a. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Bulgaria 2005-2015

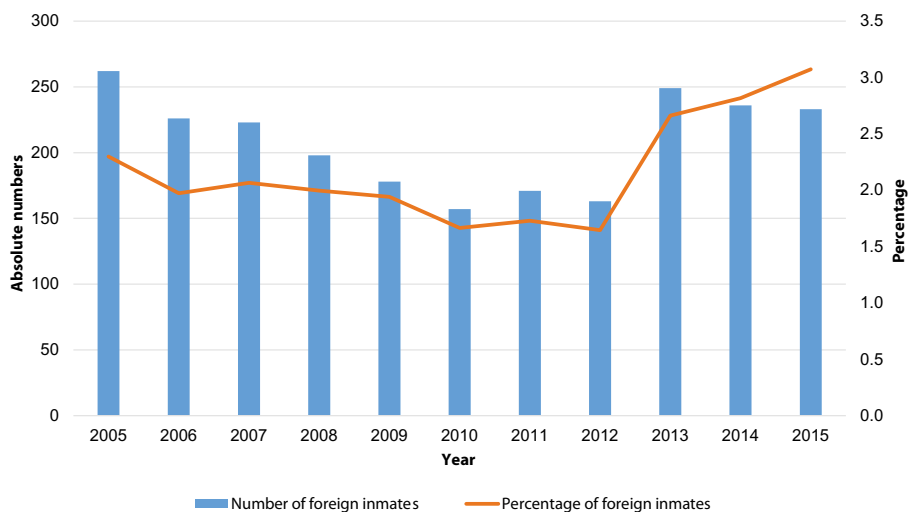


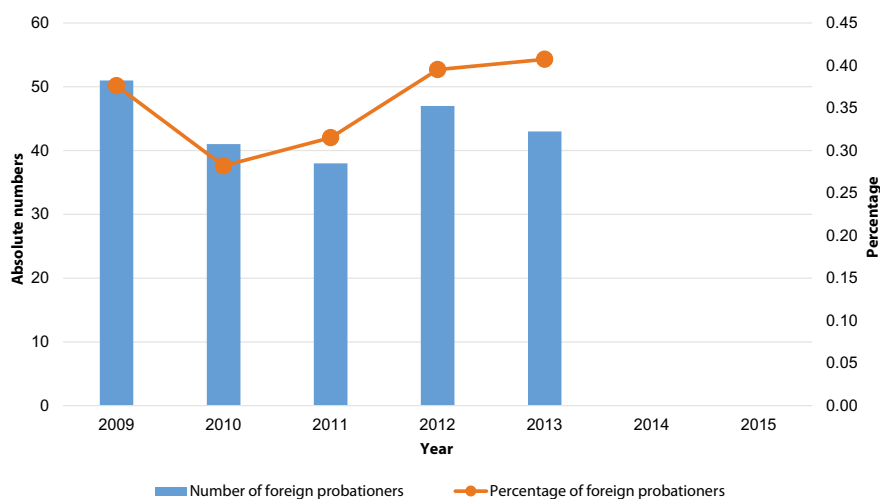
Figure 8a shows that the percentage of foreign inmates in the total prison population in 2015 was 34% higher than in 2005. Foreign inmates made up 3.1% of the total prison population in 2015 compared to 2.3% in 2005.

On the contrary the absolute number of foreign inmates decreased from 262 in 2005 to 233 in 2015 which represents a reduction of 11%. This contradiction between the change in the number of foreign inmates and their relative percentage in the total prison population implies that the number of foreign inmates increased at a faster pace than the number of national inmates.

In particular the figure shows a decreasing trend from 2005 to 2012 which was reversed in 2013 when the number of foreign inmates increased. However during the following two years that number started decreasing again.

In a comparative perspective the percentage of foreign inmates in Bulgaria is low. As a consequence the observed trends must be interpreted cautiously.

**Figure 8b. Number and percentage of foreign probationers under the supervision of probation agencies in Bulgaria 2009-2013**



Bulgaria only provided data on foreigners placed under the supervision of probation agencies for the years 2009 to 2013. Figure 8b shows that during that period there were less than 50 persons with that status which corresponds roughly to 0.4% of the probation population. From 2009 to 2013 both the number and the percentage of foreigners on probation were lower than those observed in the prison population (0.4% compared to 2.7% in 2013).

## CROATIA

**Figure 9a. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Croatia 2005-2015**

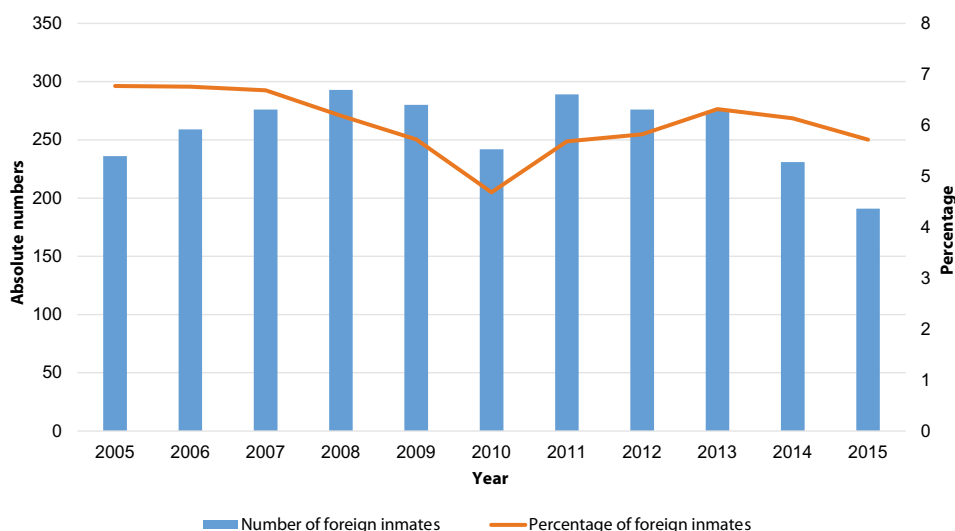


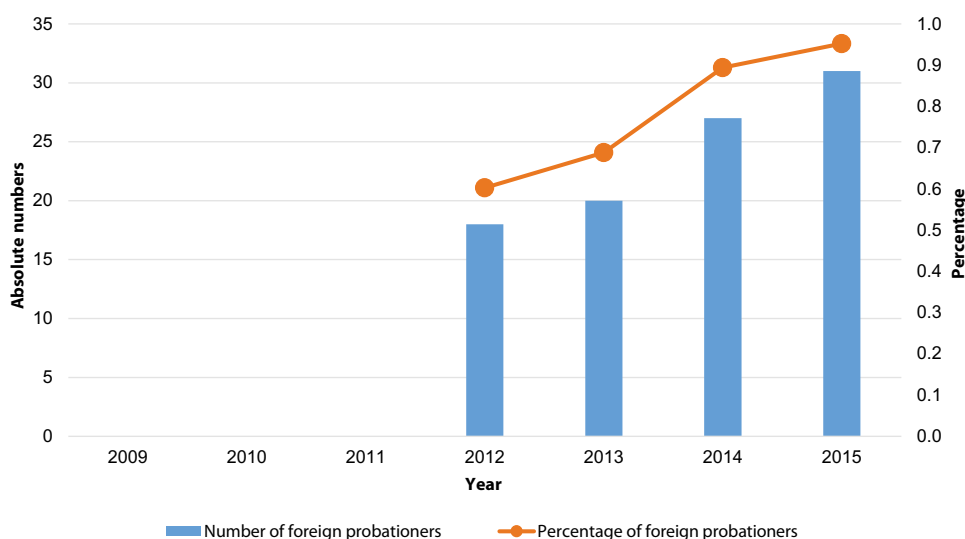
Figure 9a shows that the percentage of foreign inmates in the total prison population in 2015 was 16% lower than in 2005. Foreign inmates made up 5.7% of the total prison population in 2015 compared to 6.8% in 2005.

The absolute number of foreign inmates also decreased from 236 in 2005 to 191 in 2015 which represents a reduction of 19%. The fact that the decrease in the number of foreign inmates is higher than that observed in their percentage implies that the number of foreign inmates decreased at a slower pace than the number of national inmates.

In particular the figure shows a curvilinear change in the number of foreign inmates which increased from 2005 to 2008 decreased in 2009 and 2010 increased again in 2011 and followed a downward trend overall since then.

In a comparative perspective Croatia has an average percentage of foreign inmates.

**Figure 9b. Number and percentage of foreign probationers under the supervision of probation agencies in Croatia 2012-2015**



Finally Figure 9b shows that on 31 December 2015 there were 31 foreigners placed under the supervision of probation agencies in Croatia. These probationers represented roughly 1% of the total probation population. The figure shows that the number and percentage of foreign probationers increased from 2012 to 2015. During that period both the number and the percentage of foreigners on probation were lower than those observed in the prison population (1% compared to 5.7% in 2015).

## CYPRUS

**Figure 10a. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Cyprus 2005-2015**

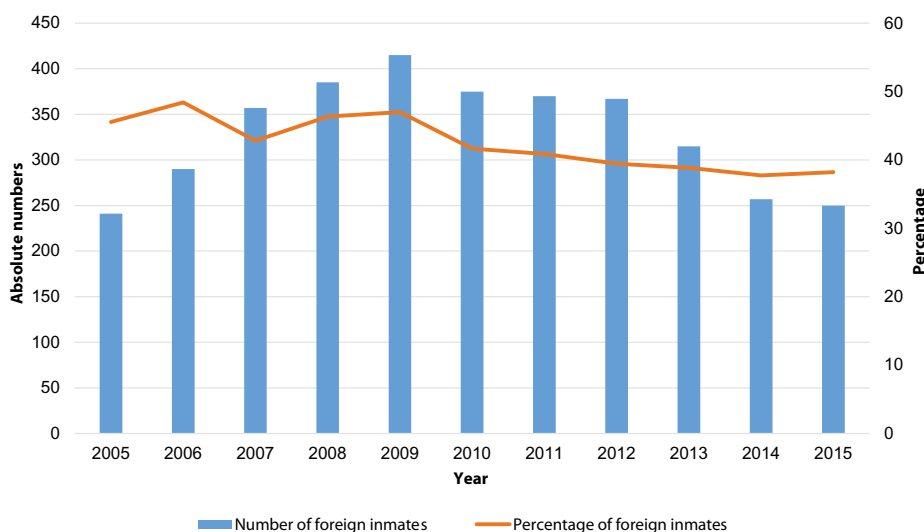


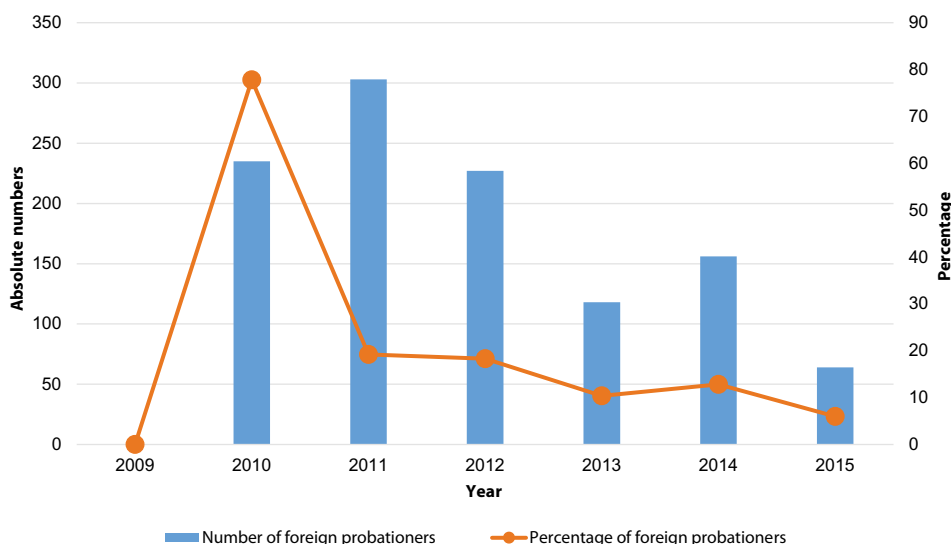
Figure 10a shows that the percentage of foreign inmates in the total prison population in 2015 was 16% lower than in 2005. Foreign inmates made up 38% of the total prison population in 2015 compared to 46% in 2005.

On the contrary the absolute number of foreign inmates rose slightly from 241 in 2005 to 250 in 2015 but as that represents an increase of only 3.7% it is more appropriate to consider that this indicator suggests a relative stability. This contradiction between the change in the number of foreign inmates and their relative percentage in the total prison population implies that the number of foreign inmates decreased at a faster pace than the number of national inmates.

In particular the figure shows that the number of foreign inmates increased from 2005 to 2009 but this number has followed a decreasing trend overall since then.

In a comparative perspective Cyprus has a high percentage of foreign inmates in prison.

**Figure 10b. Number and percentage of foreign probationers under the supervision of probation agencies in Cyprus 2009-2015**



Finally Figure 10b shows that on 31 December 2015 there were 64 foreigners placed under the supervision of probation agencies in Cyprus. These probationers represented 6% of the total probation population. The figure shows that there were no foreigners on probation until 2010. Since then until 2015 both their number and their percentage registered an overall decrease. Finally except for 2010 the number and the percentage of foreigners on probation were lower than those observed in the prison population (6% compared to 38% in 2015).

## CZECH REPUBLIC

**Figure 11. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of the Czech Republic 2005-2015**

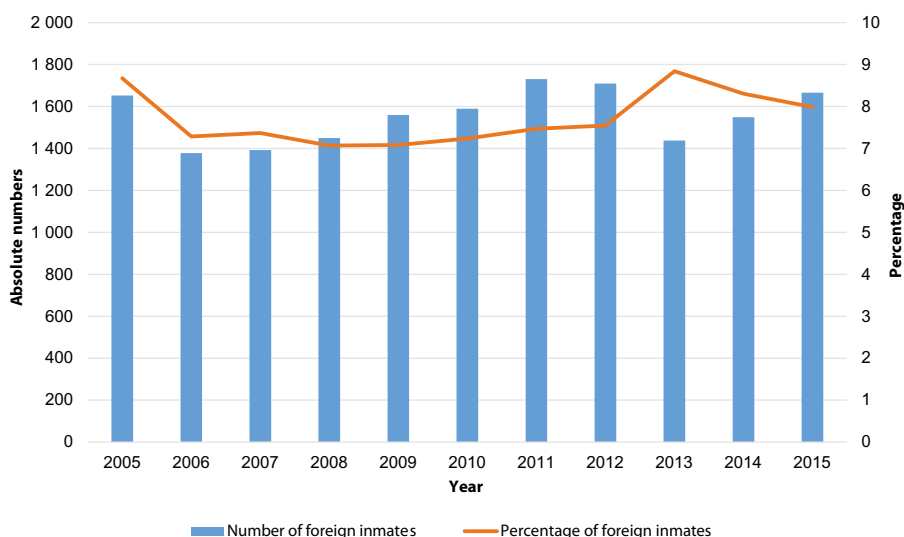


Figure 11 shows that the percentage of foreign inmates in the total prison population in 2015 was 7.9% lower than in 2005. Foreign inmates made up 8% of the total prison population in 2015 compared to 8.7% in 2005.

On the contrary the absolute number of foreign inmates rose slightly from 1 652 in 2005 to 1 666 in 2015 but as that represents an increase of only 0.8% it is more appropriate to consider that this indicator suggests a relative stability. This contradiction between the change in the number of foreign inmates and their relative percentage in the total prison population implies that the number of foreign inmates decreased at a faster pace than the number of national inmates.

In particular the figure shows that the number of foreign inmates followed a curvilinear pattern characterised by a decrease in 2006 followed by an increase until 2011 a new decrease between 2012 and 2013 and a slight increase in 2014 and 2015. In a comparative perspective the Czech Republic has an average percentage of foreign inmates.

Finally on 31 December 2015 no data were available on the number of foreigners placed under the supervision of probation agencies in the Czech Republic. In fact the country was unable to provide such data for the whole period under study.

## DENMARK

**Figure 12a. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Denmark 2005-2015**

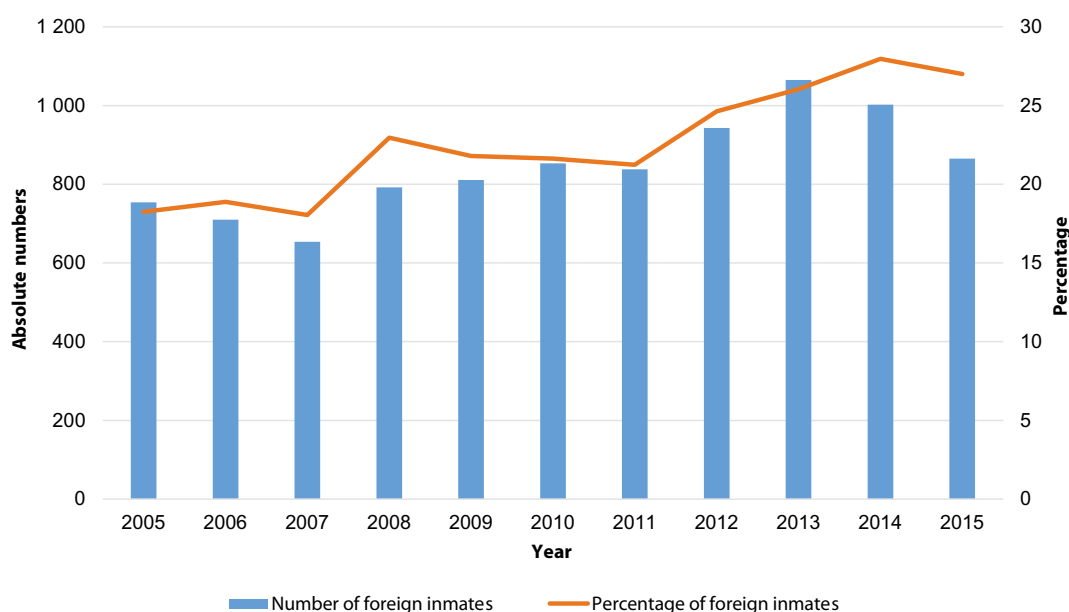


Figure 12a shows that the percentage of foreign inmates in the total prison population in 2015 was 48% higher than in 2005. Foreign inmates made up 27% of the total prison population in 2015 compared to 18% in 2005.

The absolute number of foreign inmates also rose from 754 in 2005 to 865 in 2015 which represents an increase of 15%. The fact that the increase in the number of foreign inmates is lower than that observed in their percentage implies that the number of foreign inmates increased at a faster pace than the number of national inmates.

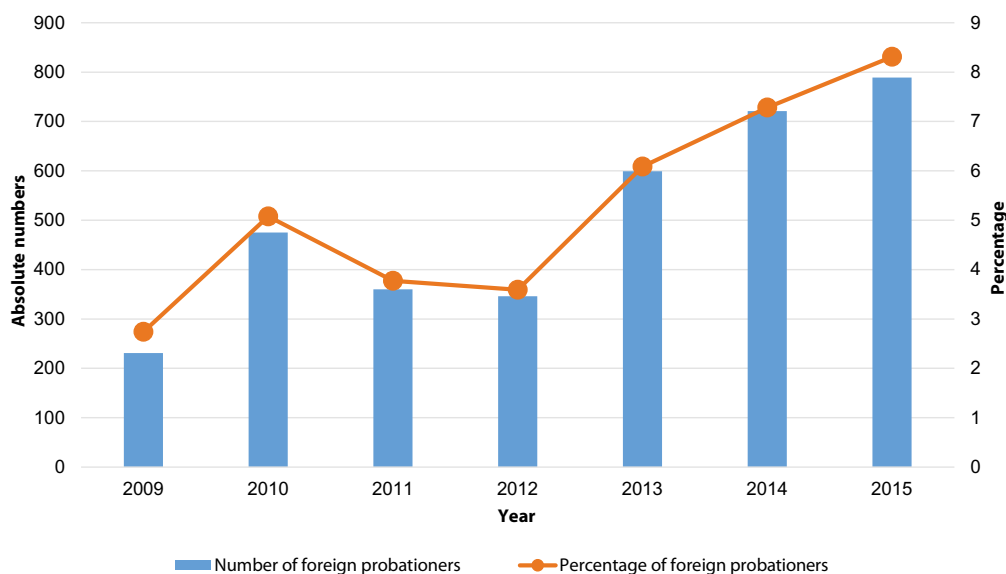
In particular the figure shows that the increasing trend observed from 2005 to 2013 was reversed in 2013 and since then the total number of foreign inmates has been decreasing.

According to the information collected during this research the annual increase in the number of foreign inmates observed in 2012 and 2013 was driven mainly by an increase in the number of foreign pre-trial detainees placed in detention according to the Aliens Act.

In a comparative perspective Denmark has a relatively high percentage of foreign inmates.



**Figure 12b. Number and percentage of foreign probationers under the supervision of probation agencies in Denmark 2009-2015**



Finally Figure 12b shows that on 31 December 2015 there were 789 foreigners placed under the supervision of probation agencies in Denmark. These probationers represented 8.3% of the total probation population. The figure shows that the number and percentage of foreign probationers increased from 2009 to 2015. During that period both the number and the percentage of foreigners on probation were lower than those observed in the prison population (8.3% compared to 27% in 2015).

## ESTONIA

**Figure 13a. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Estonia 2005-2015**

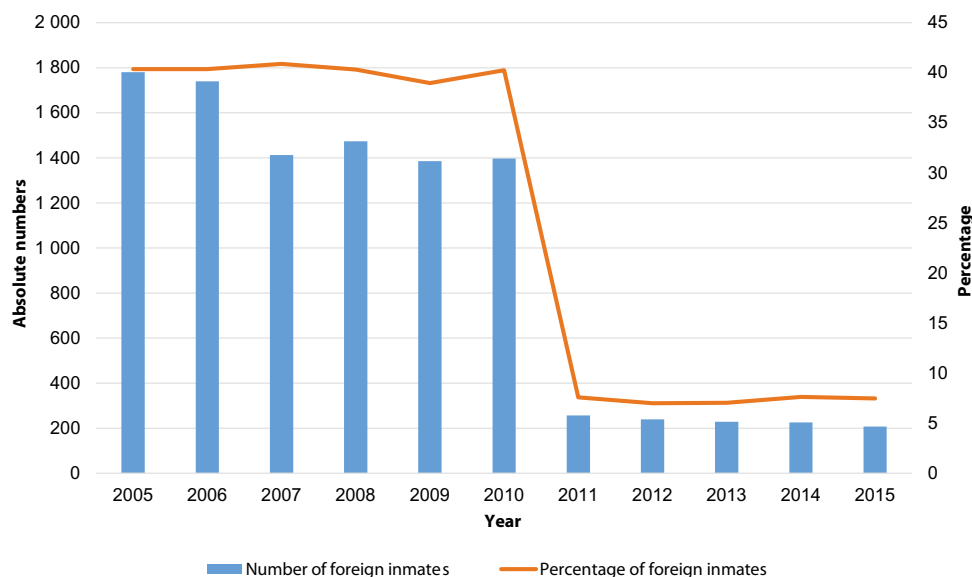
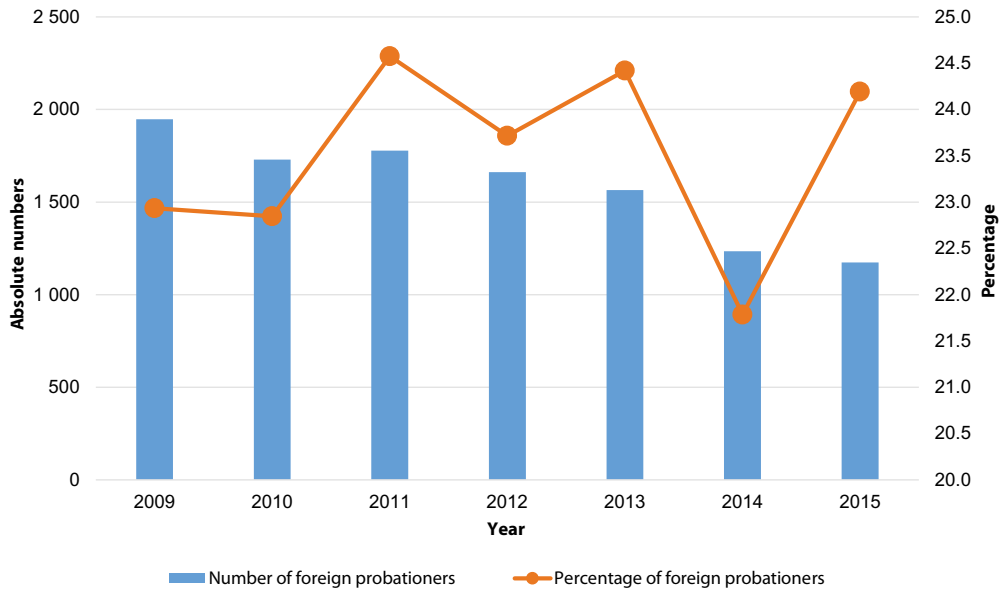


Figure 13a shows that the percentage of foreign inmates in the total prison population in 2015 was 82% lower than in 2005. Foreign inmates made up 7.5% of the total prison population in 2015 compared to 40% in 2005. The absolute number of foreign inmates also decreased from 1 780 in 2005 to 207 in 2015 which represents a reduction of 88%. The fact that the decrease in the number of foreign inmates is higher than that observed in their percentage implies that the number of foreign inmates decreased at a slower pace than the number of national inmates.

The sudden decrease observed in 2011 is due to a modification to the definition of foreigners applied when counting the prison population. Since then as can be seen in the figure the number and percentage of foreign inmates in the Estonian prison population place the country among those with an average percentage of foreign inmates in their prison population in 2015.

**Figure 13b. Number and percentage of foreign probationers under the supervision of probation agencies in Estonia 2009-2015**



Finally Figure 13b shows that on 31 December 2015 there were 1 174 foreigners placed under the supervision of probation agencies in Estonia. These probationers represented 24% of the total probation population. The figure shows that the number of foreign probationers decreased from 2009 to 2015 although their percentage registered an overall increase. In 2009 and 2010 both the number and the percentage of foreigners on probation were lower than those observed in the prison population (23% compared to 40% in 2015). From 2011 to 2015 the situation is exactly the opposite as the number and percentage of foreigners is higher on probation than in prison (24% compared to 7.5% in 2015). These results show that the definition of foreigners used in prison and probation statistics is not the same.

## FINLAND

**Figure 14a. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Finland 2005-2015**

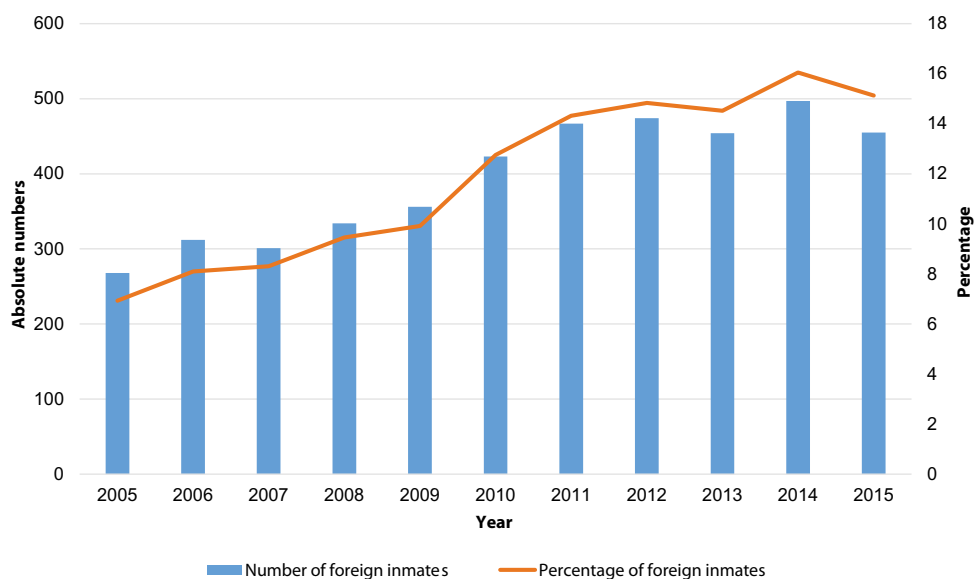


Figure 14a shows that the percentage of foreign inmates in the total prison population in 2015 was 118% higher than in 2005. Foreign inmates made up 15% of the total prison population in 2015 compared to 6.9% in 2005.

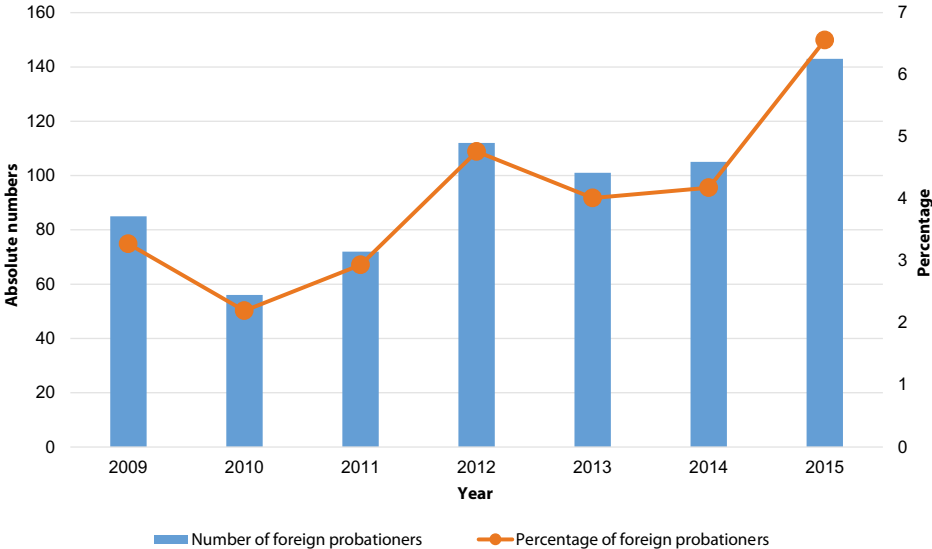
The absolute number of foreign inmates also rose from 268 in 2005 to 455 in 2015 which represents an increase of 70%. The fact that the increase in the number of foreign inmates is lower than that observed in their percentage implies that the number of foreign inmates increased at a faster pace than the number of national inmates.

In particular the figure shows that the number and percentage of foreign inmates in Finland increased in an almost linear way from 2005 to 2014 but then registered a slight decrease in 2015.

According to the information collected during this research in Finland the usual explanation of the increase in the percentage of foreign inmates makes reference to the country's integration into the Schengen Area on 21 December 2007.

In a comparative perspective in 2015 Finland had a relatively high percentage of foreign inmates in its prison population.

**Figure 14b. Number and percentage of foreign probationers under the supervision of probation agencies in Finland 2009-2015**



Finally Figure 14b shows that on 31 December 2015 there were 143 foreigners placed under the supervision of probation agencies in Finland. These probationers represented 6.6% of the total probation population. The figure shows that the number and percentage of foreign probationers increased from 2009 to 2015. During that period both the number and the percentage of foreigners on probation were lower than those observed in the prison population (6.6% compared to 15% in 2015).

## FRANCE

**Figure 15a. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of France 2005-2015**

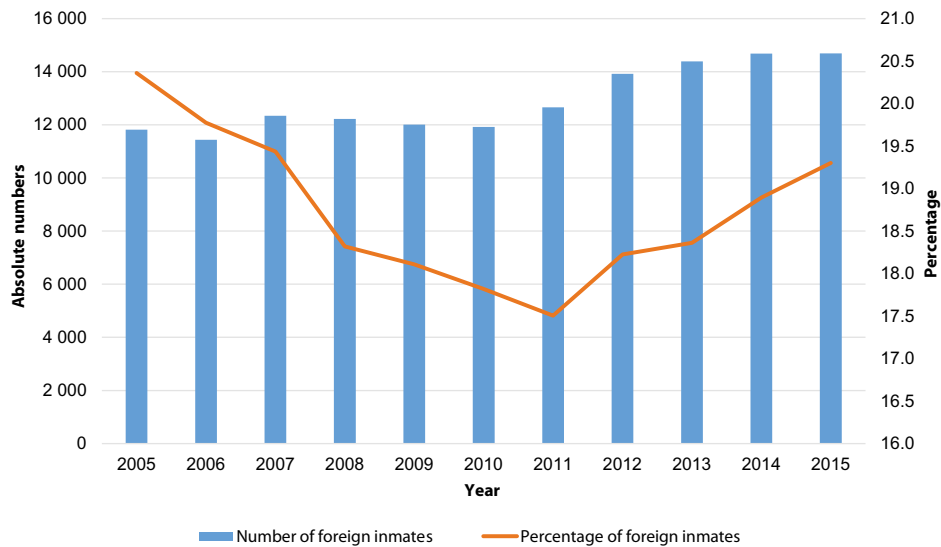
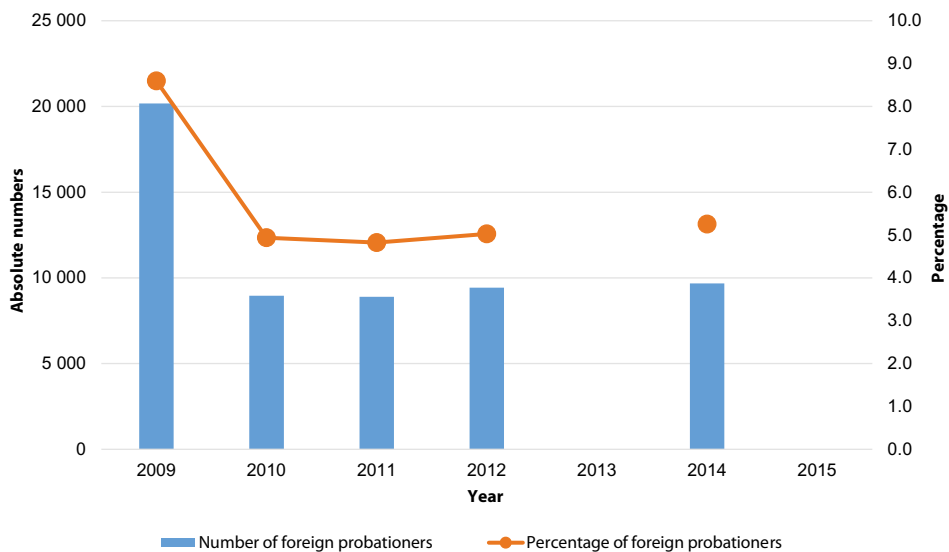


Figure 15a shows that the percentage of foreign inmates in the total prison population in 2015 was 5.2% lower than in 2005. Foreign inmates made up 19.3% of the total prison population in 2015 compared to 20.4% in 2005. On the contrary the absolute number of foreign inmates rose from 11 820 in 2005 to 14 690 in 2015 which represents an increase of 24%. This contradiction between the change in the number of foreign inmates and their relative percentage in the total prison population implies that the number of foreign inmates increased at a slower pace than the number of national inmates.

In particular the figure shows that the number of foreign inmates registered a constant increase overall from 2005 to 2015 while their percentage in the total prison population decreased from 2005 to 2011 and has been increasing since then.

In a comparative perspective France has a relatively high percentage of inmates in its prison population.

**Figure 15b. Number and percentage of foreign probationers under the supervision of probation agencies in France 2009-2012 and 2014**



Finally Figure 15b shows that on 31 December 2015 no data were available on the number of foreigners placed under the supervision of probation agencies in France. The country provided data for the years 2009 to 2012 and for 2014. In all these years both the number and the percentage of foreigners on probation were lower than those observed in the prison population (5.3% compared to 19.3% in 2014).

## GEORGIA

**Figure 16a. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Georgia 2005-2015**

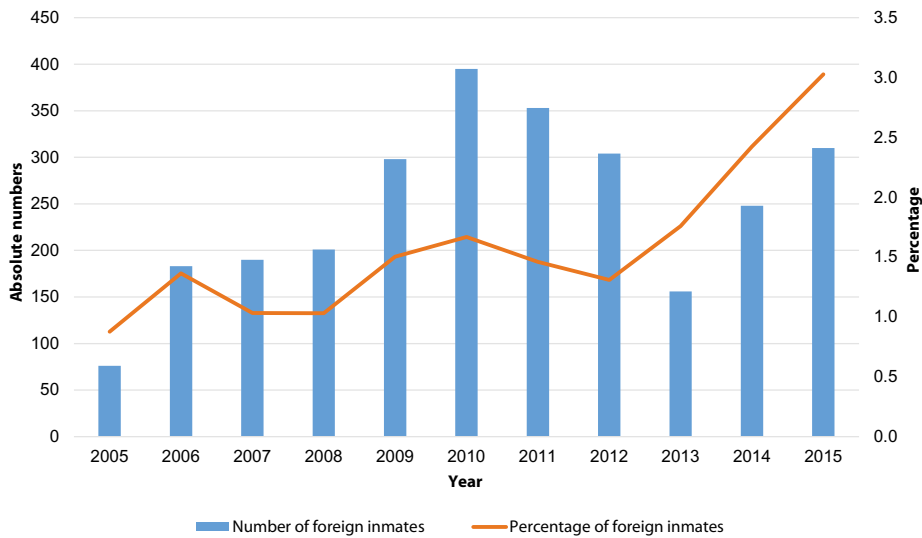


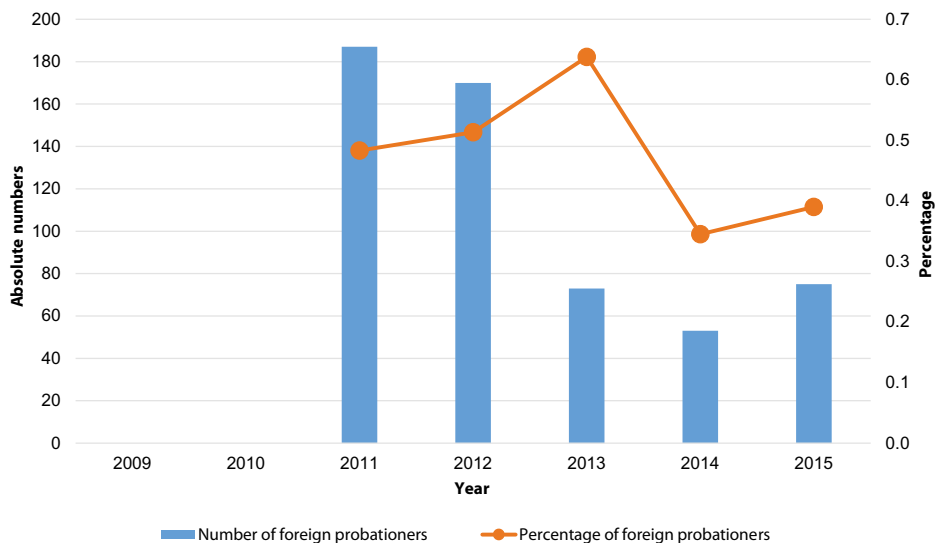
Figure 16a shows that the percentage of foreign inmates in the total prison population in 2015 was 245% higher than in 2005. Foreign inmates made up 3% of the total prison population in 2015 compared to 0.9% in 2005.

The absolute number of foreign inmates also rose from 76 in 2005 to 310 in 2015 which represents an increase of 308%. The fact that the increase in the number of foreign inmates is higher than that observed in their percentage implies that the number of foreign inmates increased at a slower pace than the number of national inmates.

In particular the figure shows an overall increase in the number of foreign inmates from 2005 to 2010 followed by a three-year-long consecutive decrease and a new increase in 2014 and 2015.

In a comparative perspective the percentage of foreign inmates in Georgia is low. As a consequence the observed trends must be interpreted cautiously.

**Figure 16b. Number and percentage of foreign probationers under the supervision of probation agencies in Georgia 2011-2015**



Finally Figure 16b shows that on 31 December 2015 there were 75 foreigners placed under the supervision of probation agencies in Georgia. These probationers represented 0.4% of the total probation population. The figure shows that the number and percentage of foreign probationers decreased from 2011 to 2015. During that period both the number and the percentage of foreigners on probation were lower than those observed in the prison population (0.4% compared to 0.9% in 2015).

## GERMANY

Figure 17. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Germany 2005-2015

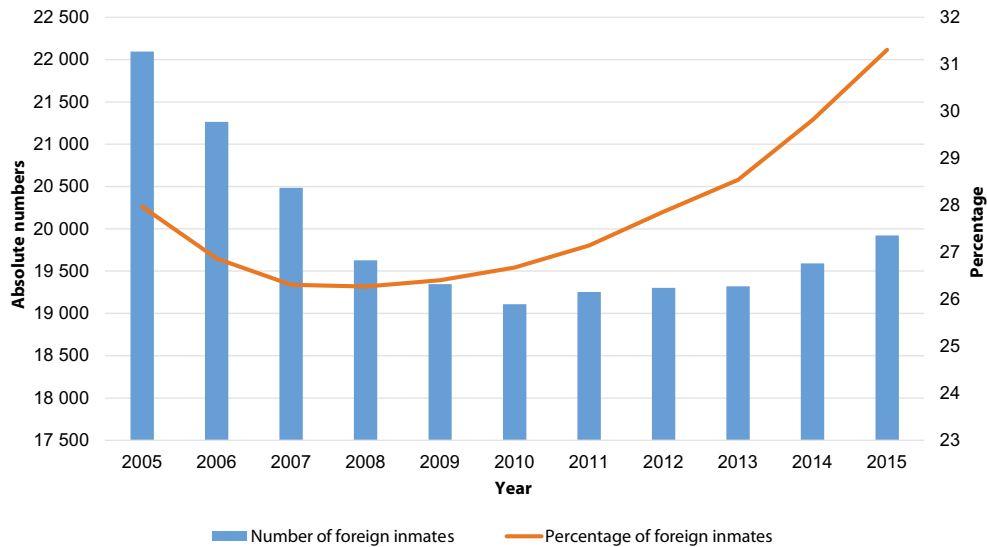


Figure 17 shows that the percentage of foreign inmates in the total prison population in 2015 was 12% higher than in 2005. Foreign inmates made up 31% of the total prison population in 2015 compared to 28% in 2005.

On the contrary the absolute number of foreign inmates decreased from 22 095 in 2005 to 19 921 in 2015 which represents a reduction of 10%. This contradiction between the change in the number of foreign inmates and their relative percentage in the total prison population implies that the number of foreign inmates decreased at a slower pace than the number of national inmates.

In particular the figure shows that the number of foreign inmates decreased from 2005 to 2010 and has followed an upward trend since then.

In a comparative perspective in 2015 Germany had a high percentage of foreign inmates.

Finally on 31 December 2015 no data were available on the number of foreigners placed under the supervision of probation agencies in Germany. In fact the country was unable to provide such data for the whole period under study.

## GREECE

Figure 18a. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Greece 2005-2015

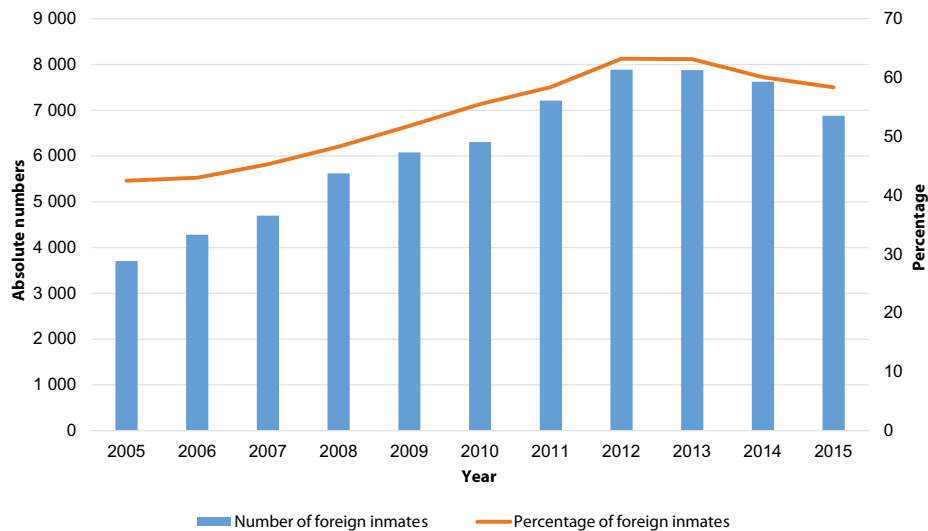
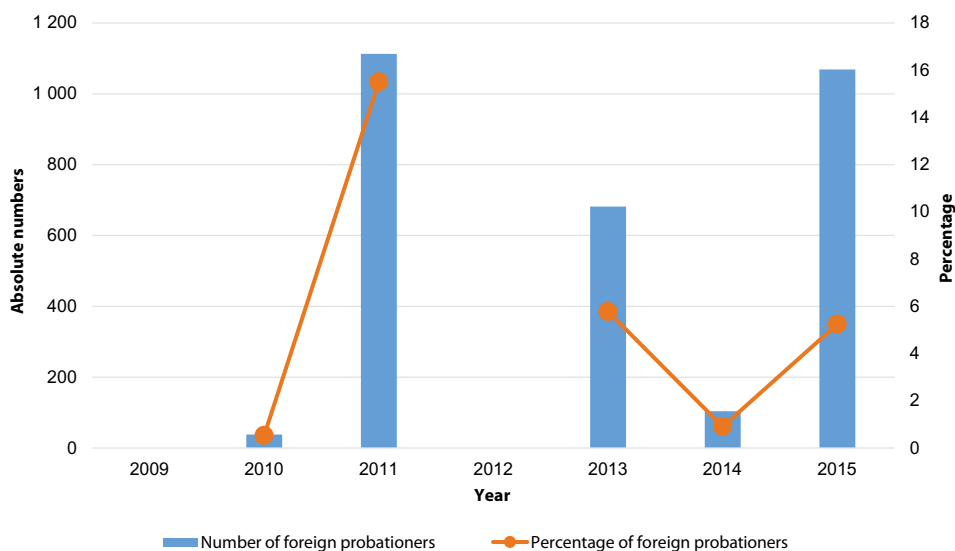


Figure 18a shows that the percentage of foreign inmates in the total prison population in 2015 was 37% higher than in 2005. Foreign inmates made up 58% of the total prison population in 2015 compared to 42% in 2005.

The absolute number of foreign inmates also rose from 3 704 in 2005 to 6 882 in 2015 which represents an increase of 86%. The fact that the increase in the number of foreign inmates is higher than that observed in their percentage implies that the number of foreign inmates increased at a slower pace than the number of national inmates.

In a comparative perspective Greece has a high percentage of foreign inmates and as can be seen in Figure 18a their number increased constantly from 2005 to 2012-13 before decreasing in 2014 and 2015.

**Figure 18b. Number and percentage of foreign probationers under the supervision of probation agencies in Greece 2010-2011 and 2013-2015**



Finally Figure 18b shows that on 31 December 2015 there were 1 069 foreigners placed under the supervision of probation agencies in Greece. These probationers represented 5.2% of the total probation population. The country provided data for the years 2010 2011 and 2013 to 2015. The resulting series are extremely unstable as both the number and percentage of foreign probationers register huge increases and decreases from one year to the other. However in all these years both the number and the percentage of foreigners on probation were lower than those observed in the prison population (5.2% compared to 58% in 2015).

## HUNGARY

**Figure 19. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Hungary 2005-2015**

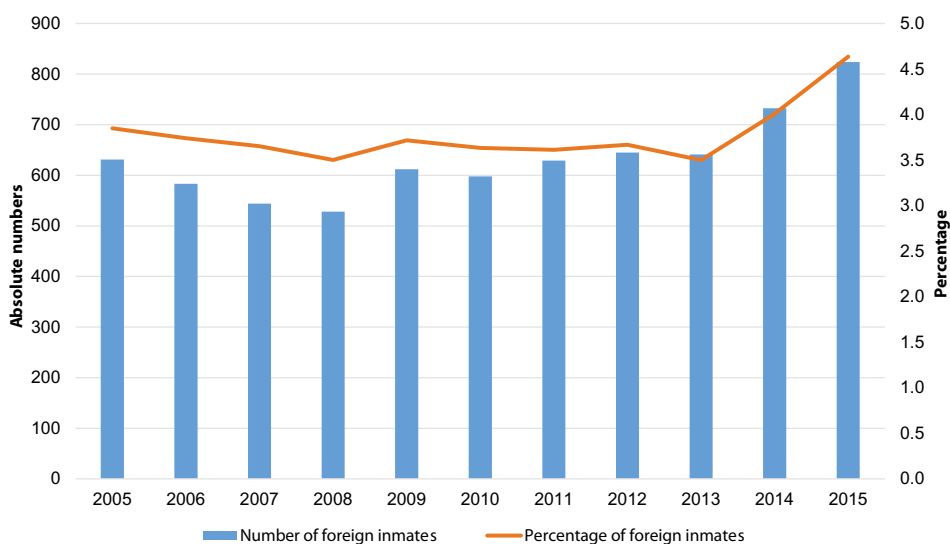


Figure 19 shows that the percentage of foreign inmates in the total prison population in 2015 was 21% higher than in 2005. Foreign inmates made up 4.6% of the total prison population in 2015 compared to 3.8% in 2005.

The absolute number of foreign inmates also rose from 631 in 2005 to 824 in 2015 which represents an increase of 31%. The fact that the increase in the number of foreign inmates is higher than that observed in their percentage implies that the number of foreign inmates increased at a slower pace than the number of national inmates.

In particular the figure shows a relatively stable trend in the number of foreign inmates from 2005 to 2013 and an increase in 2014 and 2015.

In a comparative perspective the percentage of foreign inmates in Hungary is low. As a consequence the observed trends must be interpreted cautiously.

Finally on 31 December 2015 no data were available on the number of foreigners placed under the supervision of probation agencies in Hungary. In fact the country was unable to provide such data for the whole period under study.

## ICELAND

**Figure 20a. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Iceland 2005-2015**

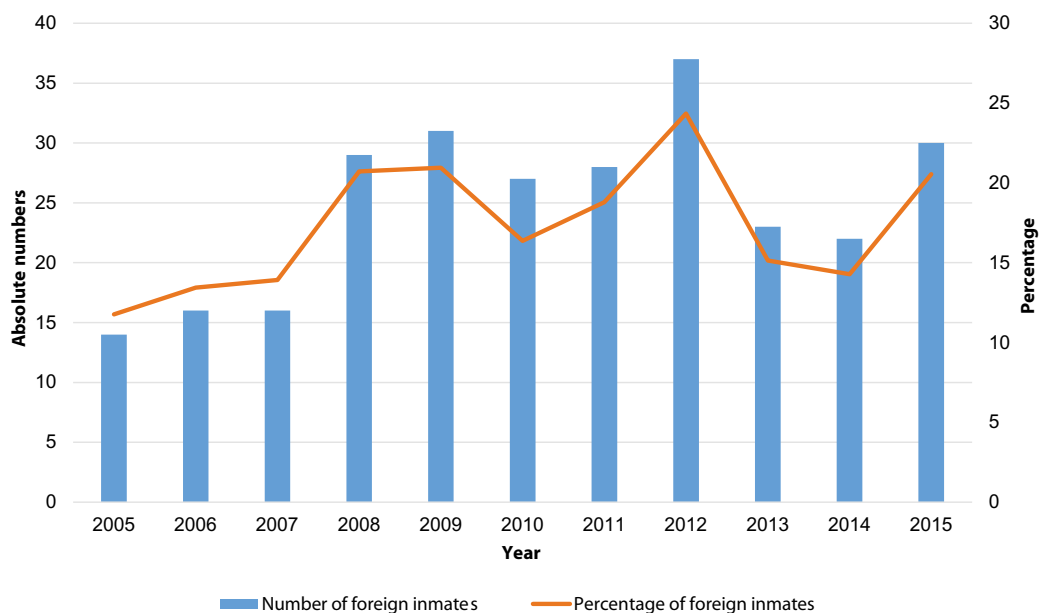


Figure 20a shows that the percentage of foreign inmates in the total prison population in 2015 was 75% higher than in 2005. Foreign inmates made up 21% of the total prison population in 2015 compared to 12% in 2005.

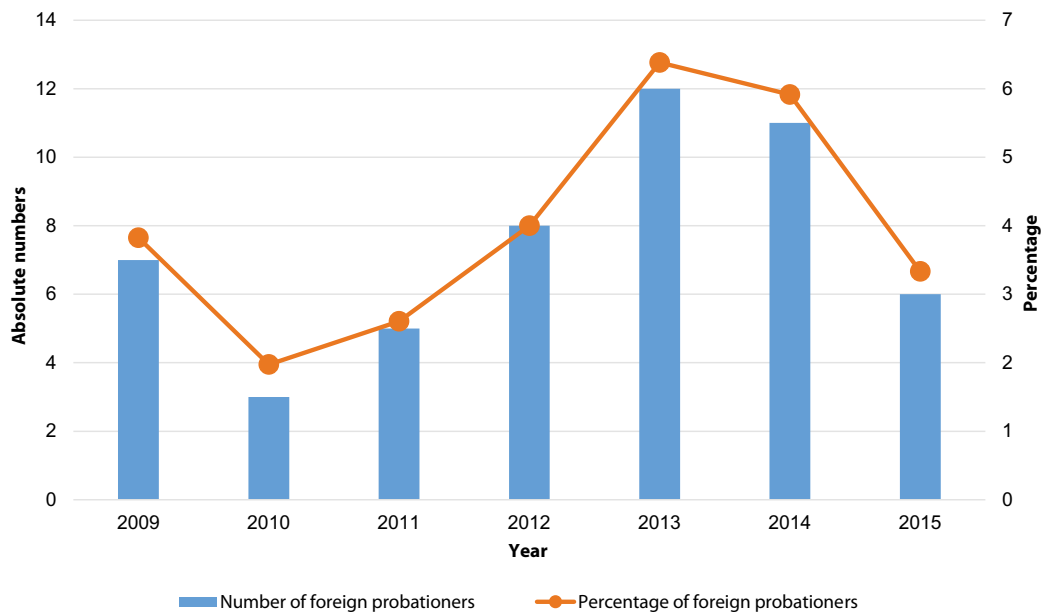
The absolute number of foreign inmates also rose from 14 in 2005 to 30 in 2015 which represents an increase of 114%. The fact that the increase in the number of foreign inmates is higher than that observed in their percentage implies that the number of foreign inmates increased at a slower pace than the number of national inmates.

In particular the figure shows that the number of foreign inmates followed an increasing trend overall from 2005 to 2012 decreased in 2013 and 2014 and increased again in 2015. However the total number of foreign inmates is too low to draw reliable conclusions.

In a comparative perspective Iceland has a relatively high percentage of foreign inmates.



**Figure 20b. Number and percentage of foreign probationers under the supervision of probation agencies in Iceland 2009-2015**



Finally Figure 20b shows that on 31 December 2015 there were six foreigners placed under the supervision of probation agencies in Iceland. These probationers represented 3.3% of the total probation population. The figure shows that the number and percentage of foreign probationers registered an overall increase from 2009 to 2015. During that period both the number and the percentage of foreigners on probation were lower than those observed in the prison population (3.3% compared to 21% in 2015). However as pointed out above the total number of foreign probationers is too low to draw reliable conclusions.

## IRELAND

**Figure 21. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Ireland 2005-2015**

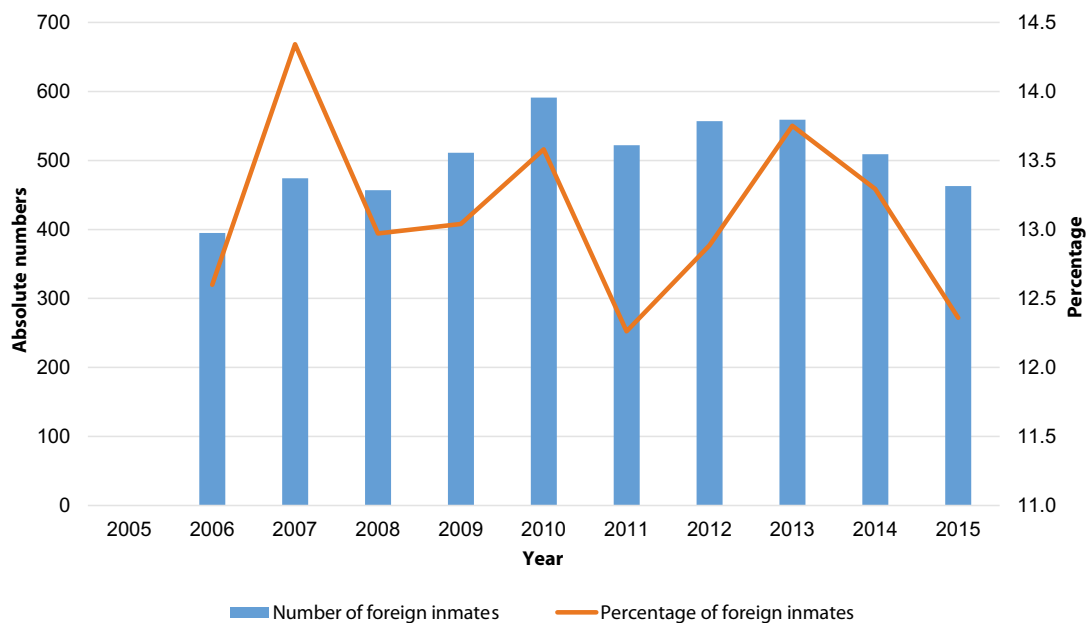


Figure 21 shows that the percentage of foreign inmates in the total prison population in 2015 was comparable to that in 2005. Foreign inmates made up 12.4% of the total prison population in 2015 compared to 12.5% in 2005.

At the same time the absolute number of foreign inmates rose from 395 in 2005 to 463 in 2015 which represents an increase of 17%. This contradiction between the change in the number of foreign inmates and their relative percentage in the total prison population implies that the number of foreign inmates increased almost at the same pace as the number of national inmates.

In particular the figure shows that the number of foreign inmates almost doubled from 2005 to 2010 but it decreased thereafter even if in 2015 it was still higher than in 2005.

In a comparative perspective Ireland has an average percentage of foreign inmates in its prison population.

Finally on 31 December 2015 no data were available on the number of foreigners placed under the supervision of probation agencies in Ireland. In fact the country was unable to provide such data for the whole period under study.

**ITALY**

**Figure 22a. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Italy 2005-2015**

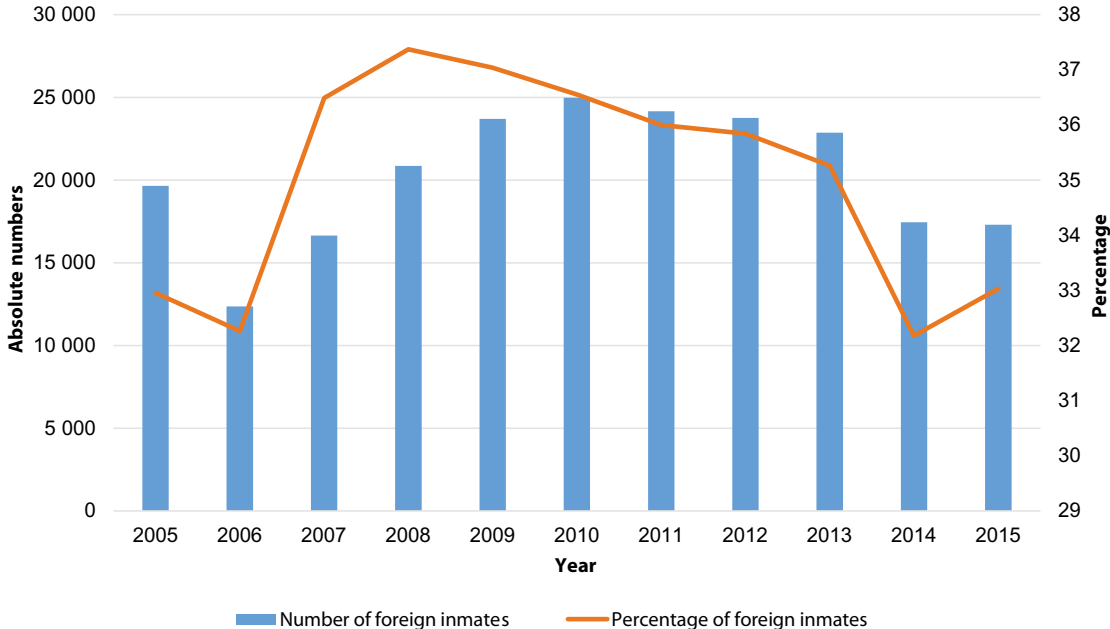


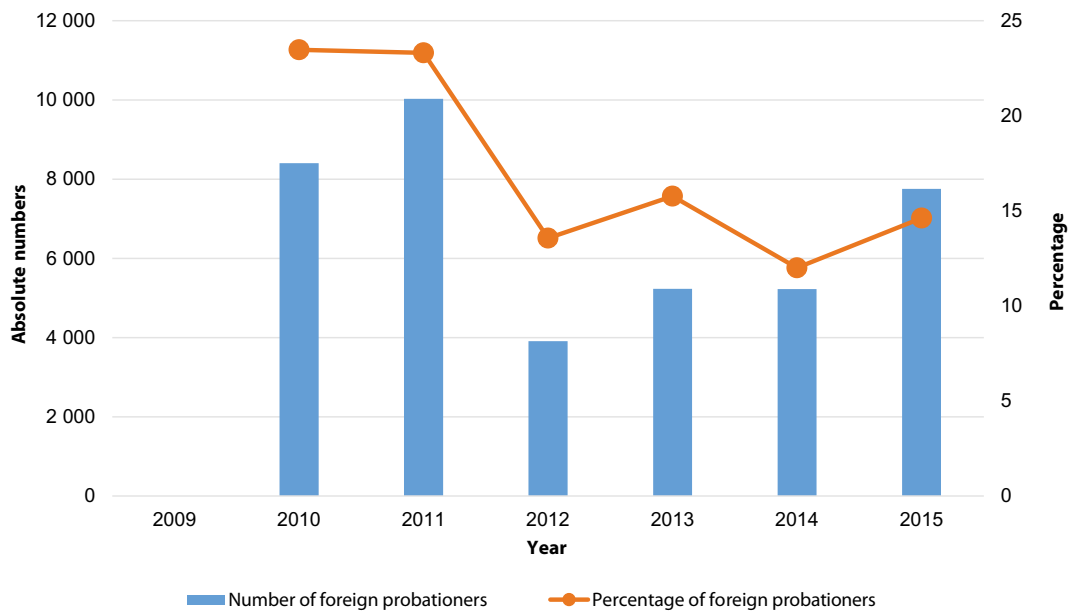
Figure 22a shows that the percentage of foreign inmates in the total prison population in 2015 was comparable to that in 2005. Foreign inmates made up 33% of the total prison population in both years.

At the same time the absolute number of foreign inmates decreased from 19 656 in 2005 to 17 304 in 2015 which represents a reduction of 12%. This contradiction between the change in the number of foreign inmates and their relative percentage in the total prison population implies that the number of foreign inmates decreased almost at the same pace as the number of national inmates.

In particular the figure shows that the number of foreign inmates decreased very sharply with the amnesty of 2006 (which reduced the total Italian prison population roughly by one third) but it started increasing immediately thereafter and by 2010 it was higher than in 2005. Nevertheless this tendency was reversed during the following five years during which the number of foreign inmates started following a downward trend such that by 2015 it was lower than in 2005.

In a comparative perspective Italy has a high percentage of foreign inmates in its prison population.

**Figure 22b. Number and percentage of foreign probationers under the supervision of probation agencies in Italy 2010-2015**



Finally Figure 22b shows that on 31 December 2015 there were 7 752 foreigners placed under the supervision of probation agencies in Italy. These probationers represented 15% of the total probation population. The figure shows that the number and percentage of foreign probationers registered an overall decrease from 2010 to 2015 although the pattern was not linear. During that period both the number and the percentage of foreigners on probation were lower than those observed in the prison population (15% compared to 33% in 2015).

## LATVIA

**Figure 23. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Latvia 2005-2015**

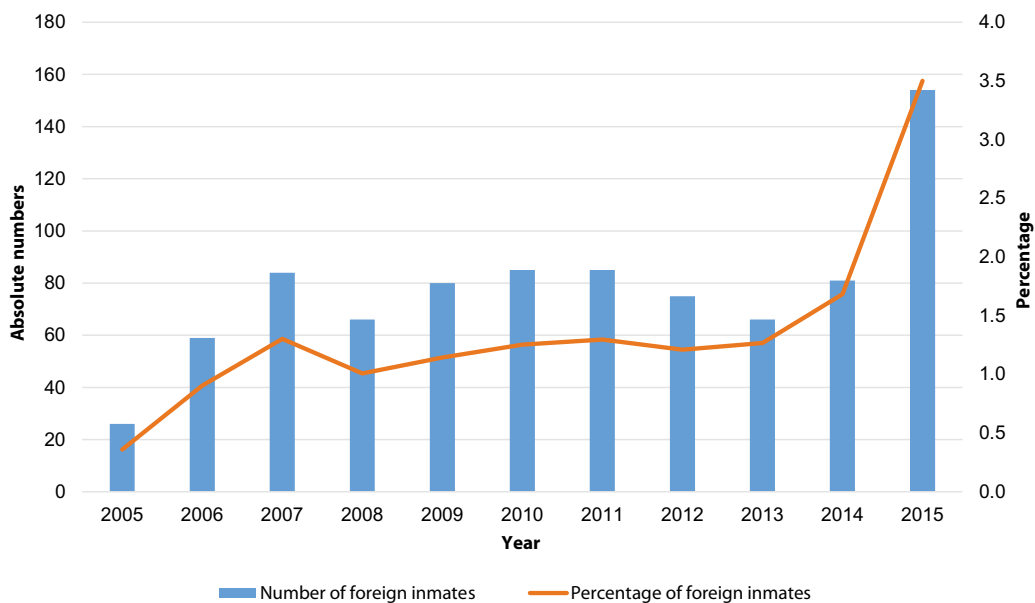


Figure 23 shows that the percentage of foreign inmates in the total prison population in 2015 was 873% higher than in 2005. Foreign inmates made up 3.5% of the total prison population in 2015 compared to 0.4% in 2005. The absolute number of foreign inmates also rose from 26 in 2005 to 154 in 2015 which represents an increase of 492%. The fact that the increase in the number of foreign inmates is lower than the one observed in their

percentage implies that the number of foreign inmates increased at a faster pace than the number of national inmates.

In particular the figure shows a sudden increase in the number of foreign inmates in 2015. According to the information provided by the national correspondent this dramatic increase is due to the imprisonment of citizens from the Socialist Republic of Vietnam who were accused of illegally crossing the state border of the Republic of Latvia. For illegal crossings of the state border of the Republic of Latvia the criminal court usually sentences the concerned persons with deprivation of liberty for up to six months and as an additional sanction forced expulsion from the Republic of Latvia after serving their sentence.

In a comparative perspective the number and percentage of foreign inmates in Latvia are low. As a consequence the observed trends must be interpreted cautiously. The explanation of the one-time increase observed in 2015 is a good example of the importance of being cautious when analysing trends on the basis of a few observations.

Finally on 31 December 2015 no data were available on the number of foreigners placed under the supervision of probation agencies in Latvia. In fact the country was unable to provide such data for the whole period under study.

## LIECHTENSTEIN

**Figure 24. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Liechtenstein 2005-2015**



Figure 24 shows that the percentage of foreign inmates in the total prison population in 2015 was 25% higher than in 2005. Foreign inmates made up 88% of the total prison population in 2015 compared to 70% in 2005.

At the same time the number of foreign inmates remained stable. There were seven both in 2005 and in 2015.

In fact the number of inmates held in Liechtenstein is extremely low. As a consequence it is not possible to draw any reliable conclusions about the pattern observed.

In a comparative perspective Liechtenstein has a high percentage of foreign inmates within its prison population.

Finally by 31 December 2015 there was no probation agency in Liechtenstein.

## LITHUANIA

Figure 25. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Lithuania 2005-2015

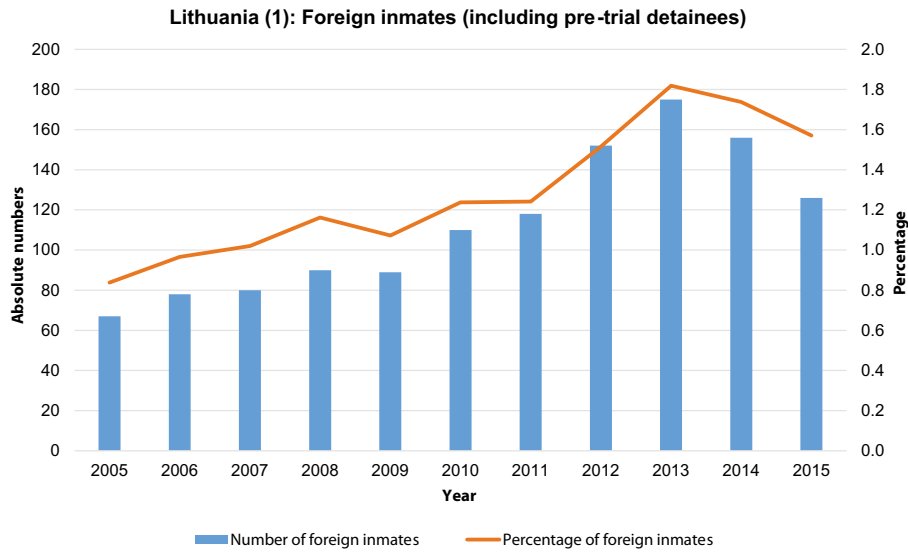


Figure 25 shows that the percentage of foreign inmates in the total prison population in 2015 was 87% higher than in 2005. Foreign inmates made up 1.6% of the total prison population in 2015 compared to 0.8% in 2005.

The absolute number of foreign inmates also rose from 67 in 2005 to 126 in 2015 which represents an increase of 88%. The fact that the increase in the number of foreign inmates is similar to that observed in their percentage implies that the number of foreign inmates increased at the same pace as the number of national inmates.

In particular the figure shows that the number of foreign inmates increased constantly from 2005 to 2013 before decreasing in 2014 and 2015.

In a comparative perspective the percentage of foreign inmates in Lithuania is low. As a consequence the observed trends must be interpreted cautiously.

Finally on 31 December 2015 no data were available on the number of foreigners placed under the supervision of probation agencies in Lithuania. In fact the country was unable to provide such data for the whole period under study.

## LUXEMBOURG

Figure 26a. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Luxembourg 2005-2015

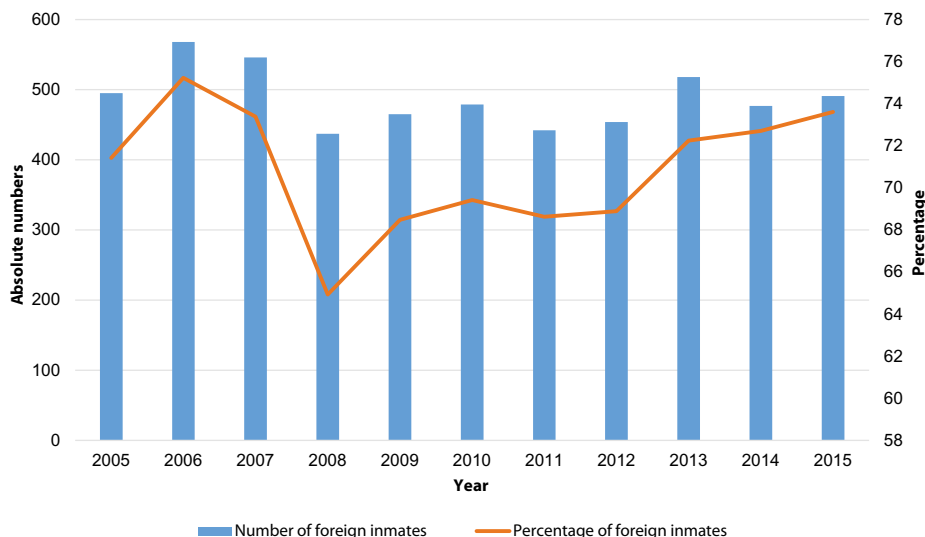


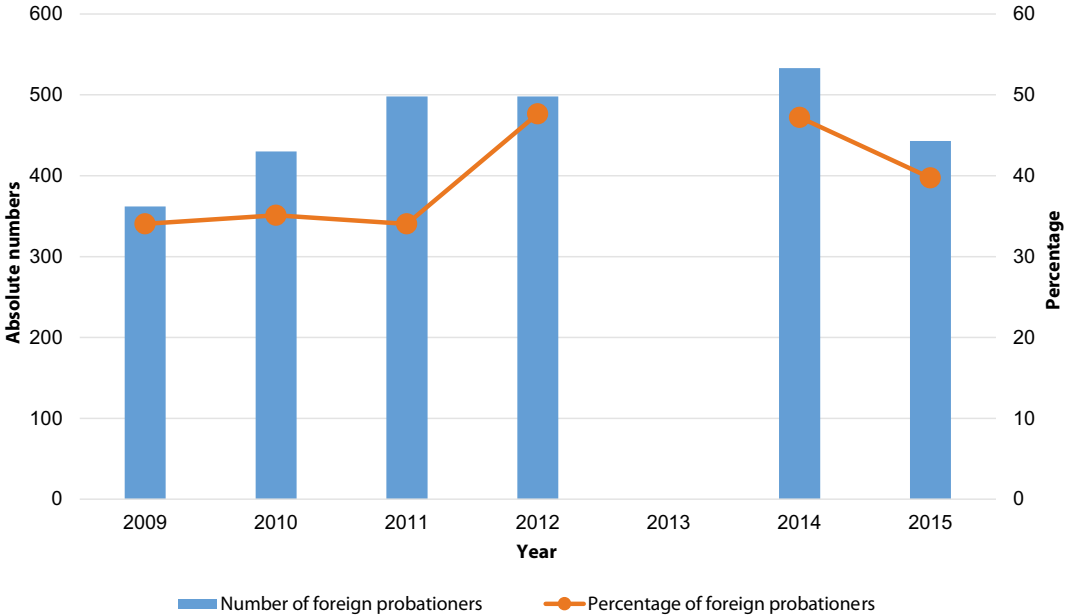
Figure 26a shows that the percentage of foreign inmates in the total prison population in 2015 was 3% higher than in 2005 which implies an overall stability. Foreign inmates made up 74% of the total prison population in 2015 compared to 71% in 2005.

At the same time the absolute number of foreign inmates decreased slightly from 495 in 2005 to 491 in 2015 but as that represents a reduction of only 0.8% it is more appropriate to consider that this indicator suggests a relative stability. This relative contradiction between the change in the number of foreign inmates and their relative percentage in the total prison population implies that the number of foreign inmates decreased at a slower pace than the number of national inmates.

As the percentage changes both in the number and in the percentage of foreign inmates are within  $\pm 5\%$  one can consider that the situation remained relatively stable during the period under study. Figure 26a corroborates that conclusion. The number of foreign inmates followed a curvilinear pattern remaining always relatively close to 500.

In a comparative perspective Luxembourg has a high percentage of foreign inmates within its prison population. According to the information collected during this research this high percentage is partially related to the fact that community sanctions and measures which would act as alternatives to imprisonment can seldom be applied to persons who do not hold legal residency in Luxembourg.

**Figure 26b. Number and percentage of foreign probationers under the supervision of probation agencies in Luxembourg 2009-2012 and 2014-2015**



Finally Figure 26b shows that on 31 December 2015 there were 443 foreigners placed under the supervision of probation agencies in Luxembourg. These probationers represented 40% of the total probation population. The figure shows that the number and percentage of foreign probationers increased from 2009 to 2015. During that period both the number and the percentage of foreigners on probation were lower than those observed in the prison population (40% compared to 74% in 2015).

## MALTA

Figure 27. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Malta 2005-2015

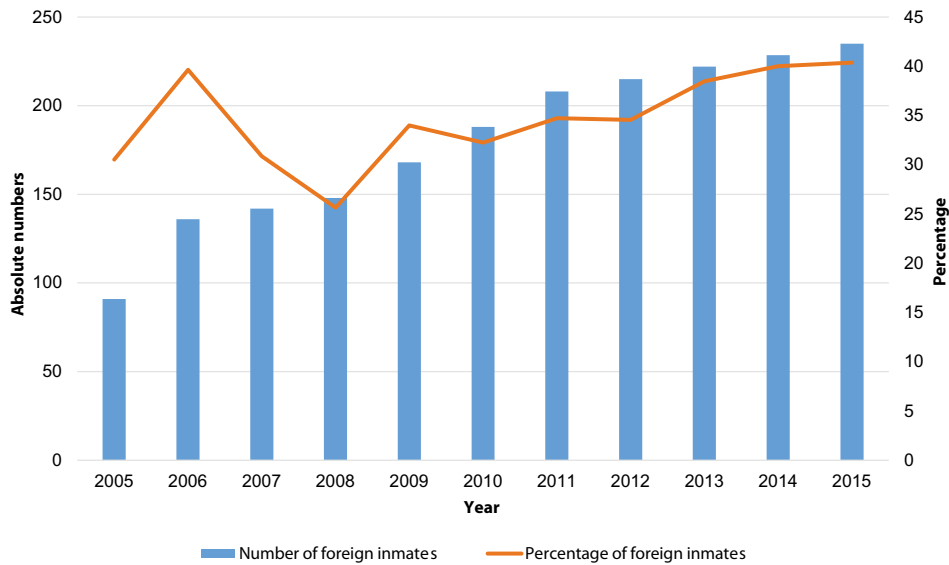


Figure 27 shows that the percentage of foreign inmates in the total prison population in 2015 was 32% higher than in 2005. Foreign inmates made up 40% of the total prison population in 2015 compared to 31% in 2005. The absolute number of foreign inmates also rose from 91 in 2005 to 235 in 2015 which represents an increase of 158%. The fact that the increase in the number of foreign inmates is higher than that observed in their percentage implies that the number of foreign inmates increased at a slower pace than the number of national inmates.

In particular the figure shows that the number of foreign inmates increased in a linear way from 2005 to 2015. In a comparative perspective in 2015 Malta had a high percentage of foreign inmates.

Finally on 31 December 2015 no data were available on the number of foreigners placed under the supervision of probation agencies in Malta. In fact the country was unable to provide such data for the whole period under study.

## MOLDOVA

Figure 28. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Moldova 2005-2015

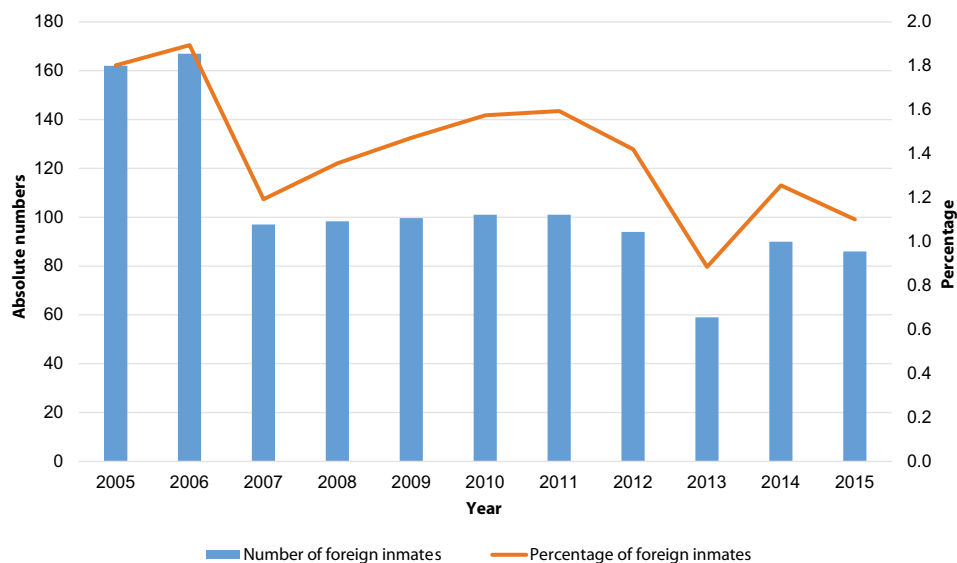


Figure 28 shows that the percentage of foreign inmates in the total prison population in 2015 was 39% lower than in 2005. Foreign inmates made up 1.1% of the total prison population in 2015 compared to 1.8% in 2005.

The absolute number of foreign inmates also decreased from 162 in 2005 to 86 in 2015 which represents a reduction of 47%. The fact that the decrease in the number of foreign inmates is higher than that observed in their percentage implies that the number of foreign inmates decreased at a slower pace than the number of national inmates.

As can be seen in the figure it seems that Law No. 184-XVI on the reduction of sentences adopted in 2006 had an almost immediate effect on the number of foreign inmates held in Moldova which decreased remarkably from 2006 to 2007. Thereafter that number remained stable until 2013 when there was a decrease which was probably related to the liberation of 709 inmates during that year. By 2015 the number of foreign inmates was similar to the one observed in 2012.

In a comparative perspective the percentage of foreign inmates in Moldova is low. As a consequence the observed trends must be interpreted cautiously.

Finally on 31 December 2015 no data were available on the number of foreigners placed under the supervision of probation agencies in Moldova. In fact the country was unable to provide such data for the whole period under study.

## MONACO

**Figure 29a. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Monaco 2005-2014**

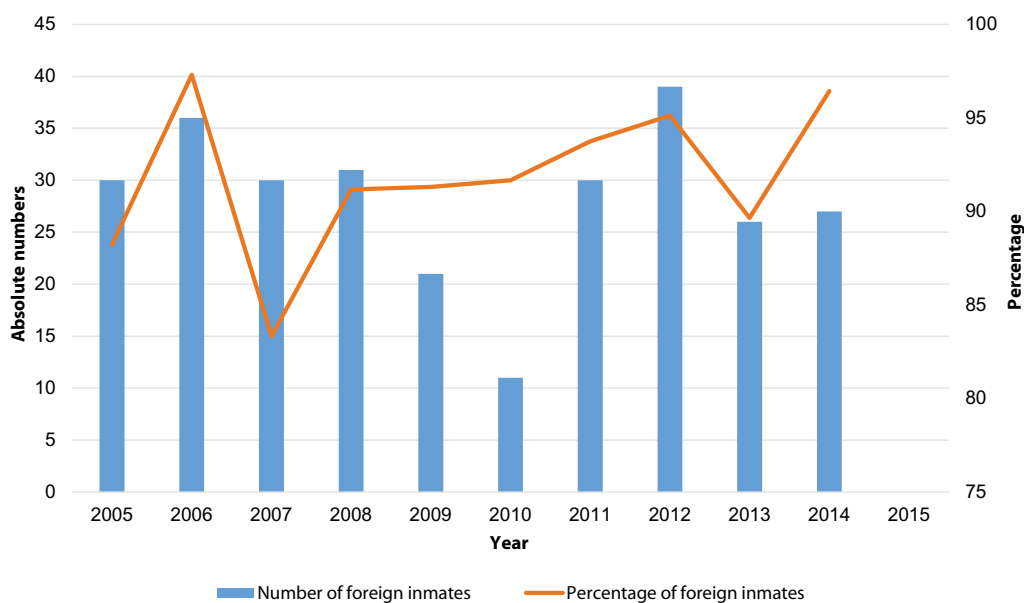


Figure 29a shows that the percentage of foreign inmates in the total prison population in 2014 was 9.3% higher than in 2005. Foreign inmates made up 96% of the total prison population in 2014 compared to 88% in 2005.

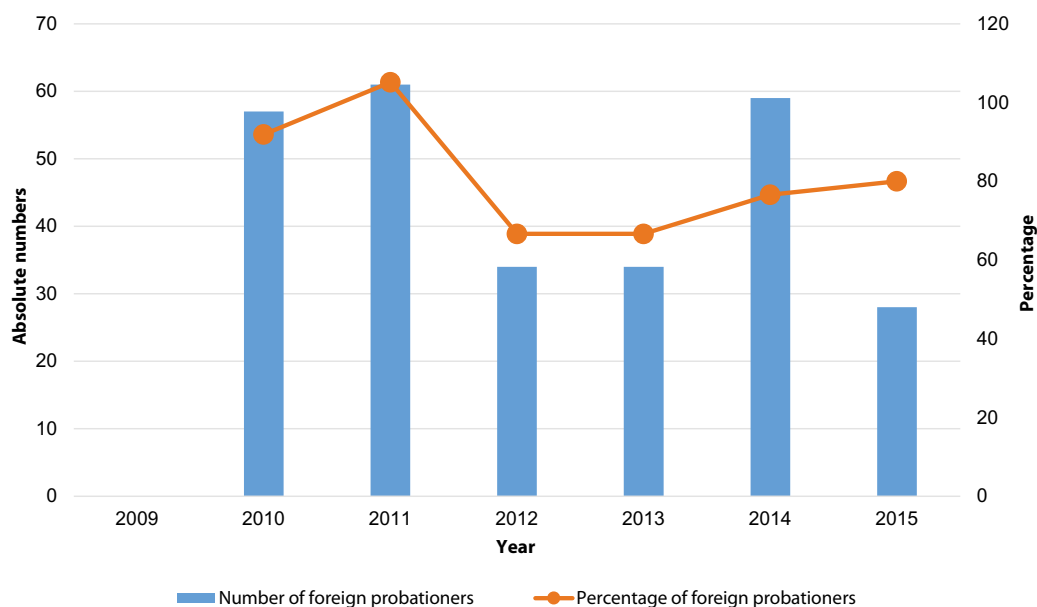
On the contrary the absolute number of foreign inmates decreased from 30 in 2005 to 27 in 2014 which represents a reduction of 10%.

In fact the number of inmates held in Monaco is extremely low. As a consequence it is not possible to draw any reliable conclusions about the pattern observed.

In a comparative perspective Monaco has a high percentage of foreign inmates in its prison population.



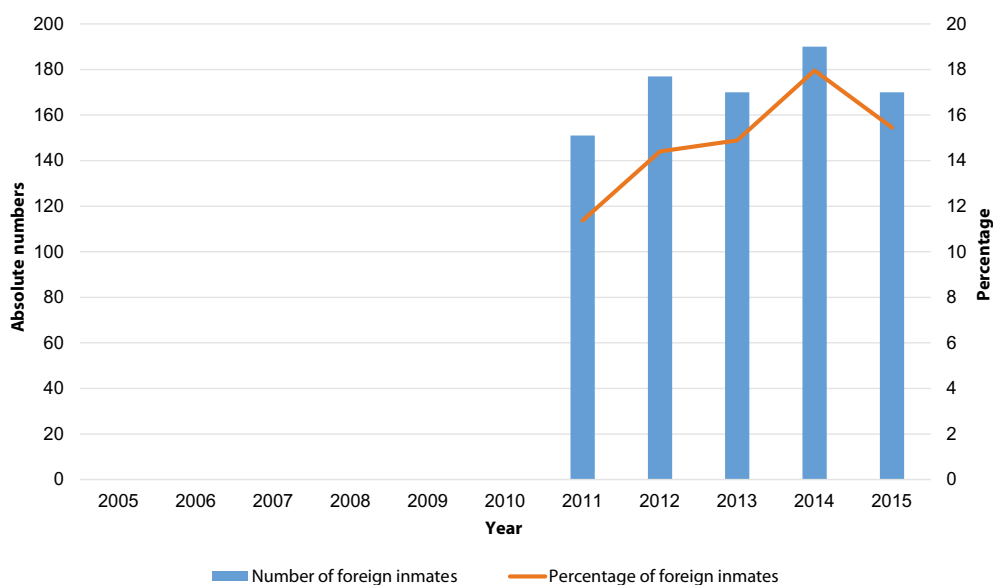
**Figure 29b. Number and percentage of foreign probationers under the supervision of probation agencies in Monaco 2010-2015**



Finally Figure 29b shows that on 31 December 2015 there were 28 foreigners placed under the supervision of probation agencies in Monaco. These probationers represented 80% of the total probation population. The figure shows that the number and percentage of foreign probationers registered an overall decrease from 2010 to 2015. However as pointed out above the number of persons is too low to draw reliable conclusions. For example in some years both the number and the percentage of foreigners on probation were lower than those observed in the prison population but in other years the opposite is true.

## MONTENEGRO

**Figure 30. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Montenegro 2011-2015**



Data for Montenegro are only available from 2011. Figure 30 shows that the percentage of foreign inmates in the total prison population in 2015 was 36% higher than in 2011. Foreign inmates made up 15.5% of the total prison population in 2015 compared to 11.4% in 2011.

The absolute number of foreign inmates also rose from 151 in 2011 to 170 in 2015 which represents an increase of 13%. The fact that the increase in the number of foreign inmates is lower than that observed in

their percentage implies that the number of foreign inmates increased at a faster pace than the number of national inmates.

In a comparative perspective in 2015 Montenegro had a relatively high percentage of foreign inmates.

Finally on 31 December 2015 no data were available on the number of foreigners placed under the supervision of probation agencies in Montenegro. In fact the country was unable to provide such data for the whole period under study.

**NETHERLANDS**

**Figure 31. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of the Netherlands 2005-2015**

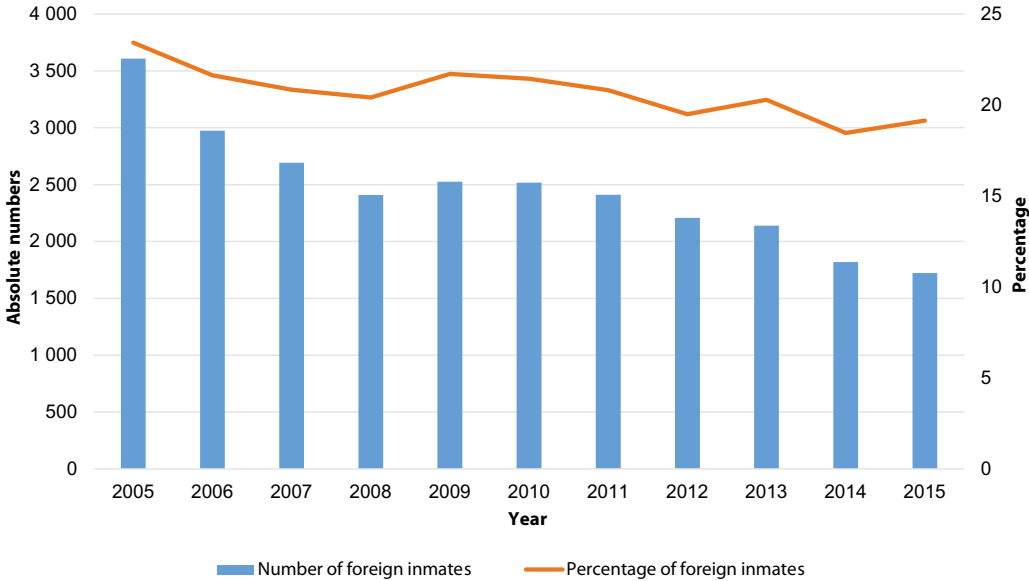


Figure 31 shows that the percentage of foreign inmates in the total prison population in 2015 was 18% lower than in 2005. Foreign inmates made up 19% of the total prison population in 2015 compared to 23% in 2005. The absolute number of foreign inmates also decreased from 3 609 in 2005 to 1 723 in 2015 which represents a reduction of 52%. The fact that the decrease in the number of foreign inmates is higher than that observed in their percentage implies that the number of foreign inmates decreased at a slower pace than the number of national inmates.

In a comparative perspective the Netherlands has a relatively high percentage of foreign inmates.

Finally on 31 December 2015 no data were available on the number of foreigners placed under the supervision of probation agencies in the Netherlands. In fact the country was unable to provide such data for the whole period under study.

## NORTH MACEDONIA

Figure 32. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of North Macedonia 2005-2015

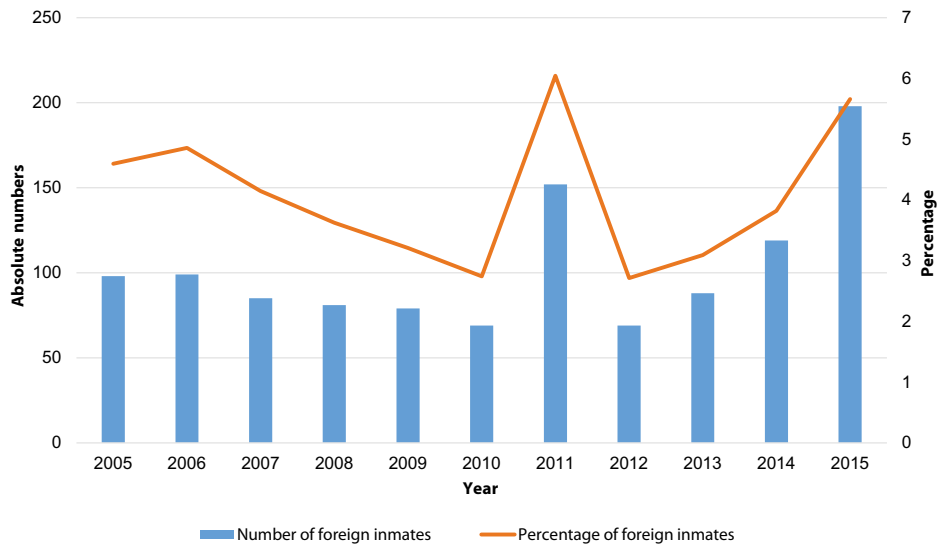


Figure 32 shows that the percentage of foreign inmates in the total prison population in 2015 was 23% higher than in 2005. Foreign inmates made up 5.7% of the total prison population in 2015 compared to 4.6% in 2005.

The absolute number of foreign inmates also rose from 98 in 2005 to 198 in 2015 which represents an increase of 102%. The fact that the increase in the number of foreign inmates is higher than that observed in their percentage implies that the number of foreign inmates increased at a slower pace than the number of national inmates.

In particular the figure shows a decreasing trend overall in the number of foreign inmates from 2005 to 2010 interrupted by a sudden increase in 2011 which was followed by a similar sudden decrease in 2012. Since then the number of foreign inmates increased until the end of the period under study.

In a comparative perspective in 2015 North Macedonia had an average percentage of foreign inmates.

Finally on 31 December 2015 there was no probation agency in North Macedonia. In fact the country was unable to provide such data for the whole period under study.

## NORWAY

Figure 33. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Norway 2005-2015

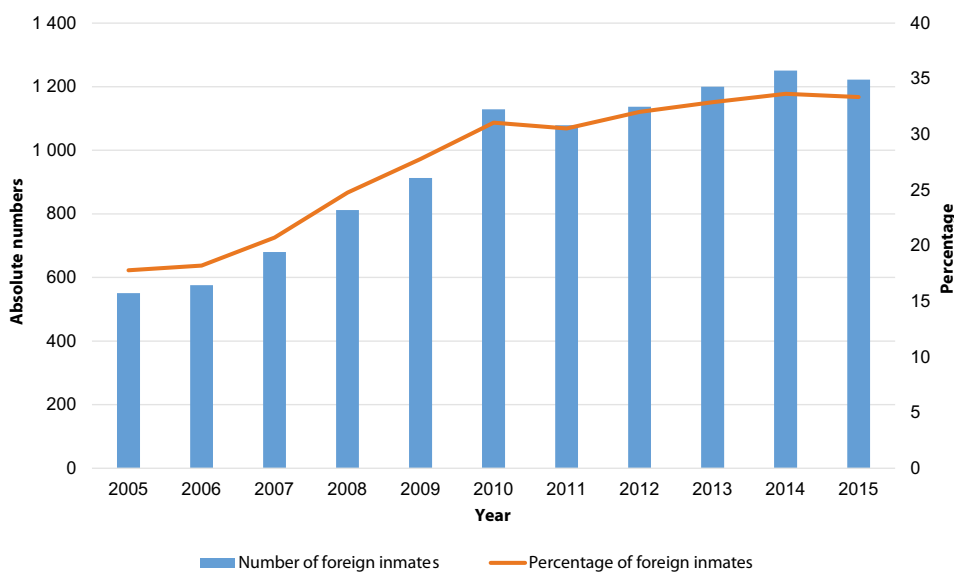


Figure 33 shows that the percentage of foreign inmates in the total prison population in 2015 was 88% higher than in 2005. Foreign inmates made up 33% of the total prison population in 2015 compared to 18% in 2005.

The absolute number of foreign inmates also rose from 551 in 2005 to 1222 in 2015 which represents an increase of 122%. The fact that the increase in the number of foreign inmates is higher than that observed in their percentage implies that the number of foreign inmates increased at a slower pace than the number of national inmates.

In particular the figure shows that the number of foreign inmates increased in a more pronounced way during the first half of the period under study.

According to the information collected during this research several reasons may explain the increase in the percentage of foreign inmates. One of them seems to be the extension of the Schengen Area that came into effect on 21 December 2007. This interpretation is corroborated by an analysis conducted by the Norwegian prison administration of the nationalities of foreign inmates held in Norwegian prisons.

In a comparative perspective in 2015 Norway had a high percentage of foreign inmates.

Finally on 31 December 2015 no data were available on the number of foreigners placed under the supervision of probation agencies in Norway. In fact the country was unable to provide such data for the whole period under study.

**POLAND**

**Figure 34. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Poland 2005-2015**

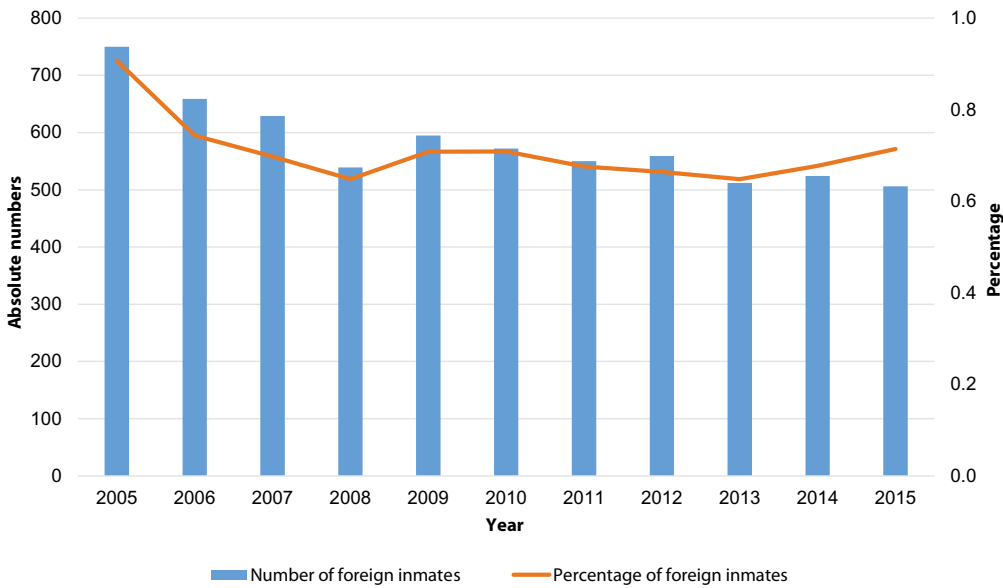


Figure 34 shows that the percentage of foreign inmates in the total prison population in 2015 was 21% lower than in 2005. Foreign inmates made up 0.7% of the total prison population in 2015 compared to 0.9% in 2005.

The absolute number of foreign inmates also decreased from 750 in 2005 to 506 in 2015 which represents a reduction of 33%. The fact that the decrease in the number of foreign inmates is higher than that observed in their percentage implies that the number of foreign inmates increased at a slower pace than the number of national inmates.

In particular the figure shows that the number of foreign inmates decreased in a linear way from 2005 to 2015.

In a comparative perspective the percentage of foreign inmates in Poland is low. As a consequence the observed trends must be interpreted cautiously.

Finally on 31 December 2015 no data were available on the number of foreigners placed under the supervision of probation agencies in Poland. In fact the country was unable to provide such data for the whole period under study.

## PORTUGAL

**Figure 35a. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Portugal 2005-2015**

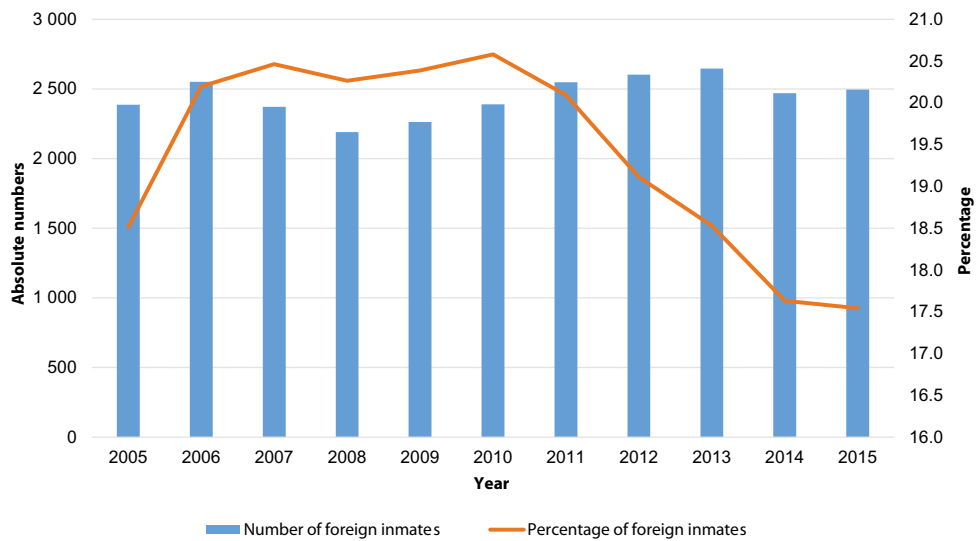
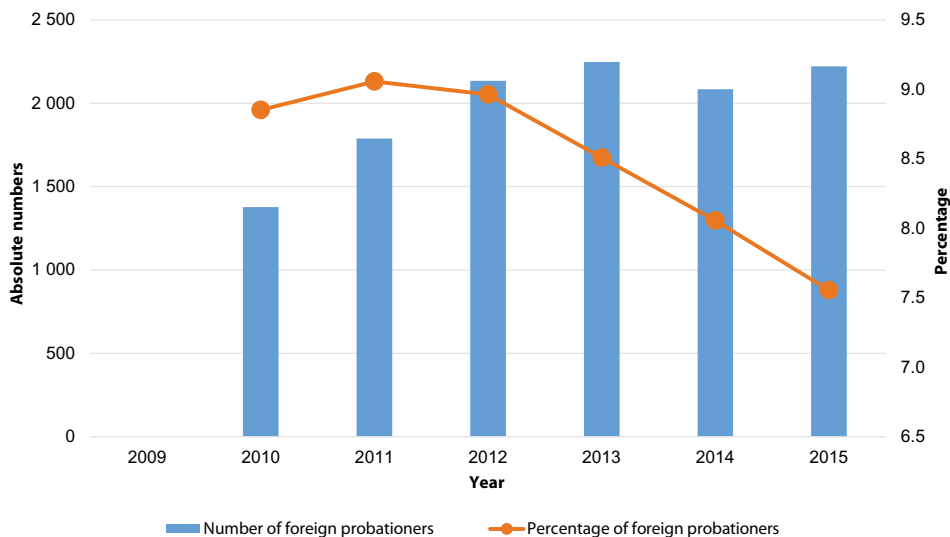


Figure 35a shows that the percentage of foreign inmates in the total prison population in 2015 was 5.2% lower than in 2005. Foreign inmates made up 17.5% of the total prison population in 2015 compared to 18.5% in 2005.

On the contrary the absolute number of foreign inmates rose slightly from 2 386 in 2005 to 2 495 in 2015 but as that represents an increase of only 4.6% it is more appropriate to consider that this indicator suggests a relative stability. In fact from 2005 to 2015 the number of foreign inmates followed a curvilinear pattern remaining always relatively close to 2 500. This contradiction between the change in the number of foreign inmates and their relative percentage in the total prison population implies that the number of foreign inmates increased at a slower pace than the number of national inmates.

In a comparative perspective in 2015 Portugal had a relatively high percentage of foreign inmates.

**Figure 35b. Number and percentage of foreign probationers under the supervision of probation agencies in Portugal 2010-2015**



Finally Figure 35b shows that on 31 December 2015 there were 2 335 foreigners placed under the supervision of probation agencies in Portugal. These probationers represented 7.4% of the total probation population. The figure shows that the number of foreign probationers increased from 2010 to 2015 although their percentage registered an overall decrease. During that period both the number and the percentage of foreigners on probation were lower than those observed in the prison population (7.4% compared to 17.5% in 2015).

## ROMANIA

Figure 36. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Romania 2005-2015

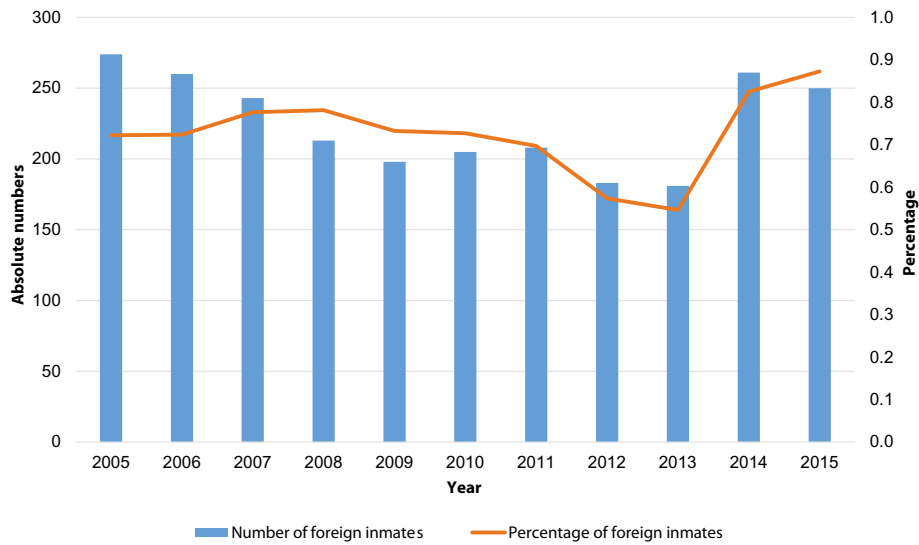


Figure 36 shows that the percentage of foreign inmates in the total prison population in 2015 was 21% higher than in 2005. Foreign inmates made up 0.9% of the total prison population in 2015 compared to 0.7% in 2005.

On the contrary the absolute number of foreign inmates decreased from 274 in 2005 to 250 in 2015 which represents a reduction of 9%. This contradiction between the change in the number of foreign inmates and their relative percentage in the total prison population implies that the number of foreign inmates decreased at a slower pace than the number of national inmates.

In particular the figure shows that the number of foreign inmates decreased constantly from 2005 to 2013 and only increased during the last two years of the series.

In a comparative perspective the percentage of foreign inmates in Romania is low. As a consequence the observed trends must be interpreted cautiously.

Finally on 31 December 2015 no data were available on the number of foreigners placed under the supervision of probation agencies in Romania. In fact the country was unable to provide such data for the whole period under study.

## RUSSIAN FEDERATION

Figure 37. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of the Russian Federation 2005-2015

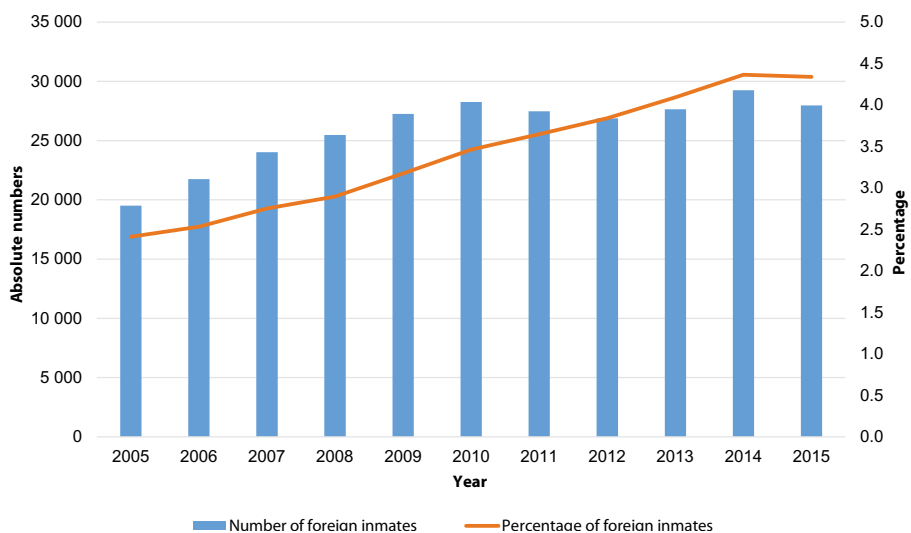


Figure 37 shows that the percentage of foreign inmates in the total prison population in 2015 was 80% higher than in 2005. Foreign inmates made up 4.3% of the total prison population in 2015 compared to 2.4% in 2005.

The absolute number of foreign inmates also rose from 19 514 in 2005 to 27 971 in 2015 which represents an increase of 43%. The fact that the increase in the number of foreign inmates is lower than that observed in their percentage implies that the number of foreign inmates increased at a faster pace than the number of national inmates.

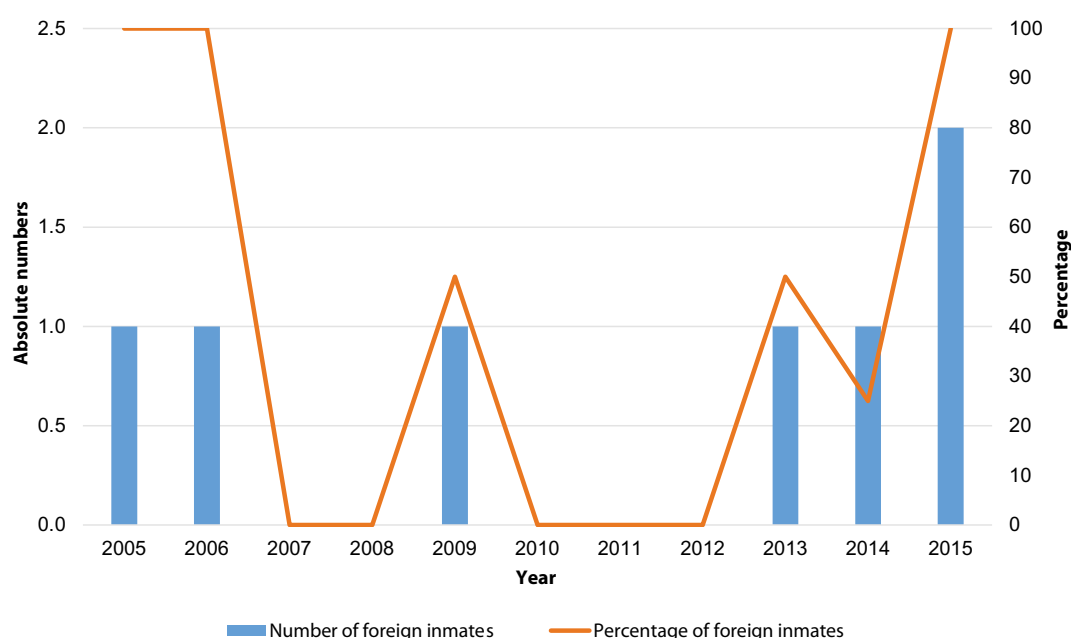
In particular the number of foreign inmates increased constantly from 2005 to 2010 and remained overall stable after that; while their percentage increased constantly until 2014.

In a comparative perspective the percentage of foreign inmates in the Russian Federation is low. As a consequence the observed trends must be interpreted cautiously.

Finally on 31 December 2015 no data were available on the number of foreigners placed under the supervision of probation agencies in the Russian Federation. In fact the country was unable to provide such data for the whole period under study.

## SAN MARINO

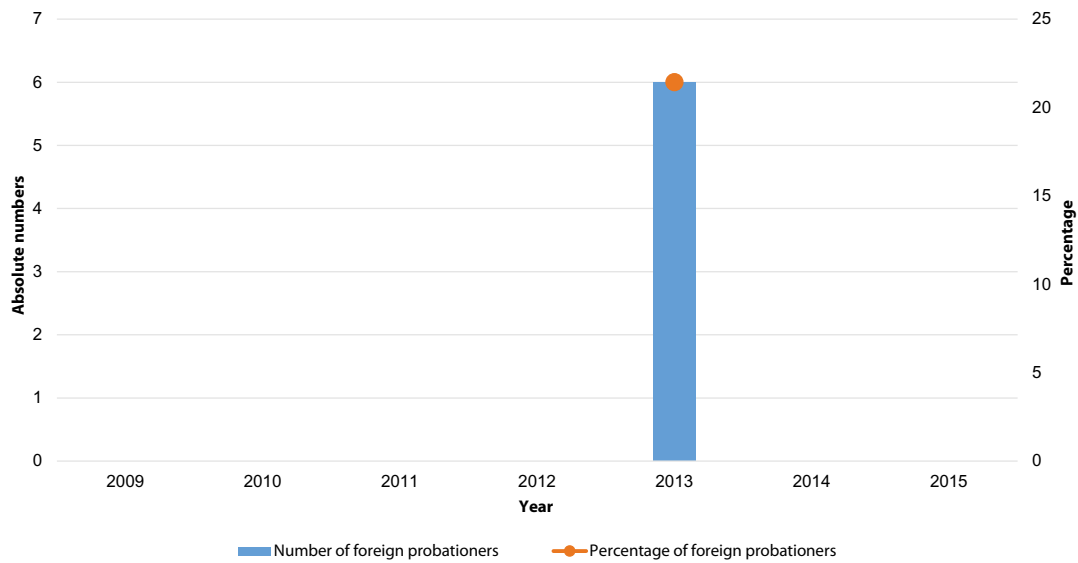
**Figure 38a. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of San Marino 2005-2015**



As can be seen in Figure 38a the number of inmates held in San Marino is extremely low. As a consequence it is not possible to draw any reliable conclusions about the pattern observed. For example in 2005 and 2006 there was only one inmate in San Marino and in both cases that inmate was a foreigner which leads to a percentage of 100% which suddenly drops to 0% in 2007 and 2008. Using such percentages to describe trends is methodologically inappropriate.

In a comparative perspective the percentage of foreign inmates in San Marino tends to be high.

**Figure 38b. Number and percentage of foreign probationers under the supervision of probation agencies in San Marino 2013**



Finally Figure 38b shows that on 31 December 2015 no data were available on the number of foreigners placed under the supervision of probation agencies in San Marino. The country only provided data for 2013 when there were six foreigners representing 21% of the total probation population. That year both the number and the percentage of foreigners on probation were lower than those observed in the prison population (21% compared to 50%). However as mentioned above the number of persons is too low to draw any reliable conclusion.

## SERBIA

**Figure 39a. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Serbia 2005-2015**

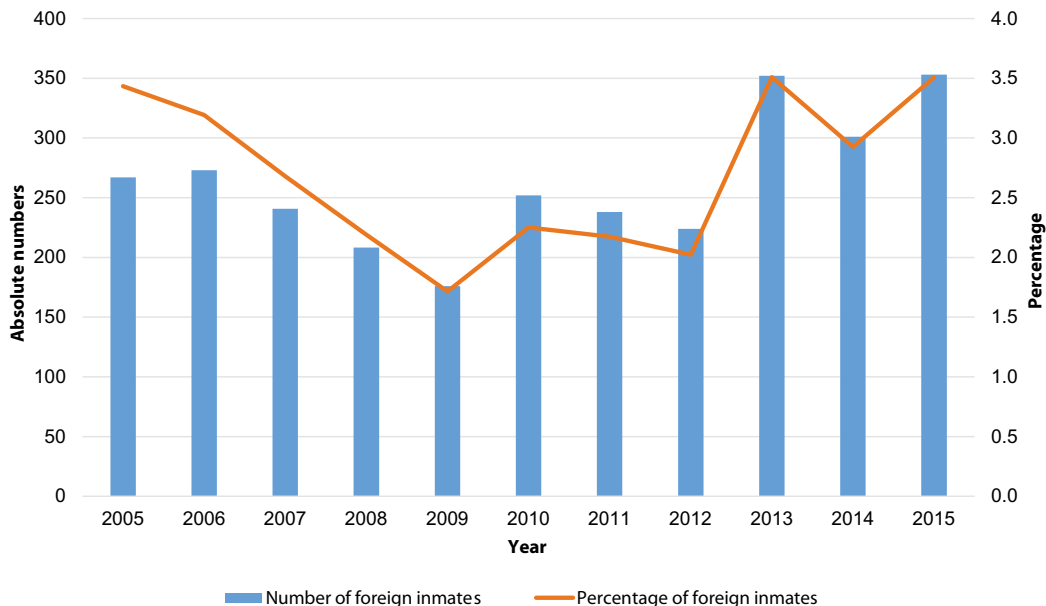


Figure 39a shows that the percentage of foreign inmates in the total prison population in 2015 was comparable to that in 2005. Foreign inmates made up 3.5% of the total prison population in 2015 compared to 3.4% in 2005.

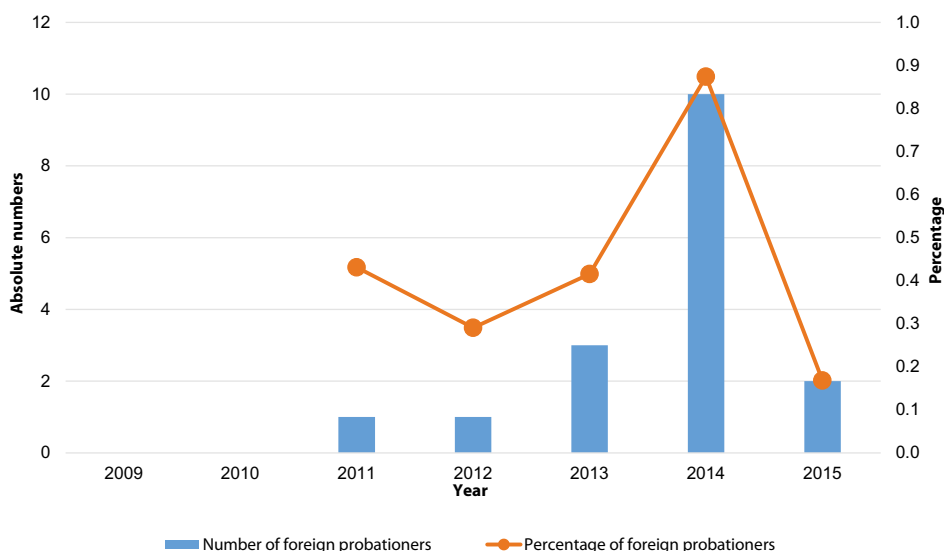
At the same time the absolute number of foreign inmates rose from 267 in 2005 to 353 in 2015 which represents an increase of 32%. This contradiction between the change in the number of foreign inmates and their relative percentage in the total prison population implies that the number of foreign inmates decreased at a faster pace than the number of national inmates.



According to the information collected during this research the percentage of foreign inmates in Serbia was heavily influenced on the one hand by the presence of persons from neighbouring countries which historically were not considered as foreigners (e.g. Bosnia and Herzegovina, Croatia, Montenegro or North Macedonia) and on the other hand by the events in the Middle East which led to a large number of migrants passing through Serbia, thus creating criminal opportunities and increasing the number of foreigners in prison. This would explain the increase that can be observed in Figure 39a between 2013 and 2015, whereas before that period the number of foreign inmates had remained relatively stable.

However, in a comparative perspective the number and percentage of foreign inmates in Serbia is low. As a consequence the observed trends must be interpreted cautiously.

**Figure 39b. Number and percentage of foreign probationers under the supervision of probation agencies in Serbia 2011-2015**



Finally, Figure 39b shows that on 31 December 2015 there were two foreigners placed under the supervision of probation agencies in Serbia. These probationers represented 0.2% of the total probation population. The figure shows that the number and percentage of foreign probationers increased from 2011 to 2015. During that period both the number and the percentage of foreigners on probation were lower than those observed in the prison population (0.2% compared to 3.5% in 2015). However, the number of foreign probationers is too low to draw any reliable conclusion.

## SLOVAK REPUBLIC

**Figure 40. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of the Slovak Republic 2005-2015**

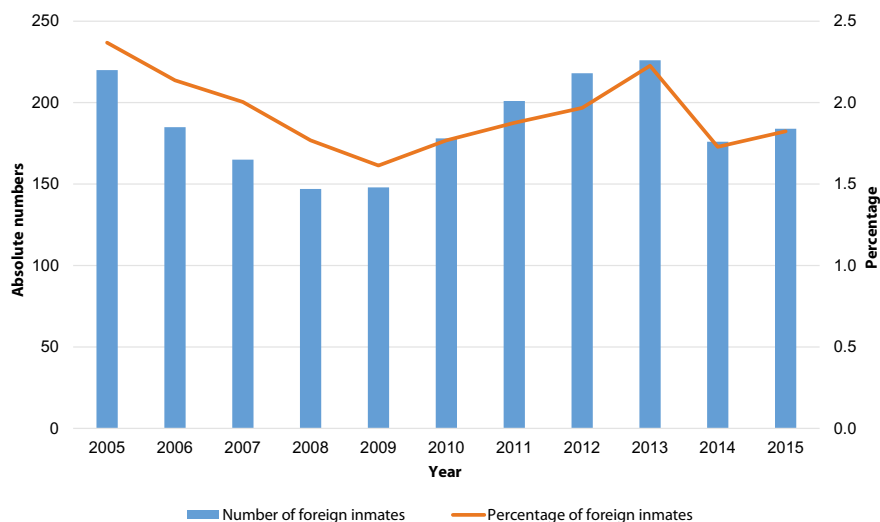


Figure 40 shows that the percentage of foreign inmates in the total prison population in 2015 was 23% lower than in 2005. Foreign inmates made up 1.8% of the total prison population in 2015 compared to 2.4% in 2005.

The absolute number of foreign inmates also decreased from 220 in 2005 to 184 in 2015 which represents a reduction of 16%. The fact that the decrease in the number of foreign inmates is lower than that observed in their percentage implies that the number of foreign inmates decreased at a faster pace than the number of national inmates.

In particular the figure shows that the number of foreign inmates decreased from 2005 to 2008 increased from 2009 to 2013 and decreased again in 2014.

In a comparative perspective the percentage of foreign inmates in the Slovak Republic is low. As a consequence the observed trends must be interpreted cautiously.

Finally on 31 December 2015 no data were available on the number of foreigners placed under the supervision of probation agencies in the Slovak Republic. In fact the country was unable to provide such data for the whole period under study.

## SLOVENIA

**Figure 41. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Slovenia 2005-2015**

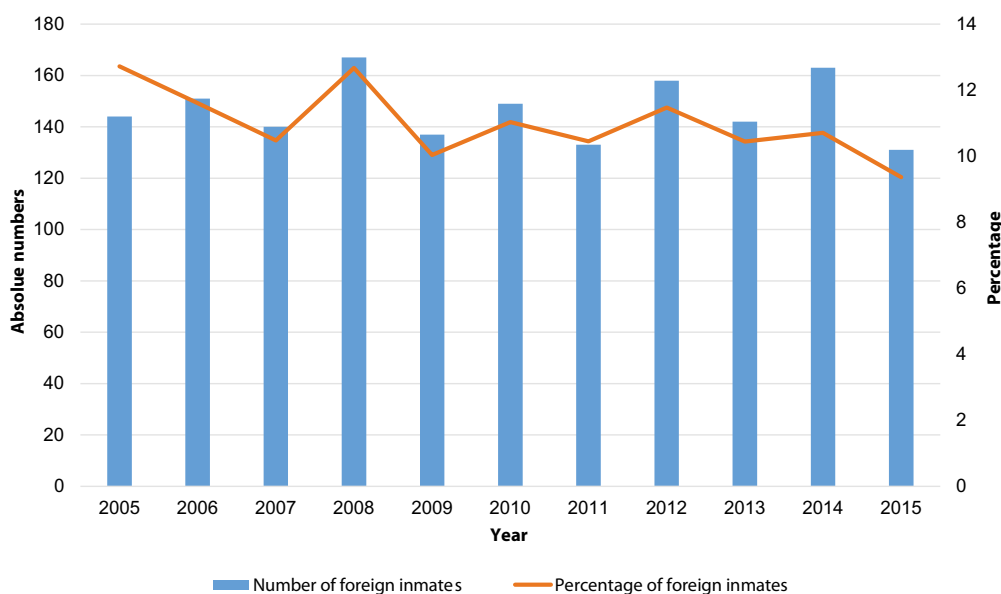


Figure 41 shows that the percentage of foreign inmates in the total prison population in 2015 was 26% lower than in 2005. Foreign inmates made up 9.4% of the total prison population in 2015 compared to 13% in 2005.

The absolute number of foreign inmates also decreased from 144 in 2005 to 131 in 2015 which represents a reduction of 9%. The fact that the decrease in the number of foreign inmates is lower than that observed in their percentage implies that the number of foreign inmates decreased at a faster pace than the number of national inmates.

In particular the figure shows that the number of foreign inmates remained relatively stable between 140 and 160 from 2005 to 2014 before decreasing in 2015.

In a comparative perspective Slovenia has an average number of foreign inmates.

Finally on 31 December 2015 no data were available on the number of foreigners placed under the supervision of probation agencies in Slovenia. In fact the country was unable to provide such data for the whole period under study.

## SPAIN (TOTAL)

Figure 42. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Spain 2005-2015

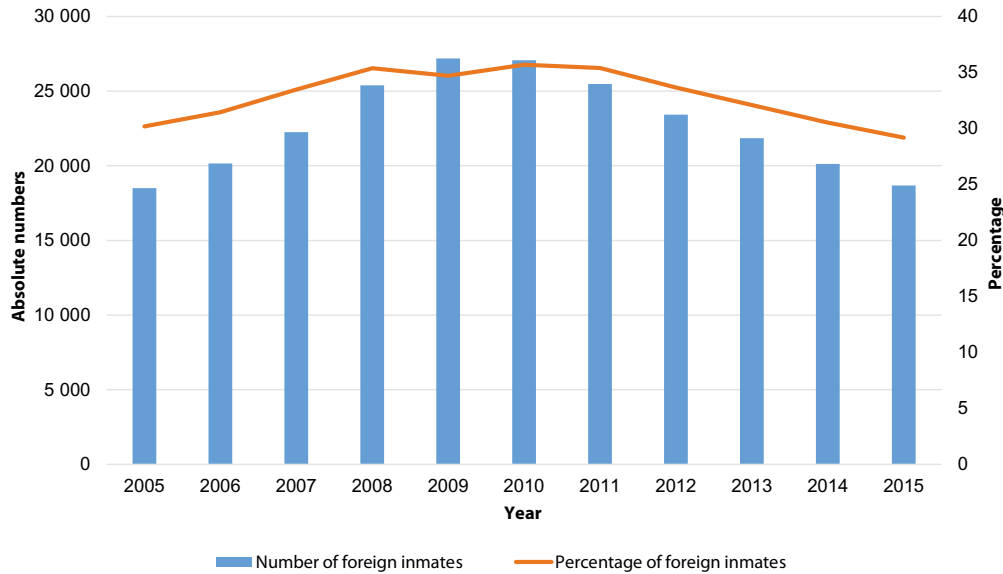


Figure 42 shows that the percentage of foreign inmates in the total prison population in 2015 was 3% lower than in 2005. Foreign inmates made up 29% of the total prison population in 2015 compared to 30% in 2005.

The absolute number of foreign inmates also decreased slightly from 18 463 in 2005 to 16 680 in 2015 but as that represents a reduction of only 1.3% it is more appropriate to consider that this indicator also suggests a relative stability. The fact that the decrease in the number of foreign inmates is lower than that observed in their percentage implies that the number of foreign inmates decreased at a faster pace than the number of national inmates.

As the percentage changes both in the number and in the percentage of foreign inmates are within  $\pm 5\%$  one can consider that the situation in 2015 is comparable to that observed in 2005. In particular the figure shows that the number and percentage of foreign inmates increased from 2005 to 2009-2010 and decreased in the same proportion from 2011 to 2015.

In a comparative perspective Spain has a relatively high number of foreign inmates.

The analysis of the situation of foreigners placed under the supervision of probation agencies is conducted separately for the two probation administrations of the country (see the next sections) because the State prison administration of the country only provided data for the whole country for the years 2009 2014 and 2015.

## SPAIN: CATALONIA

**Figure 43a. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population under the supervision of the prison administration of the Autonomous Community of Catalonia (Spain) 2005-2015**

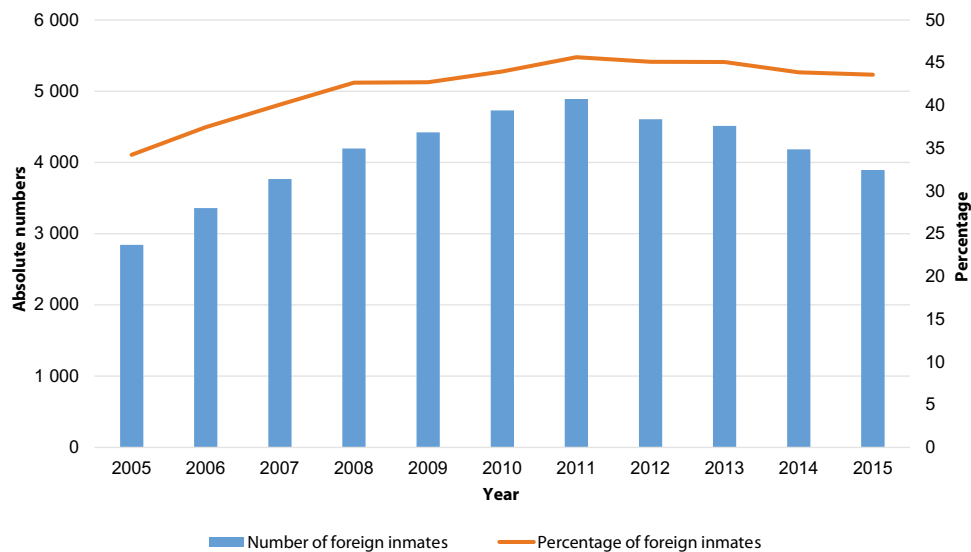


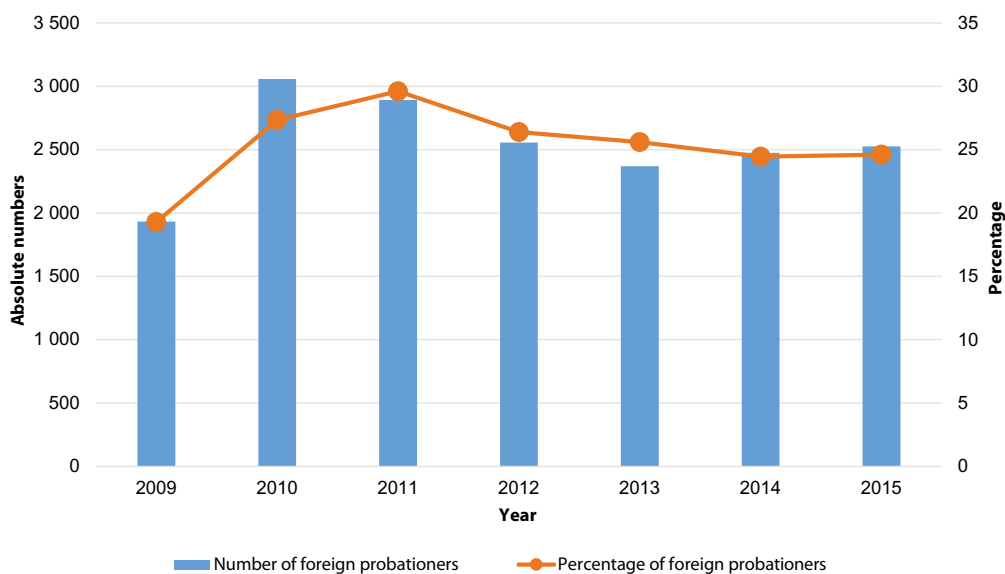
Figure 43a shows that the percentage of foreign inmates in the total prison population in 2015 was 27% higher than in 2005. Foreign inmates made up 44% of the total prison population in 2015 compared to 34% in 2005.

The absolute number of foreign inmates also rose from 2 508 in 2005 to 3 895 in 2015 which represents an increase of 37%. The fact that the increase in the number of foreign inmates is higher than that observed in their percentage implies that the number of foreign inmates increased at a slower pace than the number of national inmates.

In particular the figure shows that the number and percentage of foreign inmates increased from 2005 to 2009-2010 and that their number decreased although less sharply from 2011 to 2015. However while their number was decreasing the proportion of foreign inmates in the prison population remained relative stable during that period.

In a comparative perspective the prison administration of the Autonomous Community of Catalonia has a high number of foreign inmates.

**Figure 43b. Number and percentage of foreign probationers under the supervision of the probation agency of the Autonomous Community of Catalonia (Spain) 2009-2015**



Finally Figure 43b shows that on 31 December 2015 there were 2 526 foreigners placed under the supervision of the probation administration of the Autonomous Community of Catalonia. These probationers represented 25% of the total probation population. The figure shows that the number and percentage of foreign probationers was higher in 2015 than in 2009. However the increase took place mainly between 2009 and 2010. Since then the number of foreign probations has decreased while their percentage started decreasing from 2012. At the same time during the whole period the number and the percentage of foreigners on probation were lower than those observed in the prison population (25% compared to 44% in 2015).

## SPAIN: STATE ADMINISTRATION

**Figure 44a. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population under the supervision of the national prison administration of Spain 2005-2015**

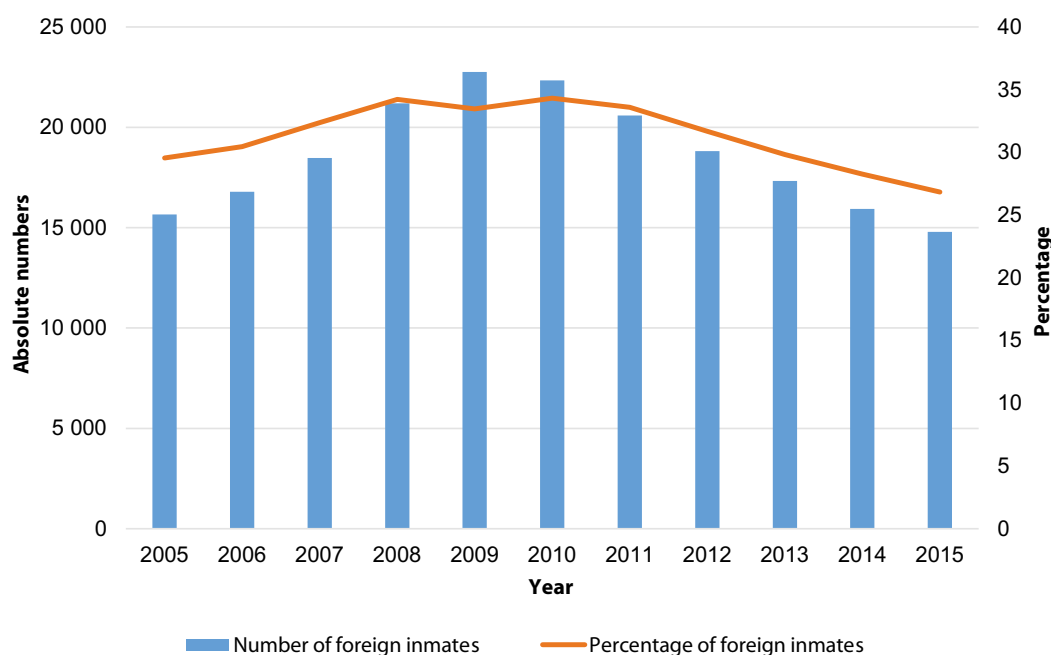


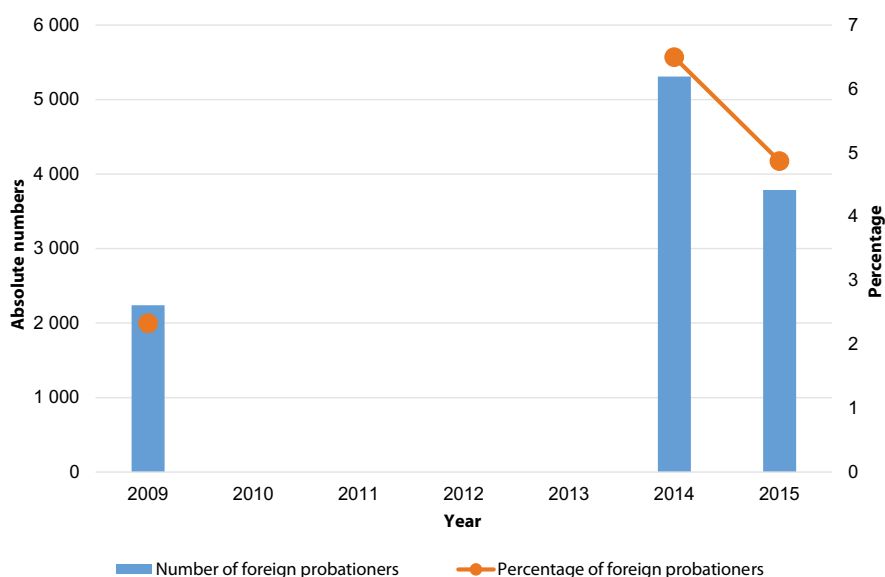
Figure 44a shows that the percentage of foreign inmates in the total prison population in 2015 was 9% lower than in 2005. Foreign inmates made up 27% of the total prison population in 2015 compared to 30% in 2005.

The absolute number of foreign inmates also decreased slightly from 15 663 in 2005 to 14 785 in 2015 which represents a reduction of 6%. The fact that the decrease in the number of foreign inmates is lower than that observed in their percentage implies that the number of foreign inmates decreased at a faster pace than the number of national inmates.

In particular the figure shows that the number and percentage of foreign inmates increased from 2005 to 2009 and decreased from 2010 to 2015.

In a comparative perspective in 2015 the national prison administration of Spain had a relatively high number of foreign inmates.

**Figure 44b. Number and percentage of foreign probationers under the supervision of the national probation agency of Spain 2009 and 2014-2015**



Finally Figure 44b shows that on 31 December 2015 there were 3 785 foreigners placed under the supervision of probation agencies of the national probation administration of Spain. These probationers represented 5.2% of the total probation population. The administration only provided data for the years 2009 2014 and 2015 which allows the observation that both the number and the percentage of foreign probationers were higher in 2015 than in 2009 but it does not allow for an analysis of the specific trends observed. In these three years both the number and the percentage of foreigners on probation were lower than those observed in the prison population (5.2% compared to 27% in 2015).

## SWEDEN

**Figure 45a. Number and percentage of foreign inmates (excluding pre-trial detainees) in the prison population of Sweden 2005-2015**

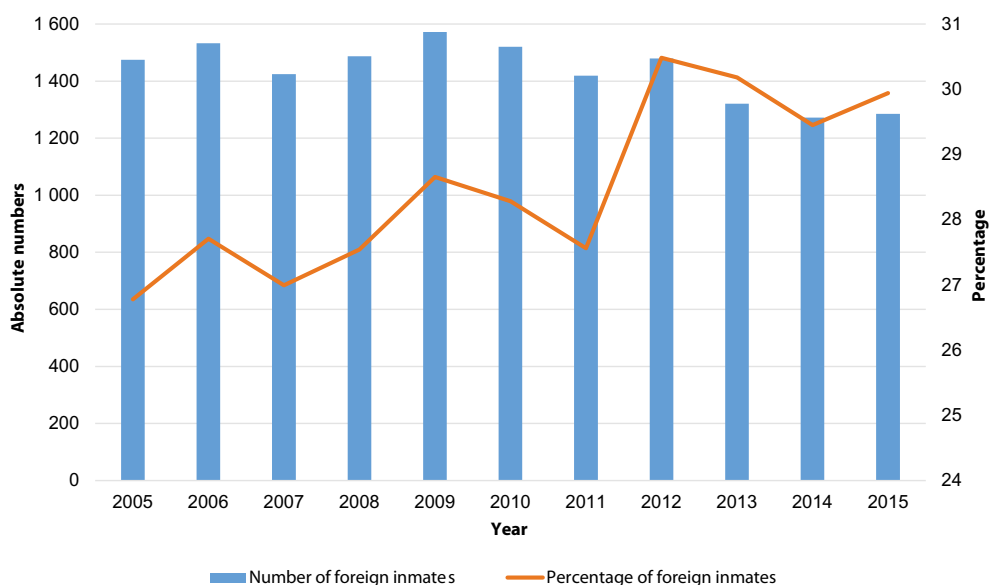


Figure 45a shows that the percentage of foreign inmates in the total prison population in 2015 was 12% higher than in 2005. Foreign inmates made up 30% of the total prison population in 2015 compared to 27% in 2005.

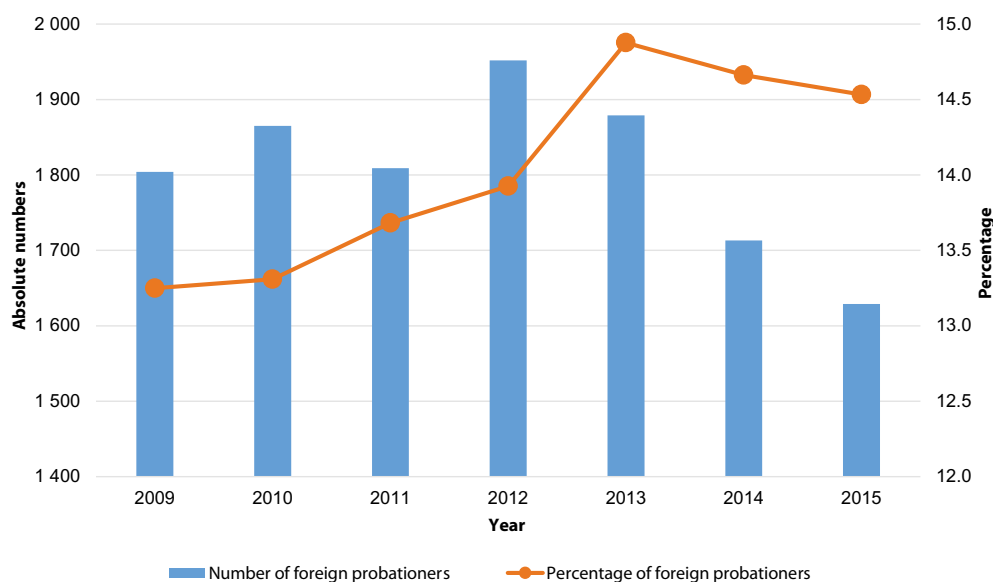
On the contrary the absolute number of foreign inmates decreased from 1 475 in 2005 to 1 285 in 2015 which represents a reduction of 13%. This contradiction between the change in the number of foreign inmates and

their relative percentage in the total prison population implies that the number of foreign inmates decreased at a slower pace than the number of national inmates.

In particular the figure shows that the number of foreign inmates remained relatively stable from 2005 to 2012 and decreased after that.

In a comparative perspective Sweden has a relatively high percentage of foreign inmates.

**Figure 45b. Number and percentage of foreign probationers under the supervision of probation agencies in Sweden 2009-2015**



Finally Figure 45b shows that on 31 December 2015 there were 1 629 foreigners placed under the supervision of probation agencies in Sweden. These probationers represented 14% of the total probation population. The figure shows that the number of foreign probationers decreased from 2009 to 2015 although their percentage registered an overall increase. During that period both the number and the percentage of foreigners on probation were lower than those observed in the prison population (14% compared to 22% in 2015).

## SWITZERLAND

**Figure 46a. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Switzerland 2005-2015**

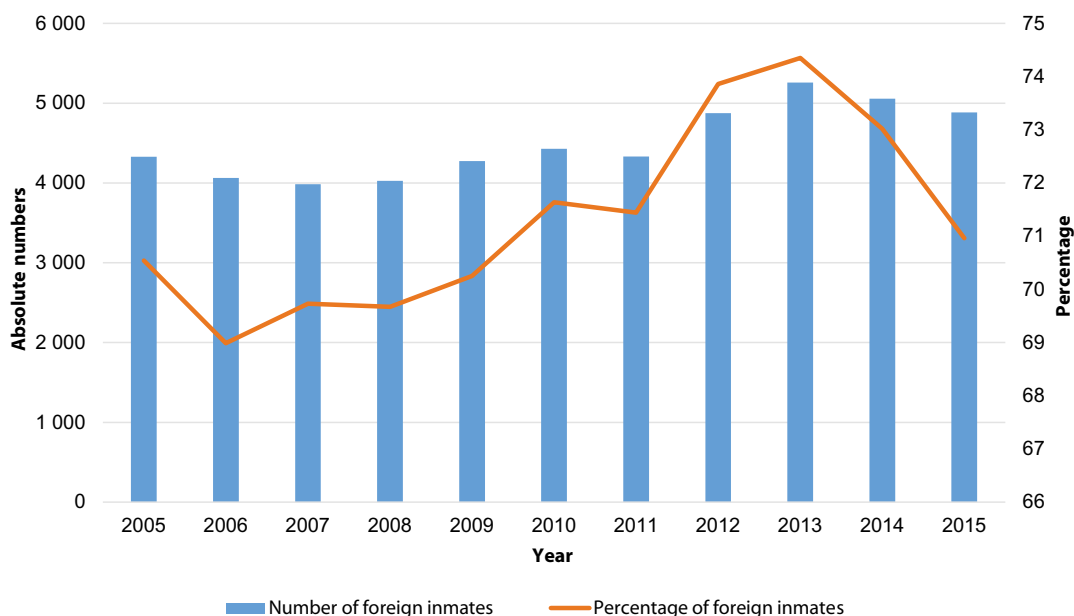


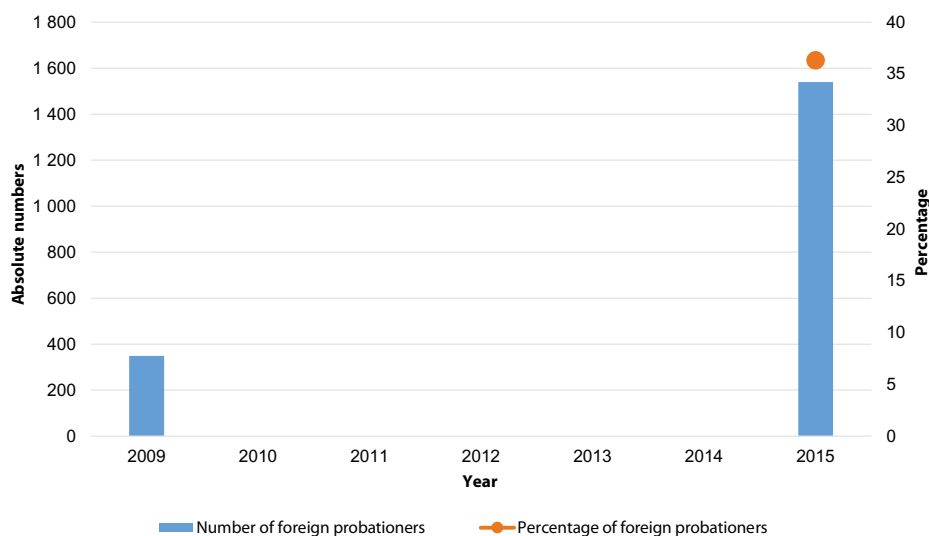
Figure 46a shows that the percentage of foreign inmates in the total prison population in 2015 was comparable to that in 2005. Foreign inmates made up 71% of the total prison population in 2015 compared to 70.5% in 2005.

At the same time the absolute number of foreign inmates rose from 4 329 in 2005 to 4 885 in 2015 which represents an increase of 13%. This contradiction between the change in the number of foreign inmates and their relative percentage in the total prison population implies that the number of foreign inmates increased at the same pace as the number of national inmates.

In particular the figure shows that the number of foreign inmates remained relatively stable from 2005 to 2011 increased in 2012 and 2013 and decreased in 2014 and 2015.

In a comparative perspective Switzerland has a high percentage of foreign inmates.

**Figure 46b. Number and percentage of foreign probationers under the supervision of probation agencies in Switzerland 2009 and 2015**



Finally Figure 46b shows that on 31 December 2015 there were 1 540 foreigners placed under the supervision of probation agencies in Switzerland. These probationers represented 36% of the total probation population. This means that in 2015 both the number and the percentage of foreigners on probation were lower than those observed in the prison population (36% compared to 71%). The country only provided data for foreigners on probation for 2009 and 2015. In 2015 their number was higher than in 2009 but one cannot compare the percentages because the total number of persons under the supervision of probation agencies in 2009 was not available.

## TURKEY

**Figure 47. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Turkey 2005-2015**

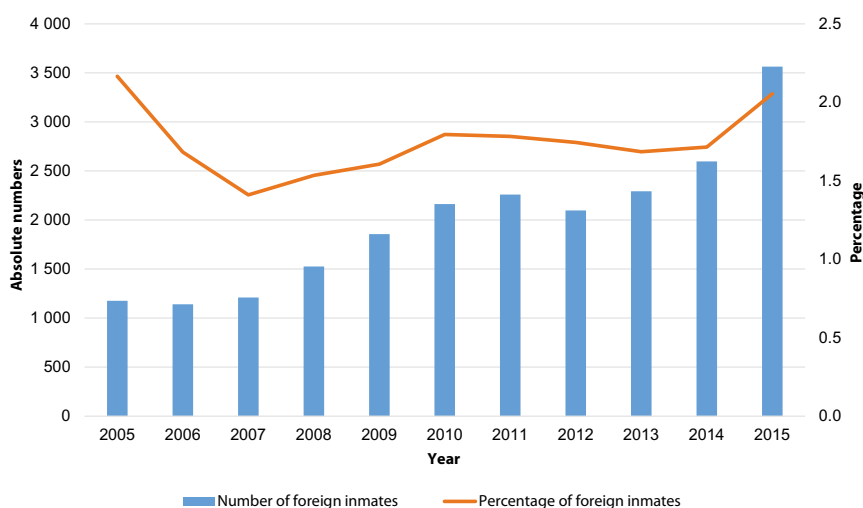




Figure 47 shows that the percentage of foreign inmates in the total prison population in 2015 was 5.1% lower than in 2005. Foreign inmates made up 2.1% of the total prison population in 2015 compared to 2.2% in 2005.

On the contrary the absolute number of foreign inmates rose from 1 176 in 2005 to 3 565 in 2015 which represents an increase of 203%. This contradiction between the change in the number of foreign inmates and their relative percentage in the total prison population implies that the number of foreign inmates increased at a slower pace than the number of national inmates.

In a comparative perspective the percentage of foreign inmates in Turkey is low. As a consequence the observed trends must be interpreted cautiously.

Finally on 31 December 2015 no data were available on the number of foreigners placed under the supervision of probation agencies in Turkey. In fact the country was unable to provide such data for the whole period under study. In particular Turkey informed us during this research that the data on foreigners on probation provided by the country for 2014 and included in the SPACE II report of that year was incorrect because the data were actually not available.

## UK: ENGLAND AND WALES

**Figure 48. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of England and Wales (United Kingdom) 2005-2015**

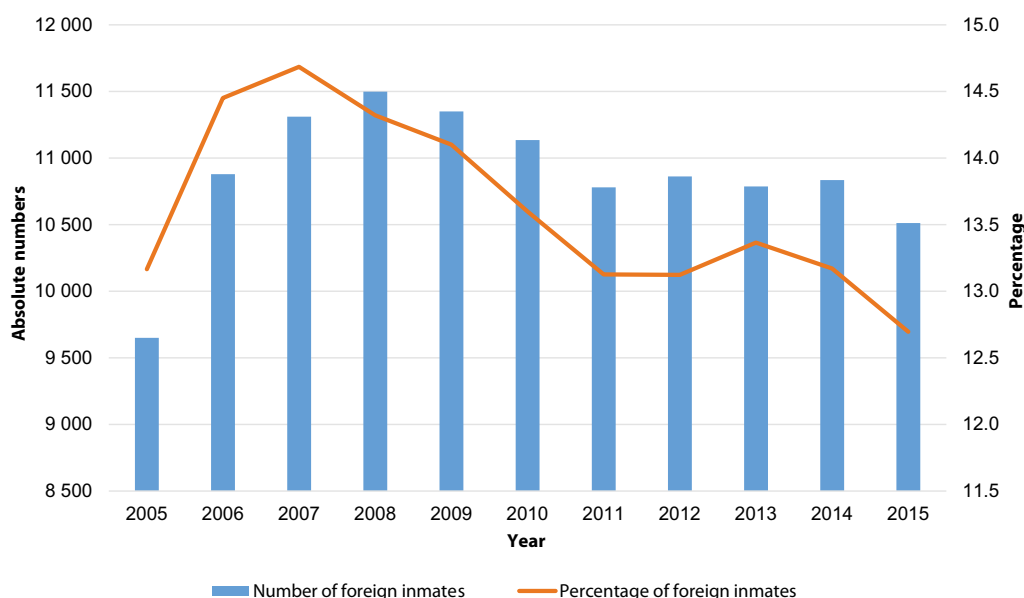


Figure 48 shows that the percentage of foreign inmates in the total prison population in 2015 was 3.7% lower than in 2005 which implies an overall stability. Foreign inmates made up 12.2% of the total prison population in 2015 compared to 12.7% in 2005.

On the contrary the absolute number of foreign inmates rose from 9 650 in 2005 to 10 512 in 2015 which represents an increase of 8.9%. This contradiction between the change in the number of foreign inmates and their relative percentage in the total prison population implies that the number of foreign inmates increased at a slower pace than the number of national inmates.

In particular the figure shows that the number of foreign inmates increased from 2005 to 2008 and decreased from 2009 to 2015.

In a comparative perspective the prison administration of England and Wales has an average percentage of foreign inmates.

Finally on 31 December 2015 no data were available on the number of foreigners placed under the supervision of probation agencies in England and Wales. In fact the country was unable to provide such data for the whole period under study.

## UK: NORTHERN IRELAND

Figure 49. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Northern Ireland (United Kingdom) 2005-2015

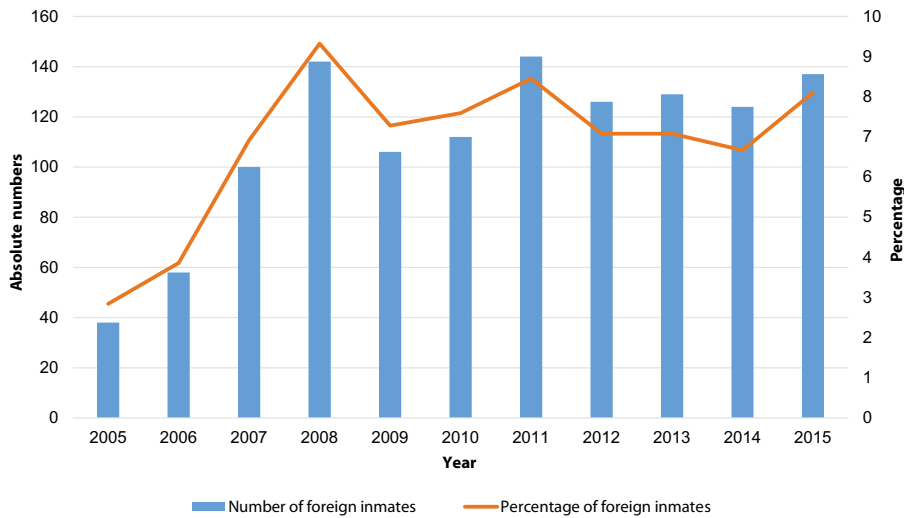


Figure 49 shows that the percentage of foreign inmates in the total prison population in 2015 was 185% higher than in 2005. Foreign inmates made up 8.1% of the total prison population in 2015 compared to 2.8% in 2005.

The absolute number of foreign inmates also rose from 38 in 2005 to 137 in 2015 which represents an increase of 261%. The fact that the increase in the number of foreign inmates is higher than that observed in their percentage implies that the number of foreign inmates increased at a slower pace than the number of national inmates.

In particular the figure shows that the increase in the number of foreign inmates mainly took place from 2005 to 2008. After that the number fluctuated but remained overall close to the peak observed in 2008.

In a comparative perspective in 2015 the prison administration of Northern Ireland had an average percentage of foreign inmates.

Finally on 31 December 2015 no data were available on the number of foreigners placed under the supervision of probation agencies in Northern Ireland. In fact the country was unable to provide such data for the whole period under study.

## UK: SCOTLAND

Figure 50. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Scotland (United Kingdom) 2005-2015

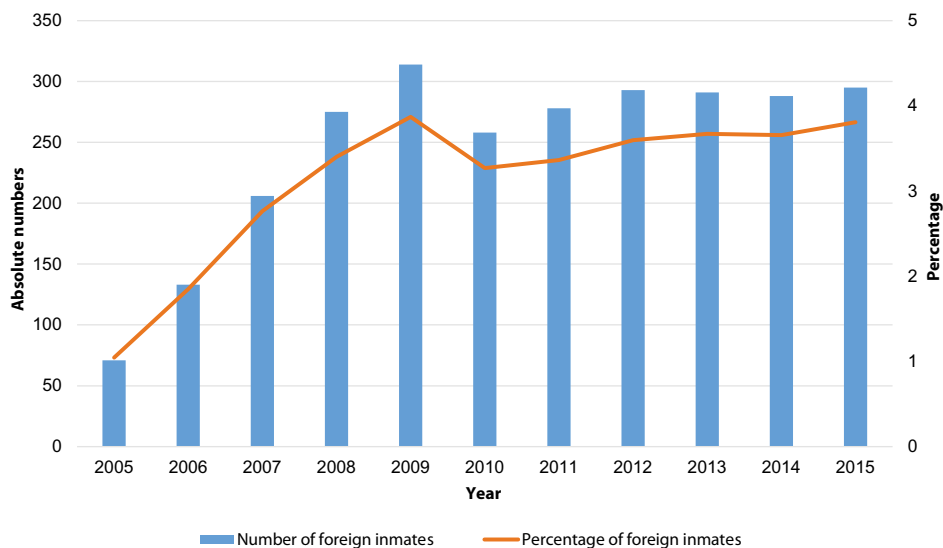


Figure 50 shows that the percentage of foreign inmates in the total prison population in 2015 was 264% higher than in 2005. Foreign inmates made up 3.8% of the total prison population in 2015 compared to 1% in 2005.

The absolute number of foreign inmates also rose from 71 in 2005 to 285 in 2015 which represents an increase of 315%. The fact that the increase in the number of foreign inmates is higher than that observed in their percentage implies that the number of foreign inmates increased at a slower pace than the number of national inmates

In particular the figure shows that the increase in the number of foreign inmates took place from 2005 to 2009 and since then that number has remained relatively stable.

In a comparative perspective the percentage of foreign inmates in the prison administration of Scotland is low. As a consequence the observed trends must be interpreted cautiously.

Finally on 31 December 2015 no data were available on the number of foreigners placed under the supervision of probation agencies in Scotland. In fact the country was unable to provide such data for the whole period under study.

## UKRAINE

**Figure 51. Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Ukraine 2005-2014**

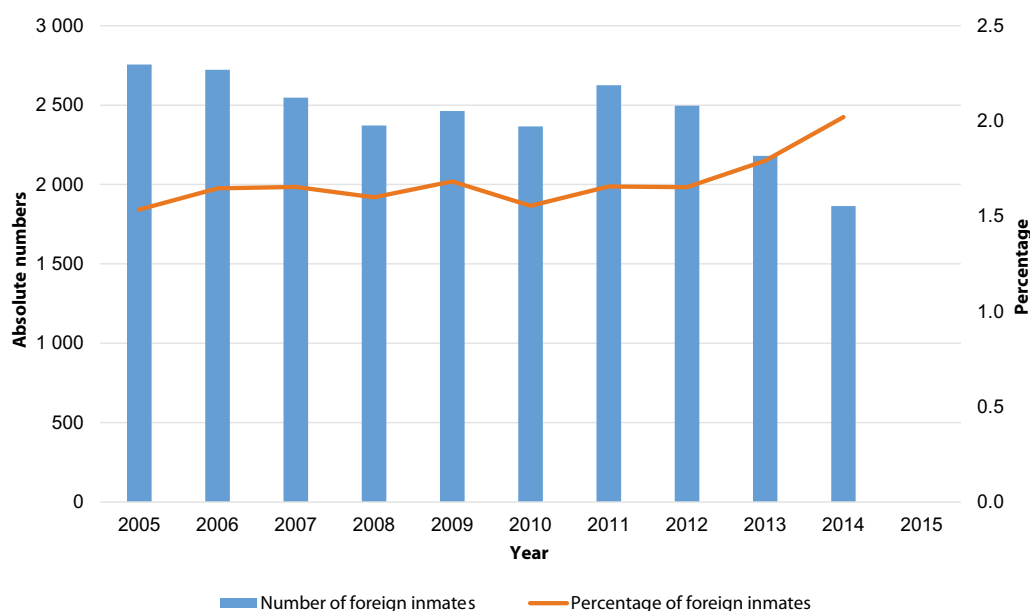


Figure 51 shows that the percentage of foreign inmates in the total prison population in 2014 was 32% higher than in 2005. Foreign inmates made up 2% of the total prison population in 2014 compared to 1.5% in 2005.

On the contrary the absolute number of foreign inmates decreased from 2 756 in 2005 to 1 865 in 2014 which represents a reduction of 32%. This contradiction between the change in the number of foreign inmates and their relative percentage in the total prison population implies that the number of foreign inmates decreased at a slower pace than the number of national inmates.

In particular the figure shows that the number of foreign inmates followed a decreasing trend overall interrupted once in 2009 and again in 2011.

In a comparative perspective the percentage of foreign inmates in Ukraine is low. As a consequence the observed trends must be interpreted cautiously.

Finally on 31 December 2015 no data were available on the number of foreigners placed under the supervision of probation agencies in Ukraine. In fact the country was unable to provide such data for the whole period under study.



## Conclusions

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**T**his study analysed the change in the number and percentage of foreign inmates placed in the penal institutions of 51 prison administrations in the 47 member states of the Council of Europe from 2005 to 2015. It also analysed the available information on foreign probationers (namely offenders placed under the supervision of probation agencies) in these states from 2009 to 2015. The analysis includes a comparison of the percentage of foreign inmates and of foreign probationers in 2015.

On the basis of a geographical classification of the Council of Europe member states into three clusters (Western Central and Eastern European countries) in 2005 the European prison population rates were distributed according to the following general pattern: Western Europe showed relatively low rates (with the lowest rates being observed in the Nordic countries) Central Europe showed intermediate rates and Eastern Europe showed the highest rates. The main exceptions were the following:

- ▶ England and Wales Scotland Spain and Portugal showed relatively high prison population rates.
- ▶ Croatia Greece Slovenia and Turkey showed relatively low prison population rates.

In addition in 2005 the percentage of foreign inmates was extremely low (less than 5% of the prison population) in Central and Eastern European countries. Conversely in Western Europe that percentage was relatively high. This means that foreign inmates were overrepresented only in Western Europe.

Ten years later in 2015 the general geographic distribution of the prison population rates across Europe remained relatively similar to the one observed in 2005 but there were some major differences in the trends:

- ▶ Germany and the Netherlands experienced a decrease in their prison population rates and by 2015 they joined the Nordic countries as the group of states with the lowest rates.
- ▶ Estonia and Latvia also experienced a decrease in their prison population rate and by 2015 they were no longer among the countries with the highest prison population rates.
- ▶ Georgia Lithuania Turkey and some of the southern Balkan countries like Albania Montenegro and North Macedonia experienced an increase in their prison population rates.

The distribution of foreign inmates in 2015 followed the same pattern as in 2005. In Central and Eastern European countries foreign inmates represented less than 5% of their prison population rates; while in Western Europe they continued to be overrepresented. In addition the percentage of foreign inmates in Western European penal institutions was higher in 2015 than in 2005.

Table 5. Overview of the trends in the percentages and in the absolute numbers of foreign inmates in the prison populations of 51 European prison administrations from 2005 to 2015

Countries with a low percentage of foreign inmates in prison ( $\geq 5$ in 2015)		Countries with an average percentage of foreign inmates in prison (between 5.1% and 15% in 2015)			Countries with a relatively high percentage of foreign inmates in prison (between 15.1% and 30% in 2015)			Countries with a high percentage of foreign inmates in prison ( $>30$ % in 2015)		
Trends 2005-2015		Trends 2005-2015			Trends 2005-2015			Trends 2005-2015		
Increase	Stable ( $\pm 5$ %)	Decrease	Increase	Stable ( $\pm 5$ %)	Decrease	Increase	Stable ( $\pm 5$ %)	Increase	Stable ( $\pm 5$ %)	Decrease
Albania	(Serbia)*	Moldova	(BiH: Rep. Srpska)*	(Ireland)*	Croatia	Denmark	Spain: Total	Austria	(Belgium)*	(Andorra [2006-15])*
Armenia		Poland	North Macedonia	(UK: England/Wales)*	(Czech Rep.)*	Finland		(Germany)*	(Italy)*	(Cyprus)*
Azerbaijan		Slovak Rep.	UK: Northern Ireland		Estonia	Iceland		Greece	Luxembourg	
(Bulgaria)*		(Turkey)*			(France)*	Montenegro [2011-15]		(Liechtenstein)*	(San Marino)*	
Georgia					Slovenia	(Sweden)*		Malta	(Switzerland)*	
Hungary								(Monaco [2005-14])*		
Latvia								Norway		
Lithuania								Spain: Catalonia		
(Romania)*										
Russian Fed.										
(Ukraine [2005-14])*										
UK: Scotland										

Countries with a low percentage of foreign inmates in prison ( $\geq 5$ in 2015)	Countries with an average percentage of foreign inmates in prison (between 5.1% and 15% in 2015)	Countries with a relatively high percentage of foreign inmates in prison (between 15.1% and 30% in 2015)	Countries with a high percentage of foreign inmates in prison ( $>30\%$ in 2015)
*Notes	*Notes	*Notes	*Notes
Bulgaria Romania Ukraine: Increase in the percentage but decrease in the absolute numbers	Bosnia and Herzegovina (BiH): Republika Srpska: Increase in the percentage but stability in the absolute numbers	Portugal: Decrease in the percentage but stability in the absolute numbers	Andorra: Decrease in the percentage but increase in the absolute numbers
Serbia: Stability in the percentage but increase in the absolute numbers	Czech Republic: Decrease in the percentage but stability in the absolute numbers	Sweden: Increase in the percentage but decrease in the absolute numbers	Belgium Switzerland: Stability in the percentage but increase in the absolute numbers
Turkey: Decrease in the percentage but increase in the absolute numbers	France: Decrease in the percentage but increase in the absolute numbers		Cyprus Liechtenstein: Decrease in the percentage but stability in the absolute numbers. However in the case of Liechtenstein the number of inmates and the population of the country are too low to reach statistically reliable conclusions
	Ireland UK: England and Wales: Stability in the percentage but increase in the absolute numbers		Germany Monaco: Increase in the percentage but decrease in the absolute numbers
			Italy: Stability in the percentage but decrease in the absolute numbers
			San Marino: The number of inmates and the population of the country are too low to reach statistically reliable conclusions

However the trends in the percentage of foreign inmates in the total prison population can be misleading because that percentage is also influenced by the trends followed by the number of national inmates. For example during a period of decreasing prison populations if the number of national inmates decreases faster than the number of foreign inmates then the percentage of the latter in the total prison population will accordingly increase. For that reason Table 5 considers the percentage changes from 2005 to 2015 both in the absolute numbers and in the percentage of foreign inmates in each prison administration of the Council of Europe member states. In Table 5 the prison administrations are divided into four clusters according to the corresponding percentages of foreign inmates in 2015. Inside each cluster the Table shows the overall trend from 2005 to 2015 (increase decrease or stability if the difference is within five per cent). Countries in which the trend in the percentage from 2005 to 2015 does not match the trend in the absolute numbers are indicated inside brackets. In each case a note explains the divergences observed.

As far as probationers are concerned the situation is quite different. There are practically no data on probation populations before the introduction of the revised version of the Council of Europe Annual Statistics SPACE II in 2009. Even for the period 2009 to 2015 there is still a lack of information for many years and many countries. This is due to several reasons: in some countries community sanctions and measures are still rare; in others probation agencies have not yet been created or were created during the period covered by this study; there are also some countries that do not collect data on probation or that only collect at regional levels without producing national or federal statistics.

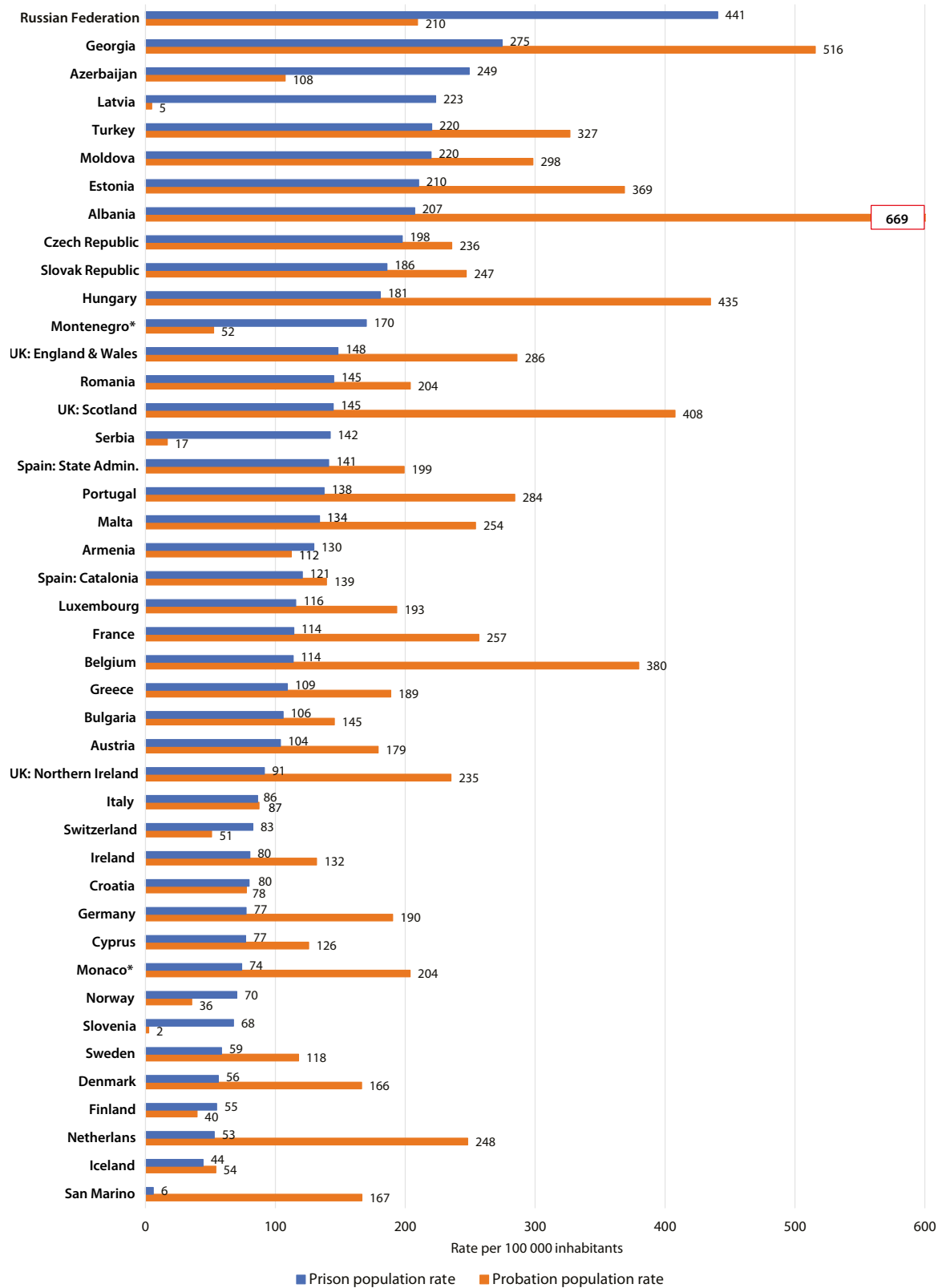
As a consequence it is not possible to properly establish the role that the development of community sanctions and measures has had on the observed trends in the percentage of foreigners held in penal institutions across Europe. In particular it is not possible to give a definitive answer to the following question: Is there a relationship between the use of community sanctions and measures for nationals and the growth of the percentage of foreigners among the inmates placed in the penal institutions of several countries?

Nevertheless the situation in 2015 allows a general analysis of the interaction between the use of imprisonment and the use of community sanctions as measures as alternatives to imprisonment.

First of all in 2015 the distribution of the persons placed under the supervision of probation agencies was quite heterogenous and did not follow a clear geographical distribution (see Figure 52).



Figure 52. Prison and probation population rates in 2015 in 43 prison administrations and probation agencies



Notes to Table 52:

1) \* Monaco and Montenegro: Data refer to 2014.

2) Countries are listed in decreasing order by their prison population rate.

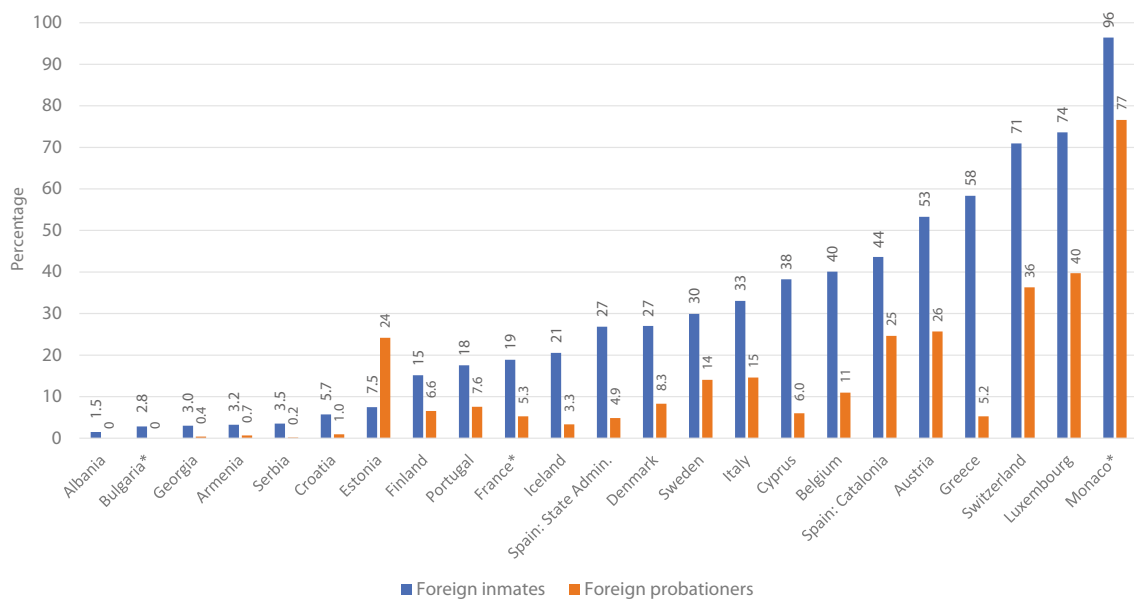
3) The probation population refers to all offenders placed under the supervision of probation agencies including those conditionally released (sometimes referred to as offenders on parole).

In addition even if the use of community sanctions and measures should theoretically lead to a decrease in the use of imprisonment the interaction between probation and prison population rates does not follow that logic in practice. For example in 2015:

- ▶ Most of the Nordic countries showed low probation population rates and low prison population rates too.
- ▶ On the contrary countries like England and Wales Poland and Turkey were among those with the highest probation population rates while contemporaneously showing relatively high prison population rates.
- ▶ Several of the countries with moderate or high prison population rates such as Spain France Belgium Luxembourg or Greece also showed moderate or high probation population rates.
- ▶ Only Germany and the Netherlands show low prison population rates and respectively relatively high and high probation population rates.

In fact as can be seen in Figure 52 probation population rates are higher than prison population rates in most countries. Thus there is a complex relationship between prison and probation population rates and the data presented in this study corroborate previous research suggesting that community sanctions and measures are not being used systematically as alternatives to imprisonment.

**Figure 53. Percentage of foreign inmates and probationers in 2015**



Notes to Table 53:

1) \* Bulgaria France and Monaco: Data refer to 2014.

2) Countries are listed in increasing order by their percentage of foreign inmates.

Finally as can be seen in Figure 53 the percentage of foreign probationers placed under the supervision of probation agencies was far lower than the number of foreign inmates placed in penal institutions in 2015. Although part of this difference may be explained by the fact that it is more difficult for a foreigner to fulfil the conditions required to be placed under the supervision of probation agencies the observed distribution suggests that an increase in the use of community sanctions and measures for foreigners may contribute to a decrease in the percentage of foreign inmates in Western European countries.

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