

# Foreign offenders in prison and probation in Europe

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

Marcelo F. Aebi  
Léa Berger-Kolopp  
Christine Burkhardt  
Julien Chopin  
Yuji Z. Hashimoto  
Mélanie M. Tiago

Lausanne, 30 June 2018 – Updated on 3 December 2018

This study has been written by Marcelo F. Aebi, Léa Berger-Kolopp, Christine Burkhardt, Julien Chopin, Yuji Z. Hashimoto, and Mélanie M. Tiago on behalf of the Council for Penological Cooperation (PC-CP) of the Council of Europe, Strasbourg, France.

The study has been prepared under contract N° 264/2016 (Research projects based on SPACE I and SPACE II) with the *Action against Crime Department, Information Society and Action against Crime Directorate, DGI - Directorate General Human Rights and Rule of Law* of the Council of Europe. It has also received support from the University of Lausanne, Switzerland.

Country based information on penal institutions and prison populations was collected through questionnaires sent to the Prison Administrations of the member States of the Council of Europe. The information collected was analysed by the authors of this study. In addition, during the preparation of the study, three validation procedures were applied: internal, cross-national and peer-review.

The responsibility for the content of this study lies with the authors, and the content does not represent the views of the Council of Europe; nor is the PC-CP responsible for any use that may be made of the information contained herein.

*Suggested citation [APA norms]:*

Aebi, M.F., Berger-Kolopp, L., Burkhardt, C., Chopin, J., Hashimoto, Y.Z. & Tiago, M.M. (2018). *Foreign offenders in prison and probation in Europe: Trends from 2005 to 2015 (inmates) and situation in 2015 (inmates and probationers)*. Strasbourg: Council of Europe.

© Council of Europe & University of Lausanne, 2018

*Reproduction is authorised, except for commercial purposes, provided that the source is acknowledged.*

## Key Findings

- 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 the evolution of 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 or care of probation agencies was quite heterogeneous 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, the interaction between probation and prison population rates does not follow that logic in practice. 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 or care of probation agencies was far lower than the number of foreign inmates placed in penal institutions (see Figure 53). 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 or care of probation agencies, the observed distribution suggests that an increase in the use of community sanctions and measures for foreigners may contribute to decrease the percentage of foreign inmates in Western European countries.

## Aim of the study

This is a descriptive longitudinal study that presents the data currently available on the number of foreigners in the prison populations and under the supervision or care of probation agencies in the 47 member States of the Council of Europe.

The starting point of the study is the data that has been collected through the Council of Europe Annual Penal Statistics (SPACE) on prison populations (SPACE I) and on persons under the supervision or care 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 next chapter). The final report 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 or care 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 in probation were much lower than the ones 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 or care of probation agencies.

In spite of that limitation, the data collected can be extremely useful for both the 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 of the study

Data for the SPACE report are collected by means of a questionnaire sent every year to the Penitentiary administrations 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 ICPC, European Monitoring Centre for Drugs and Drug Addiction EMCDDA). Once the questionnaire is filled 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 fill it in each country have changed over the years. Likewise, the way in which data are collected in some countries has also changed across 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 sudden changes in the observed trends. Then, a two-days 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 the ones included in this study. However, it must be mentioned 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-days meeting with the SPACE II national correspondents took place in Strasbourg on the 16<sup>th</sup> and 17<sup>th</sup> 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 the ones included in this study. However, as it 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; Poland; Serbia; Switzerland; FYRO Macedonia; Ukraine; England and Wales; Northern Ireland; and Scotland.

## **Characteristics and limitations of the data available**

As mentioned in the introduction, there are major differences in the amount of data available for foreign inmates and for foreign probationers. In the case of the inmates, the series are almost complete for the period 2005 to 2015. On the contrary, in the case of the probationers, there is practically no data 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.

Thus, in the case of foreign inmates, the UNIL research team was able to establish relatively reliable series for the period 2005 to 2015 for almost all countries. Only a few data are still missing. In particular, data for 2011 are missing for Andorra, data for 2015 are missing for Monaco and data for Montenegro are only available since 2011.

On the contrary, in the case of foreign probationers, the maps and tables included in this report show the amount of information that is still missing.

## Contents of the study

After the preceding general introduction, this next chapter presents the definitions of the main concepts used in this report. The following sections present the data collected in the form of maps, tables, and country profiles.

**Rule of thumb applied in this study:** Throughout this report, we have considered 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 years of the series (i.e. the percentage change) is equal or inferior to five percent (+/- 5%).

## Definitions

The terms presented in *italics* can be found in the literature on prisons and probation, but have not been used in this study because their definitions may vary across countries or because they are used only in some countries.

**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". Persons conditionally released and placed under the supervision or care of probation agencies are considered in this 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 in remand*.

**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 in 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 or care 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<sup>st</sup> 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<sup>st</sup> September is preferred relative to the 31<sup>st</sup> 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 or care of probation agencies.

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

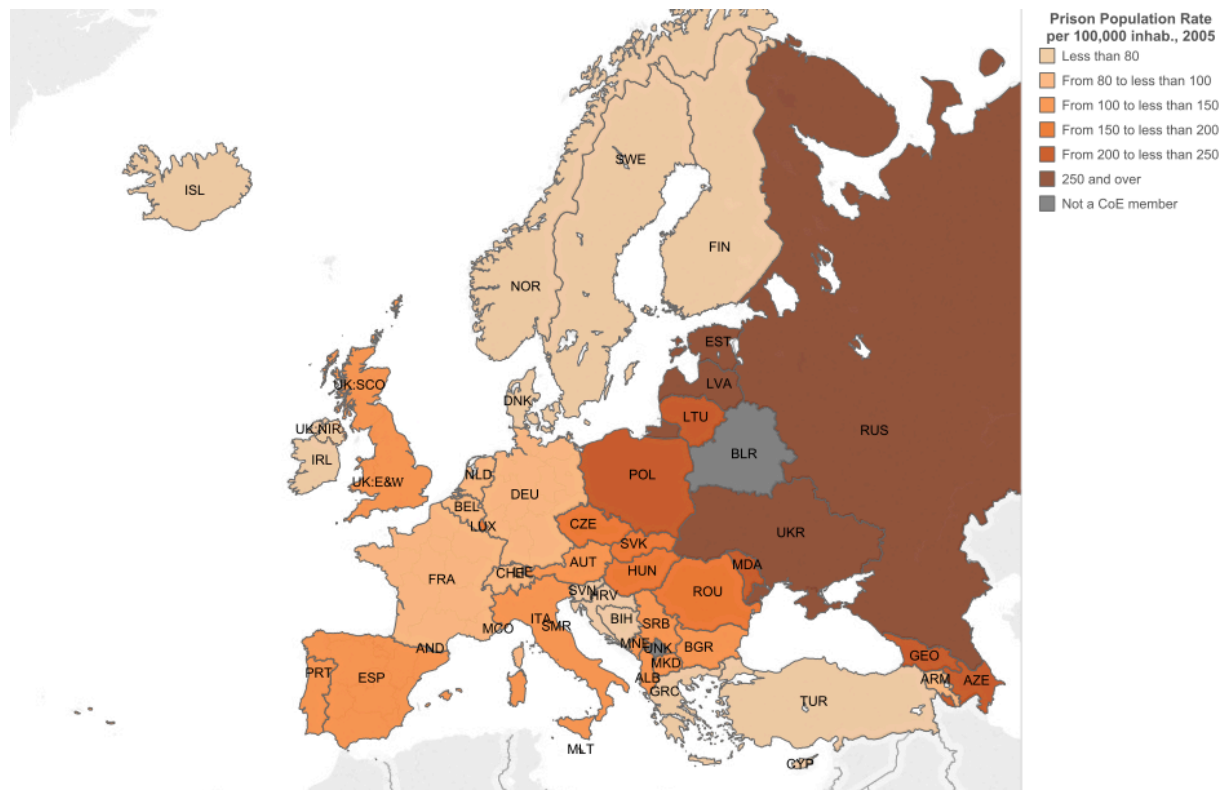
**Pre-trial detention:** Deprivation of freedom in a penal institution before a final sentence has been pronounced. Sometimes it is also referred to as *provisional detention*, *remand in custody* or simply *remand*.

**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 a synonym of *pre-trial detention*. Due to this ambiguity, the term is not used in this report.



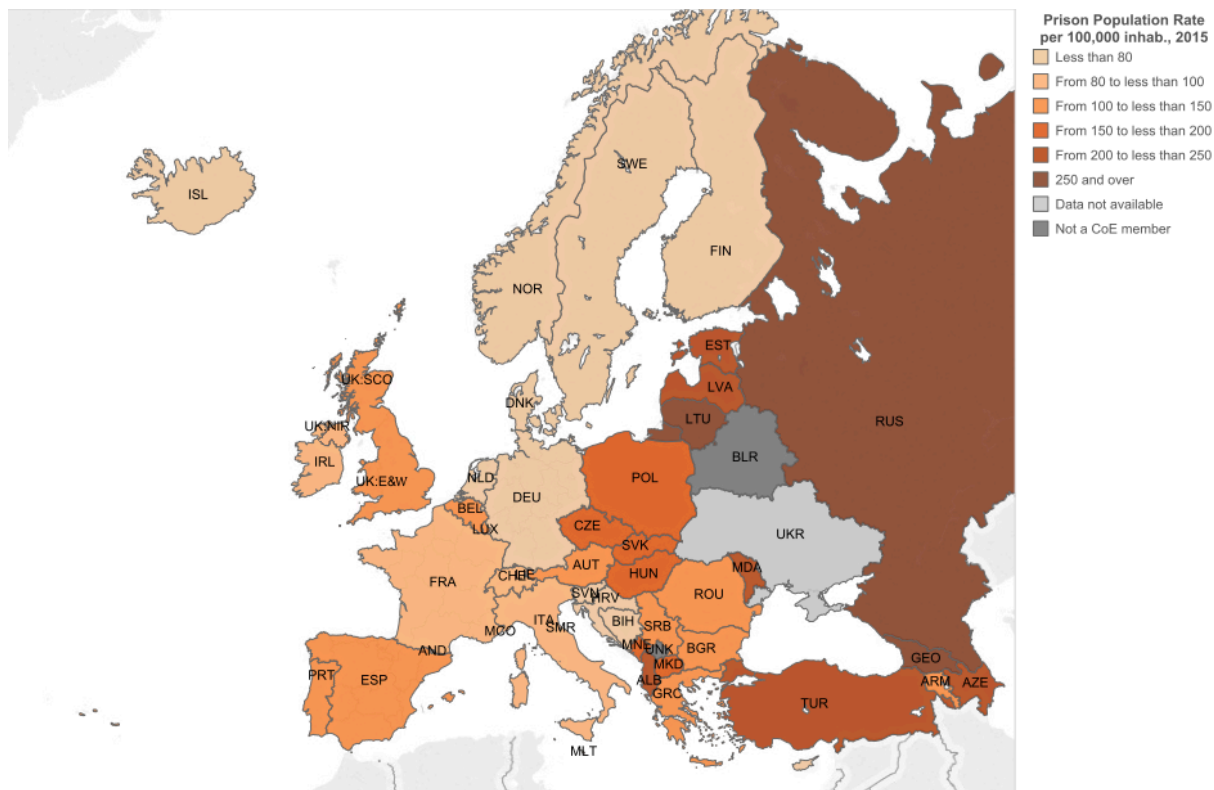
# MAPS

**Map 1. Prison Population Rates in Europe on 1<sup>st</sup> September 2005**



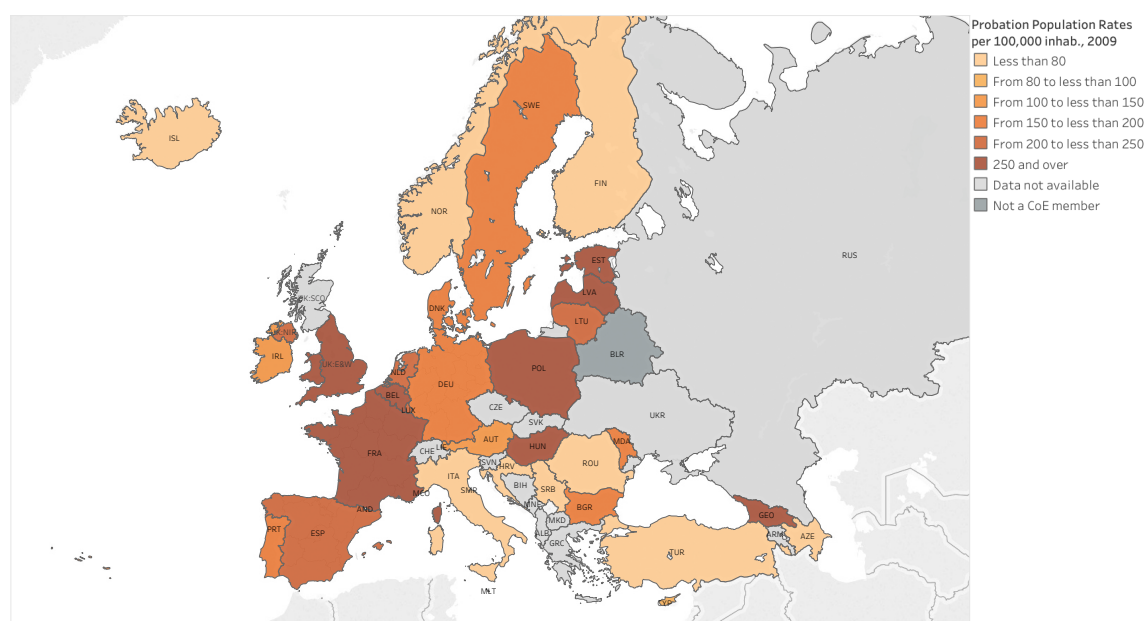
Map 1 presents the prison population rates in the Council of Europe member States on 1<sup>st</sup> September 2005. In general, it can be seen that such rates tend to decrease as one moves from Eastern to Western Europe, although there are several exceptions. In particular, England and Wales, Scotland, 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<sup>st</sup> September 2015**



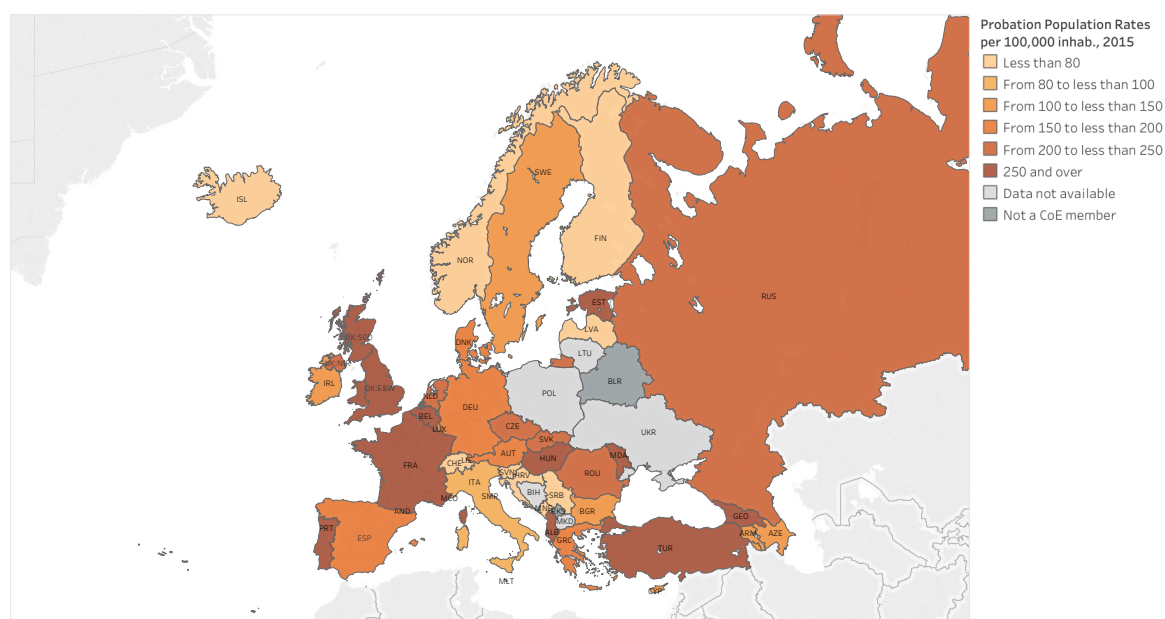
Map 2 illustrates the situation ten years later, on 1<sup>st</sup> September 2015. Although the general geographic distribution of the prison population rates across Europe remained similar to the one observed in 2005, several changes must be noted. In particular, Georgia, Lithuania, Turkey, and some of the southern Balkan countries like Albania, Macedonia and Montenegro 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<sup>st</sup> December 2009**



Map 3 presents the probation population rates in Council of Europe member States on 1<sup>st</sup> 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 report 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 continue to start 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. The reason is that some countries were not yet applying community sanctions and measures at that moment, or did not have probation agencies, or simply did not collect data on that topic.

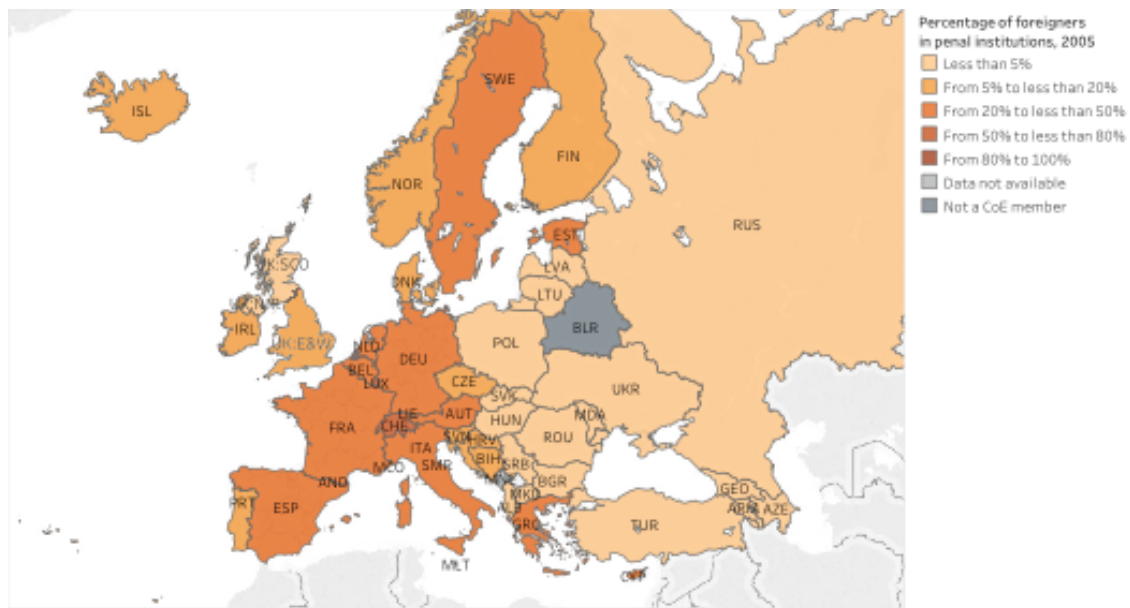
**Map 4. Probation Population Rates in Europe on 31<sup>st</sup> December 2015**



Map 4 presents the probation population rates six years later, on 31<sup>st</sup> December 2015. The first positive information is that, at that moment, most of the member States of the Council of Europe were able to provide information on the rate of persons under the supervision or care of probation agencies. Contrary to what was observed in Maps 1 and 2, the distribution of the probation population rates across Europe is quite heterogeneous 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 the ones 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>.

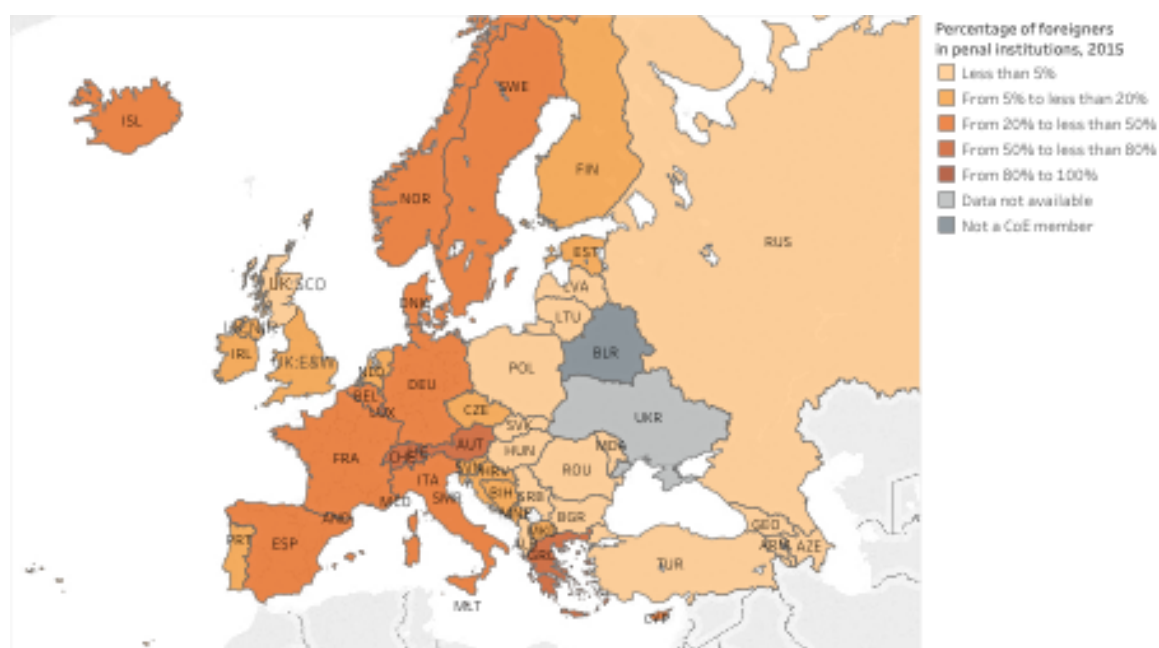
<sup>1</sup> Aebi, M.F., Delgrande, N. & Marguet, Y. (2015). Have community sanctions and measures widened the net of the European criminal justice systems? *Punishment & Society*, 17(5): 575–597. DOI: 10.1177/1462474515615694

**Map 5.** Percentage of foreign inmates in the prison population on 1<sup>st</sup> September 2005



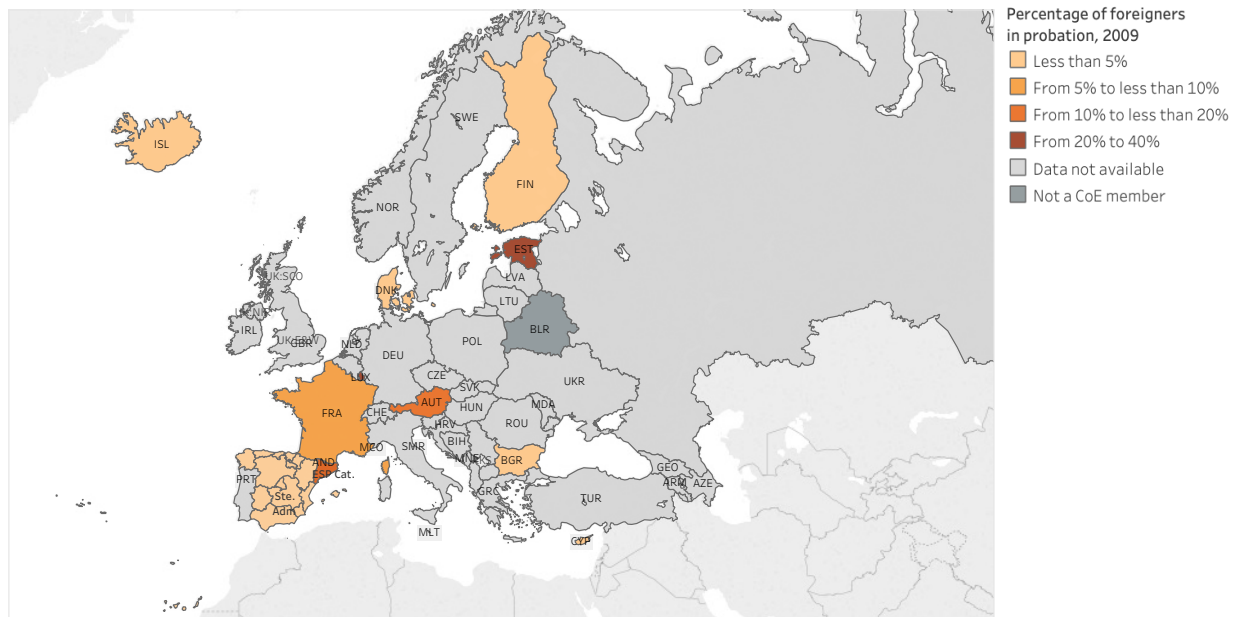
Map 5 presents the percentage of foreign inmates placed in European penal institutions on 1<sup>st</sup> September 2005. It can be seen that such percentage is below 5% in Central and Eastern Europe. This means that it is only in Western Europe, and in particular in most EU and EFTA countries, that foreign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

**Map 6.** Percentage of foreign inmates in the prison population on 1<sup>st</sup> September 2015



Map 6 presents the situation ten years later, on 1<sup>st</sup> 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.

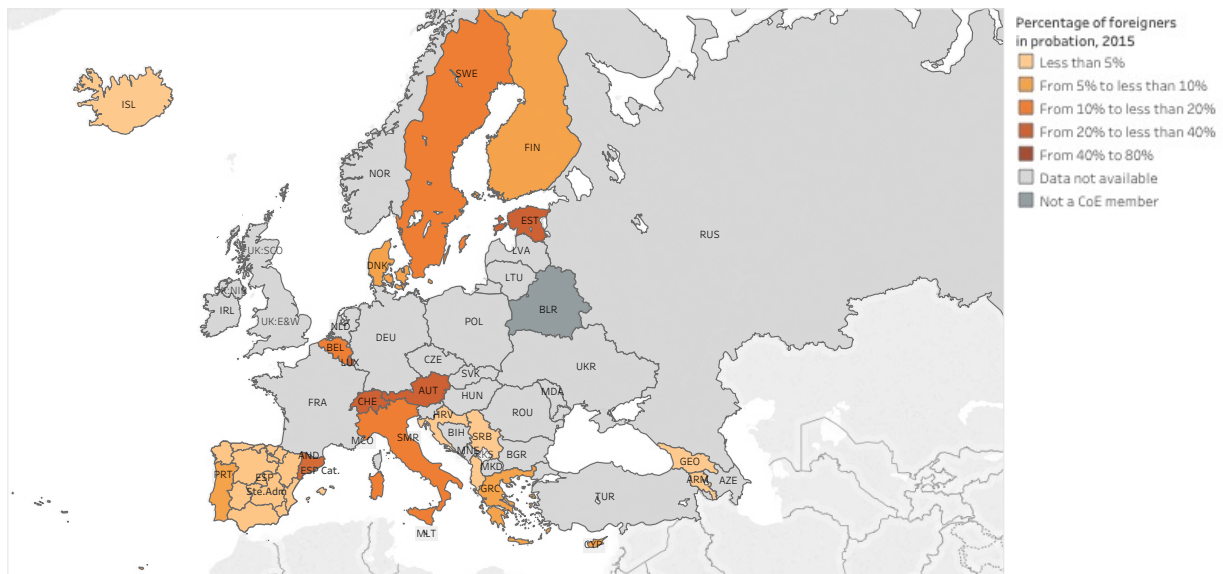
**Map 7.** Percentage of foreign probationers under the supervision or care of Probation agencies on 31<sup>st</sup> December 2009



Map 7 presents the percentage of foreigners under the supervision or care of Probation agencies on 31<sup>st</sup> 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 or care of Probation agencies on 31<sup>st</sup> December 2015



Map 8 presents the situation ten years later, on 31<sup>st</sup> 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 in probation.

# TABLES

**Table 1.** Number of foreign inmates in the prison population on 1<sup>st</sup> 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	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	-47
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
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	4.6
Romania	274	260	243	213	198	205	208	183	181	261	250	-9
Russian Fed	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
FYRO Macedonia	98	99	85	81	79	69	152	69	88	119	198	102
Turkey	1 176	1 141	1 211	1 526	1 856	2 162	2 259	2 098	2 294	2 598	3 565	203
Ukraine	2 756	2 723	2 548	2 372	2 463	2 366	2 625	2 497	2 181	1 865		-32
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 North 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
	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	
Average per 100,000 inhabitants	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 population	384	354	416	411	440	451	370	367	352	301	353	-8

**Table 2.** Percentage of foreign inmates in the prison population on 1<sup>st</sup> September of each year (2005-2005)

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	1206
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	-5,2
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
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	-5,2
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 Fed	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
Fyro Macedonia	4,6	4,9	4,1	3,6	3,2	2,7	6,0	2,7	3,1	3,8	5,7	23
Turkey	2,2	1,7	1,4	1,5	1,6	1,8	1,8	1,7	1,7	1,7	2,1	-5,1
Ukraine	1,5	1,6	1,7	1,6	1,7	1,6	1,7	1,7	1,8	2,0		31,6
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 North 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
	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	
Average per 100,000 inhabitants	21	22	19	20	22	21	20	21	21	21	22	7,5
Median per 100,000 population	12	12	9	11	12	12	10	11	13	13	12	3,7

**Table 3.** Number of foreign probationers under the supervision or care of probation agencies on 31<sup>st</sup> December of each year (2009-2015)

Number of foreign probationers under the supervision or care 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	2634	2702	3 135	3 704	3931	4002
Azerbaijan							
Belgium				4 488	4 059	4 164	4710
BiH (State Admin.)							
BiH: Fed. 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	1729	1778	1 662	1 565	1235	1174
Finland	85	56	72	112	101	105	143
France	20 176	8964	8890	9 433		9671	
Georgia			187	170	73	53	75
Germany							
Greece		38	1113		682	104	1069
Hungary							
Iceland	7	3	5	8	12	11	6
Ireland							
Italy		8402	10029	3 908	5 228	5224	7752
Latvia							
Liechtenstein							
Lithuania							
Luxembourg	362	430	498	498		533	443
Malta							
Moldova							
Monaco		57	61	34	34	59	28
Montenegro							
Netherlands							
Norway							
Poland							
Portugal		1 377	1 788	2 135	2 248	2 084	2 221
Romania							
Russian Fed.							
San Marino					6		
Serbia			1	1	3	10	2
Slovak Republic							
Slovenia							
Spain: State Administration	2 240					5310	3785
Spain: Catalonia	1 933	3058	2892	2 555	2 369	2 474	2 526
Sweden	1 804	1 865	1 809	1 952	1 879	1713	1629
Switzerland	349						1540
FYRO Macedonia							
Turkey							
Ukraine							
UK: England and Wales							
UK: Northern Ireland							
UK: Scotland							

**Table 4.** Percentage of foreign probationers under the supervision or care of probation agencies on 31<sup>st</sup> December of each year (2009-2015)

Percentage of foreign probationers under the supervision or care 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: Fed. 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							
Norway							
Poland							
Portugal		8.9	9.1	9.0	8.5	8.1	7.6
Romania							
Russian Fed.							
San Marino					21.4		
Serbia			0.4	0.3	0.4	0.9	0.2
Slovak Republic							
Slovenia							
Spain: State Administration	2.3					6.5	4.9
Spain: Catalonia	19.3	27.3	29.6	26.4	25.6	24.4	24.6
Sweden	12.7	12.8	13.2	13.4	14.4	14.2	14.0
Switzerland							36.3
FYRO Macedonia							
Turkey							
Ukraine							
UK: England and Wales							
UK: Northern Ireland							
UK: Scotland							

# COUNTRY PROFILES

## Introduction to the country profiles

This 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, in Figure 1a, one can see that, in 2005, Albania had 12 foreign inmates (left y-axis), which represented 0.4% of its total prison population; while by 2015 there were 89 foreign inmates that represented 1.5% of the prison population of Albania. Whenever data were available, we followed the same logic to construct a similar table for the number and percentage of foreigners under the supervision or care of probation agencies (see, for example, Figure 1b).

In the comments associated to each Figure related 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, comparing 2015 to 2005, the number of foreign inmates increased by 642%, while their percentage in their total prison population increased by 325%. The comparison of both percentages allows 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 evolution of both percentages is 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 to be placed in detention than nationals, 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 in probation, each country profile indicates, whenever the data were available, the number and percentage of foreigners in probation on 31<sup>st</sup> 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 in 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

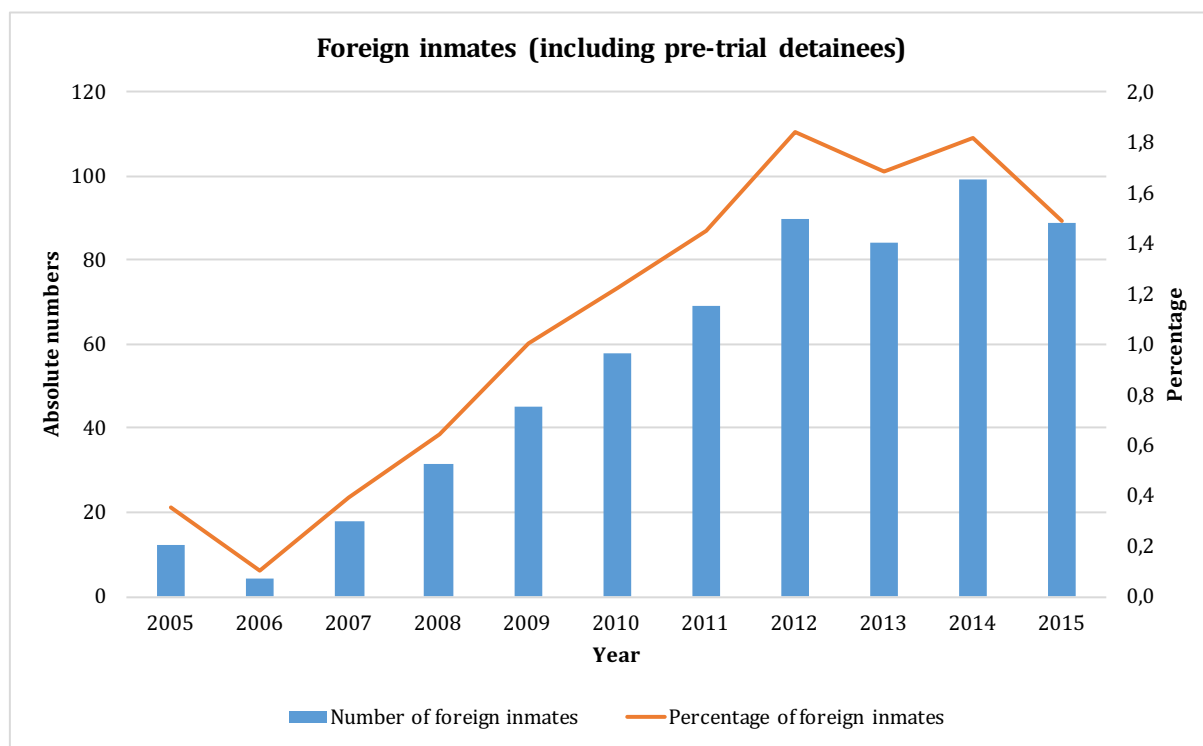


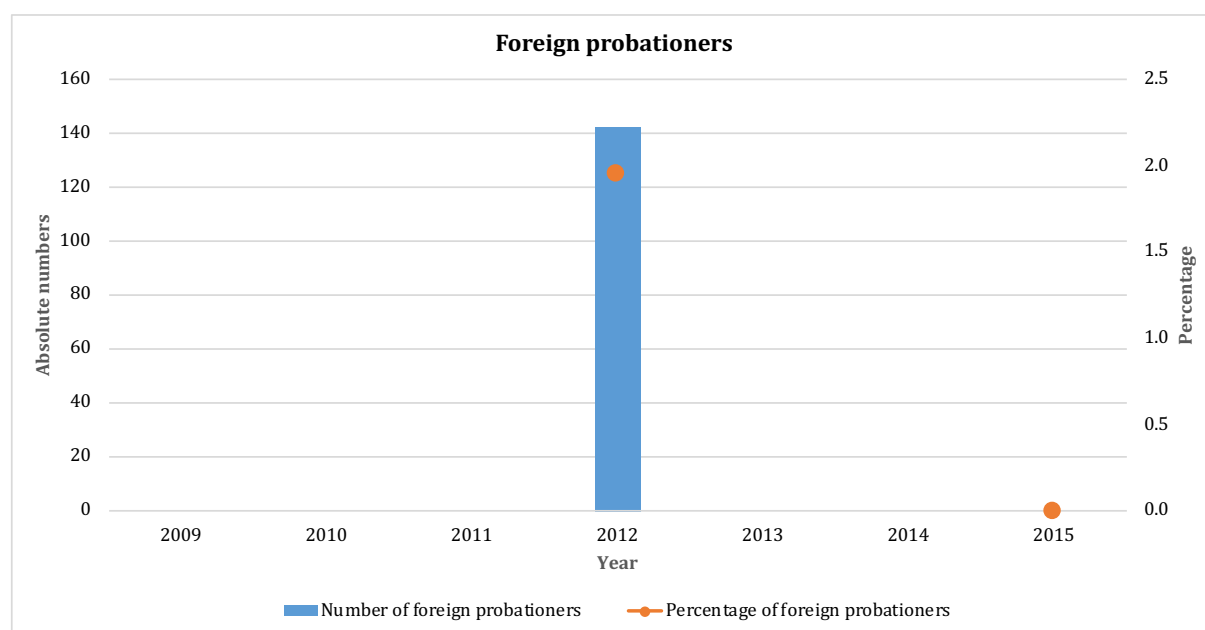
Figure 1a shows that, comparing 2015 to 2005, the *percentage* of foreign inmates in the total prison population increased by 325%. In 2005, 0.4% of the inmates were foreigners, while in 2015 they represented 1.5% of the total prison population.

The absolute *number* of foreign inmates also increased, rising from 12 to 89, which represents an increase of 642%. 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, Figure 1a 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.

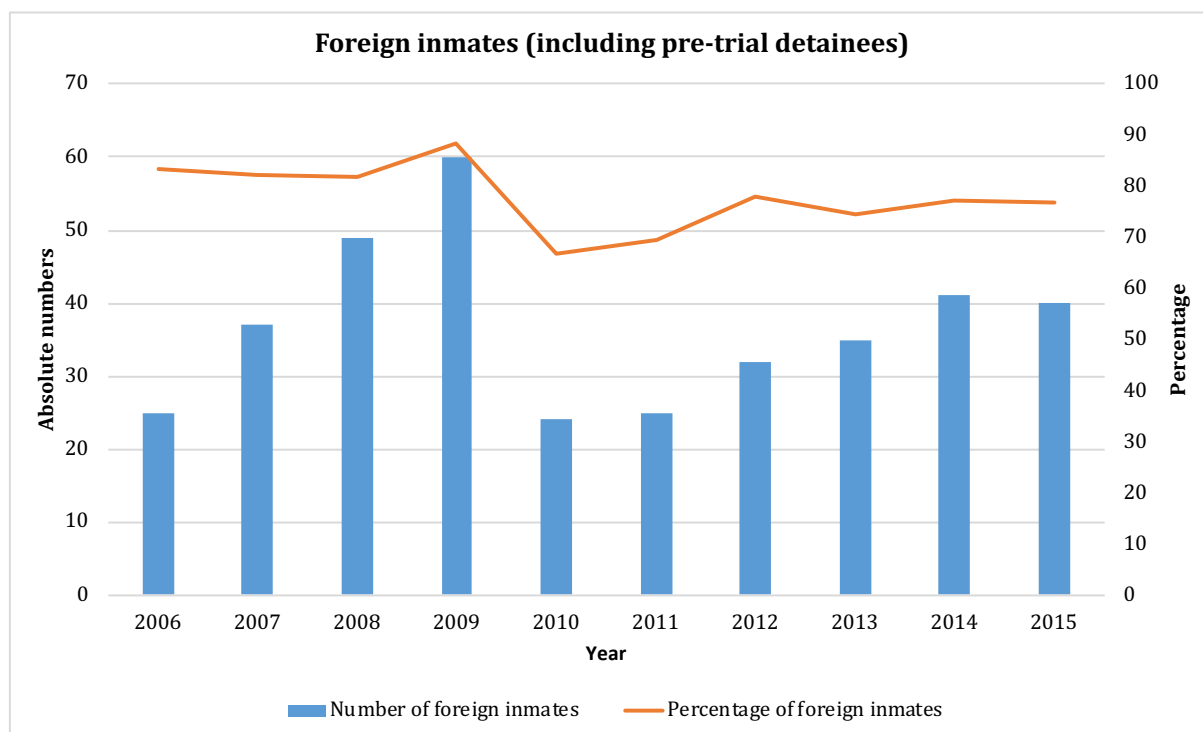
**Figure 1b.** Number and percentage of foreign probationers under the supervision or care of probation agencies in Albania, 2009-2015



At the same time, Figure 1b shows that, on 31<sup>st</sup> December 2015, there were no foreigners placed under the supervision or care of probation agencies in Albania. 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 in probation were higher than the ones observed in the prison population (2% against 1.8%).

## ANDORRA

**Figure 2.** Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Andorra, 2005-2015



The above Figure shows that, comparing 2015 to 2006, the *percentage* of foreign inmates in the total prison population decreased by 8%. In 2006, 83% of the inmates were foreigners, while in 2015 they represented 77% of the total prison population.

On the contrary, the absolute *number* of foreign inmates has increased, rising from 25 to 40, which represents an increase of 60%. This contradiction between the evolution of 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 shows 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.

At the same time, on 31<sup>st</sup> December 2015 there were no data on the number of foreigners placed under the supervision or care 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

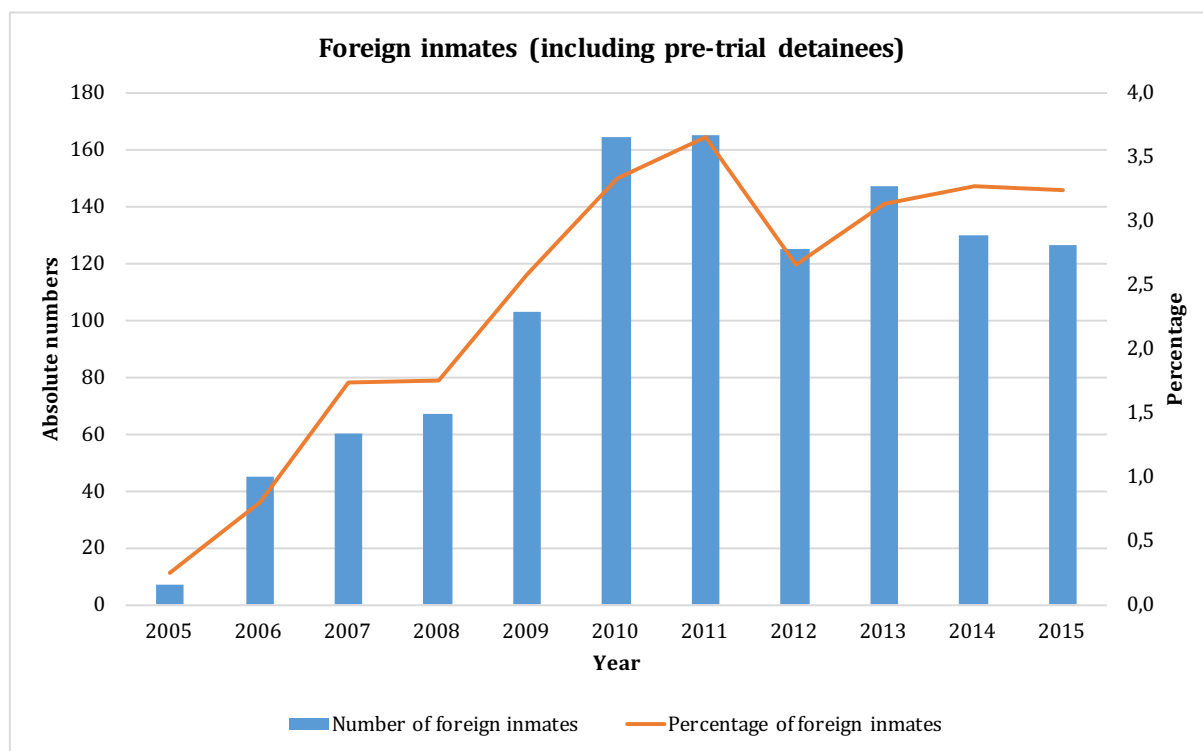


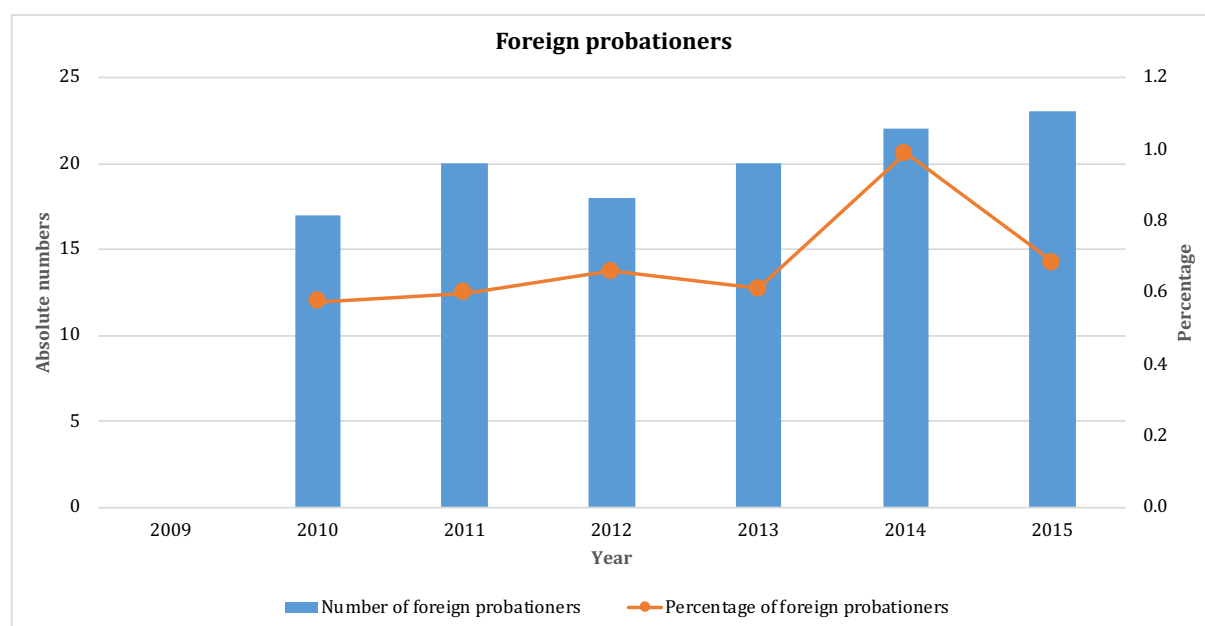
Figure 3a shows that, comparing 2015 to 2005, the *percentage* of foreign inmates in the total prison population increased by 1207%. In 2005, 0.2% of the inmates were foreigners, while in 2015 they represented 3.2% of the total prison population.

The absolute *number* of foreign inmates also increased, rising from 7 to 186, which represents an increase of 1700%. 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, Figure 3a 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 or care of probation agencies in Armenia, 2009-2015



At the same time, Figure 3b shows that, on 31<sup>st</sup> December 2015, there were 23 foreigners placed under the supervision or care 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 in probation were lower than the ones observed in the prison population (0.7% against 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

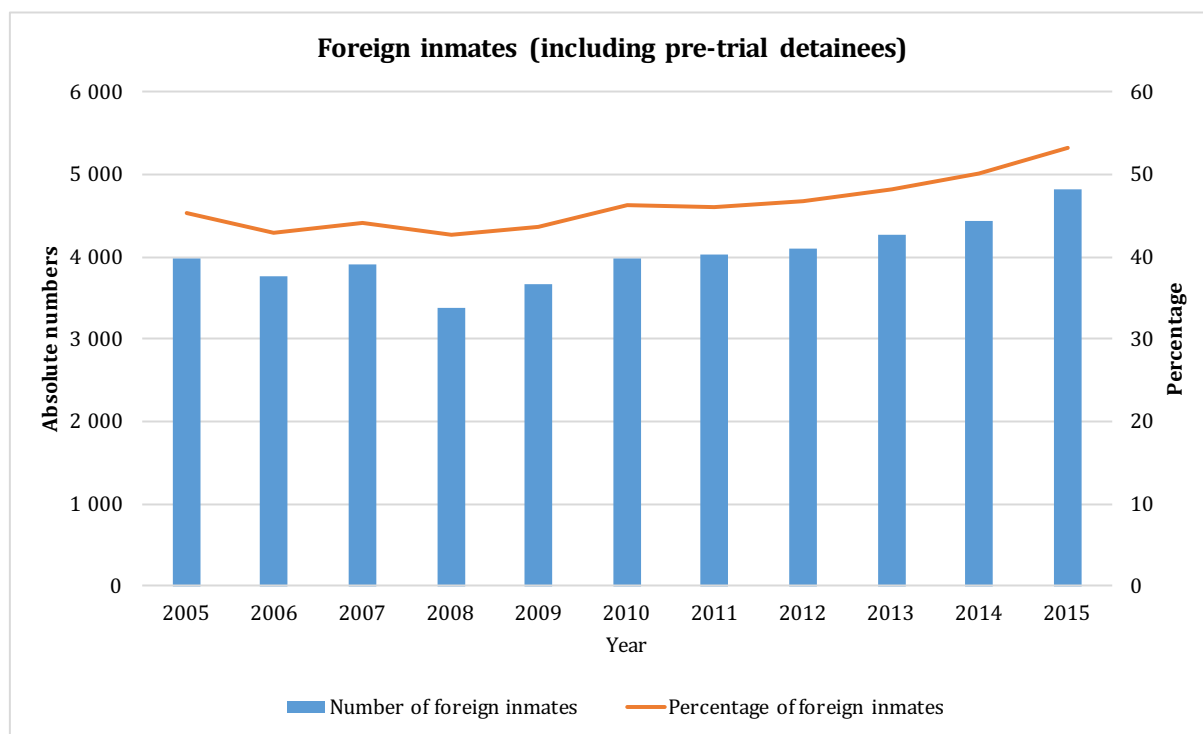


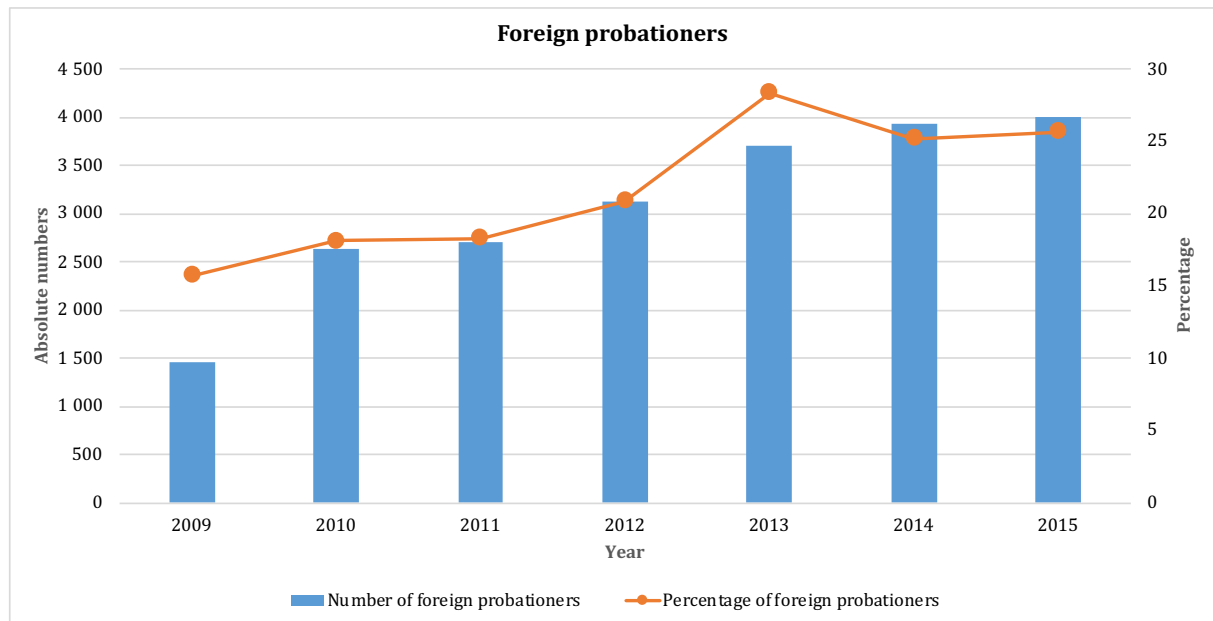
Figure 4a shows that, comparing 2015 to 2005, the *percentage* of foreign inmates in the total prison population increased by 17%. In 2005, 45% of the inmates were foreigners, while in 2015 they represented 53% of the total prison population.

The absolute *number* of foreign inmates also increased, rising from 3,979 to 4,817, 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, Figure 4a 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 or care of probation agencies in Austria, 2009-2015



At the same time, Figure 4b shows that, on 31<sup>st</sup> December 2015, there were 4002 foreigners placed under the supervision or care of probation agencies in Austria. These probationers represented 25.7% of the total probation population. Figure 4b 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 in probation were lower than the ones observed in the prison population (25.7% against 53% in 2015).

## AZERBAIJAN

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

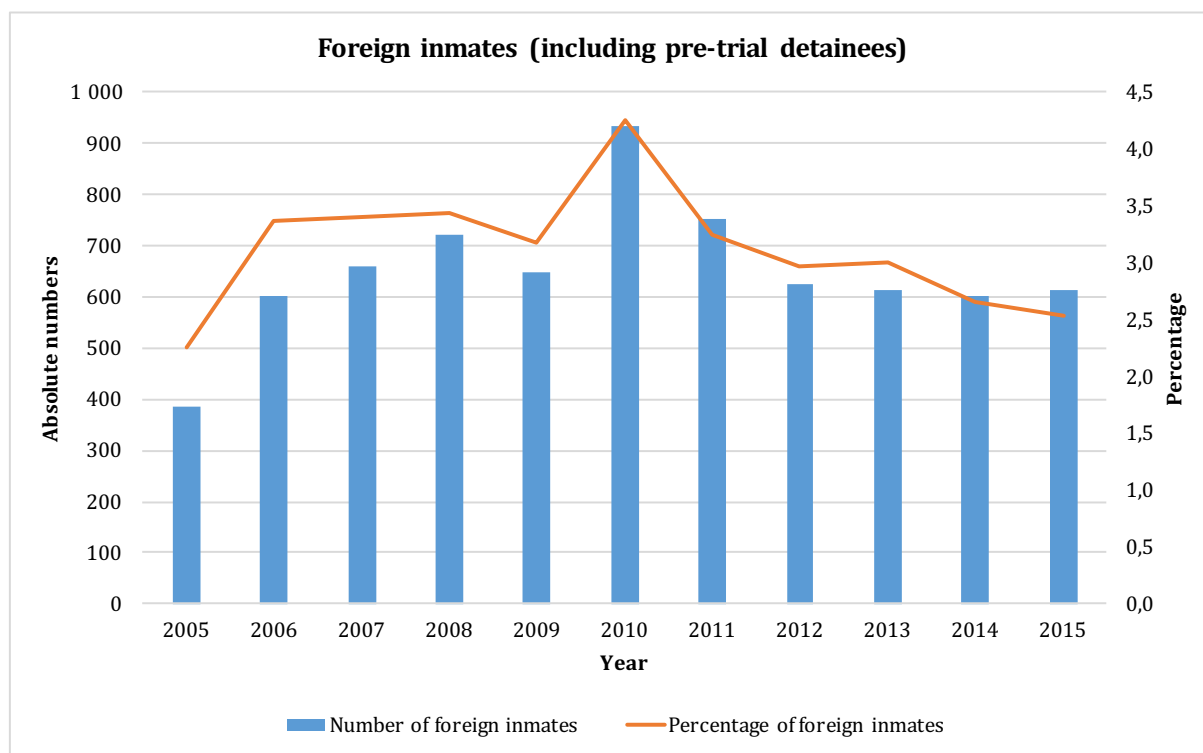


Figure 5a shows that, comparing 2015 to 2005, the *percentage* of foreign inmates in the total prison population increased by 12%. In 2005, 2.3% of the inmates were foreigners, while in 2015 they represented 2.5% of the total prison population.

The absolute *number* of foreign inmates also increased, rising from 384 to 612, 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, Figure 5a 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.

At the same time, on 31<sup>st</sup> December 2015 there were no data on the number of foreigners placed under the supervision or care 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

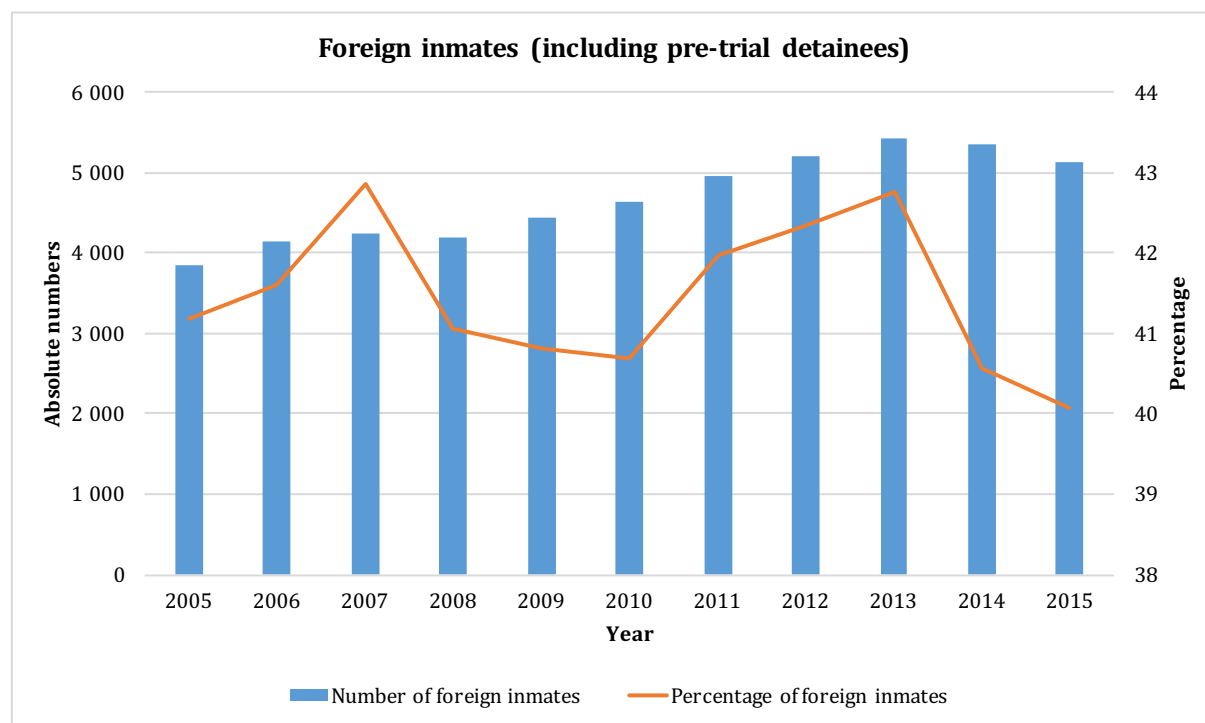
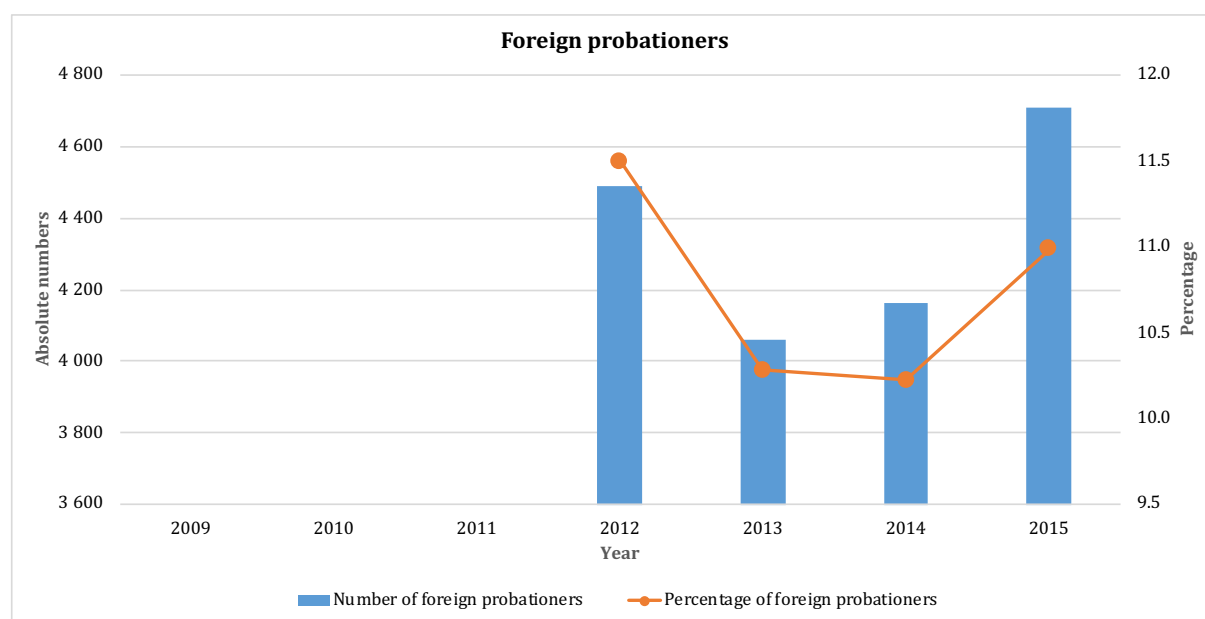


Figure 6a shows that, comparing 2015 to 2005, the *percentage* of foreign inmates in the total prison population decreased by 3%, which implies an overall stability. In 2005, 41% of the inmates were foreigners, while in 2015 they represented 40% of the total prison population.

At the same time, the absolute *number* of foreign inmates has increased, rising from 3,860 to 5,146, which represents an increase of 33%. This contradiction between the evolution of 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 shows 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.

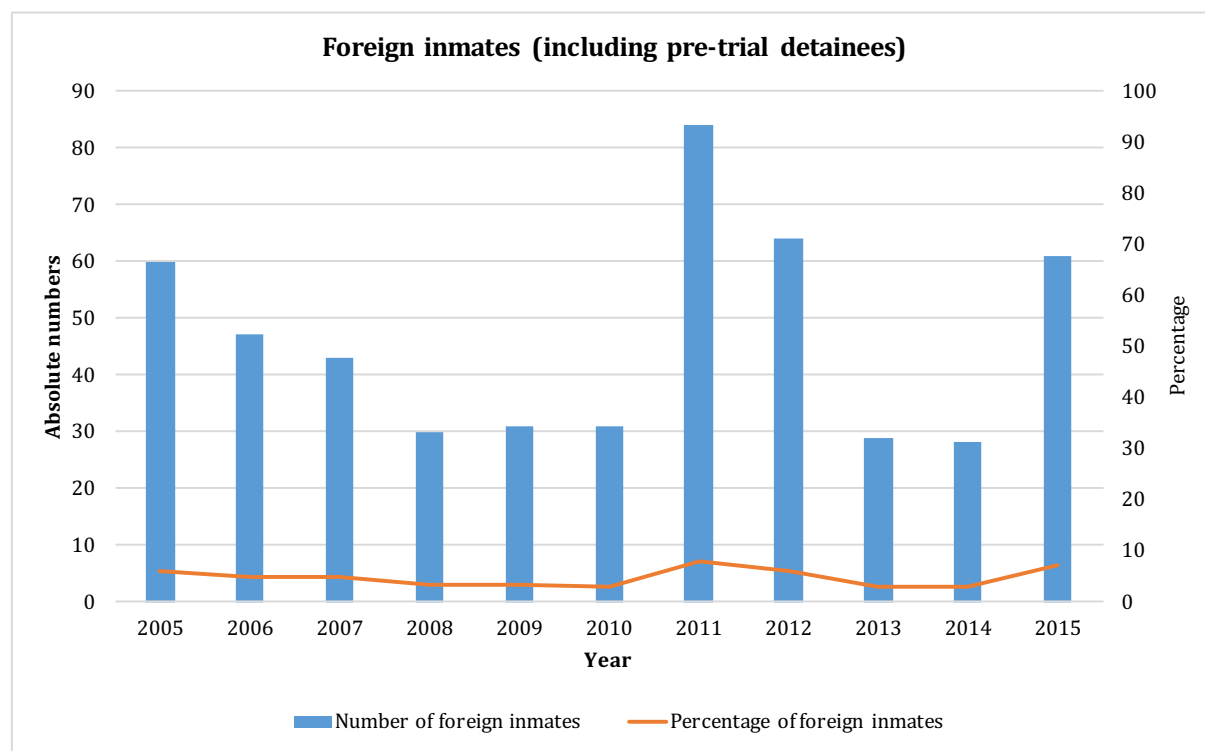
**Figure 6b.** Number and percentage of foreign probationers under the supervision or care of probation agencies in Belgium, 2009-2015



At the same time, Figure 6b shows that, on 31<sup>st</sup> December 2015, there were 4710 foreigners placed under the supervision or care of probation agencies in Belgium. These probationers represented 11% of the total probation population. Figure 6b shows that the number of foreign probationers increased from 2010 to 2015, although their percentage remained overall stable. During that period, both the number and the percentage of foreigners in probation were lower than the ones observed in the prison population (0.7% against 3.2% in 2015). Figure 6b shows that the number of foreign probationers was higher in 2015 than in 2011, although their percentage registered an overall decrease. From 2011 to 2015, both the number and the percentage of foreigners in probation were lower than the ones observed in the prison population (11% against 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



The above Figure shows that, comparing 2015 to 2005, the *percentage* of foreign inmates in the total prison population increased by 19%. In 2005, 5.8% of the inmates were foreigners, while in 2015 they represented 7% of the total prison population.

The absolute *number* of foreign inmates also increased, rising from 60 to 61, 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, Figure 7 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.

At the same time, by 31<sup>st</sup> 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

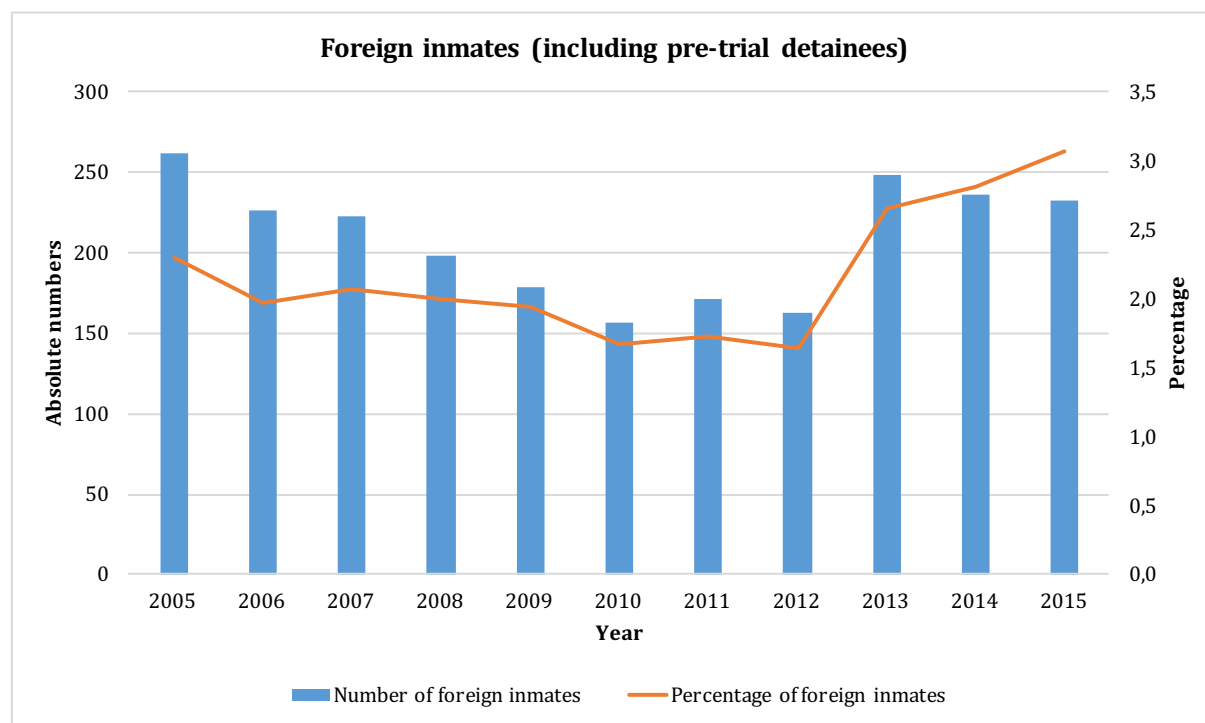


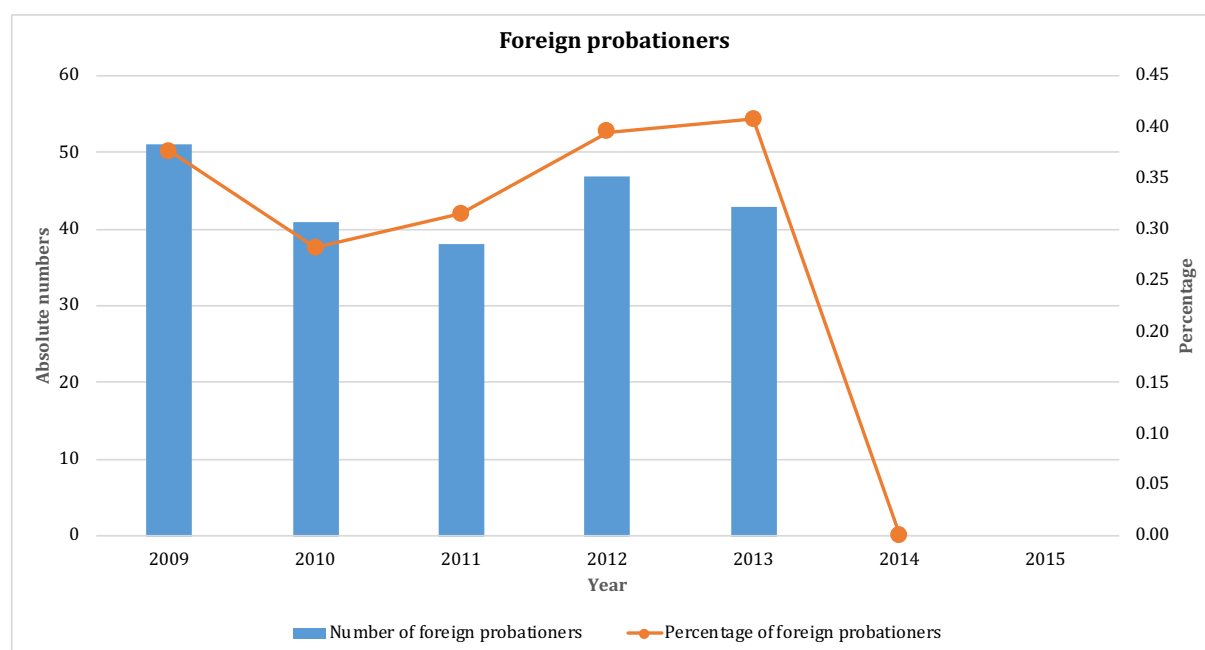
Figure 8a shows that, comparing 2015 to 2005, the *percentage* of foreign inmates in the total prison population increased by 34%. In 2005, 2.3% of the inmates were foreigners, while in 2015 they represented 3.1% of the total prison population.

On the contrary, the absolute *number* of foreign inmates has decreased, declining from 262 to 233, which represents a decrease of 11%. This contradiction between the evolution of 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, Figure 8a 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 or care of probation agencies in Bulgaria, 2009-2015



At the same time, Figure 8b shows that, on 31<sup>st</sup> December 2015, there were no data on the number of foreigners placed under the supervision or care of probation agencies in Bulgaria. The country only provided data for the period 2009 to 2014 (see Figure 8b). In 2014, there were no foreign probationers, but from 2009 to 2013 that there were less than 50, representing roughly 0.4% of the probation population. During that period, both the number and the percentage of foreigners in probation were higher than the ones observed in the prison population (0.4% against 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

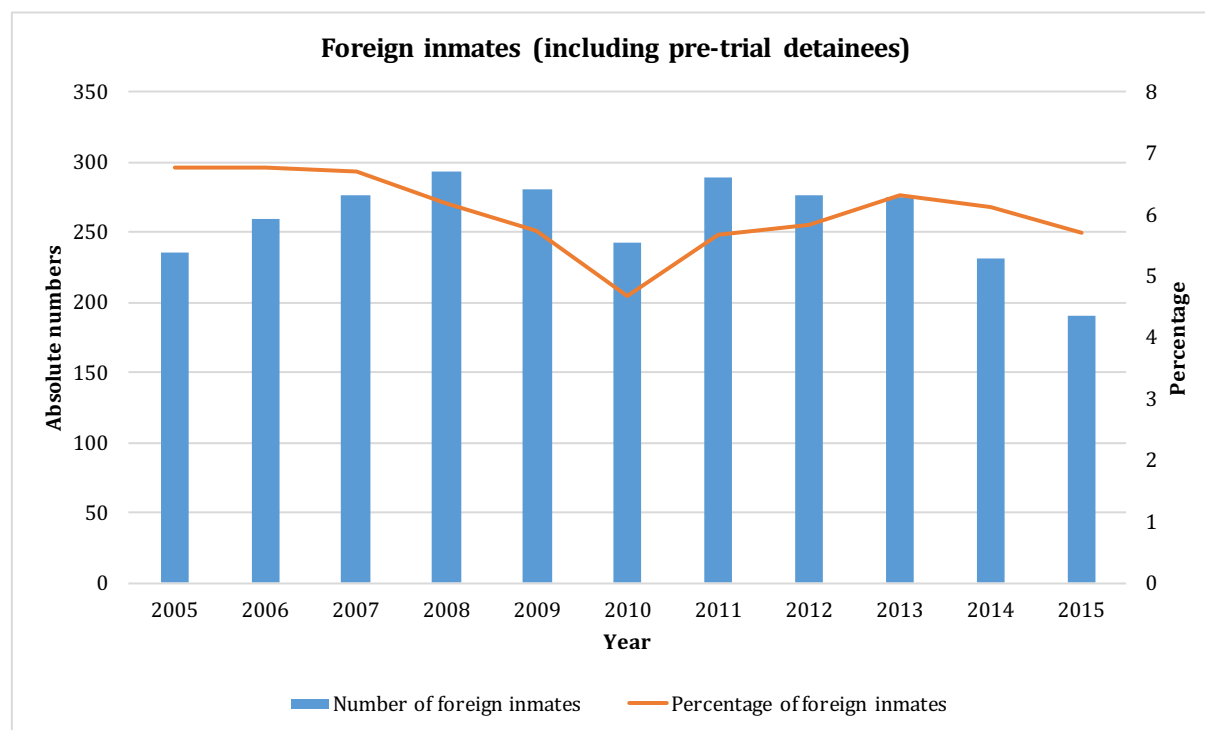


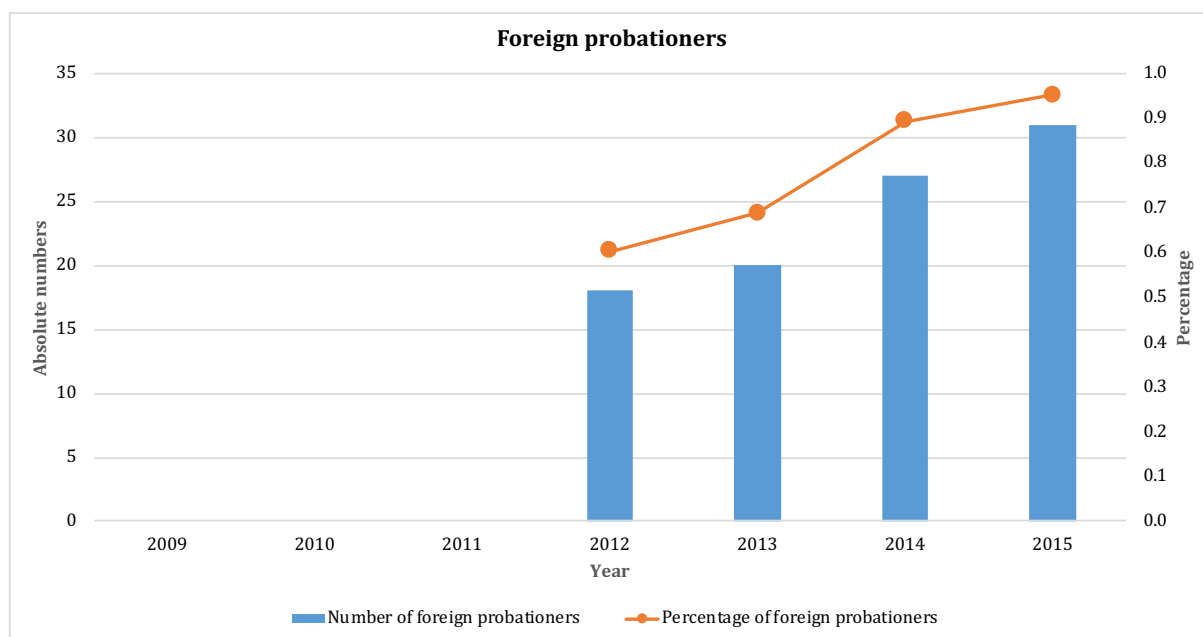
Figure 9a shows that, comparing 2015 to 2005, the *percentage* of foreign inmates in the total prison population decreased by 16%. In 2005, 6.8% of the inmates were foreigners, while in 2015 they represented 5.7% of the total prison population.

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

In particular, Figure 9a shows a curvilinear evolution of 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 or care of probation agencies in Croatia, 2009-2015



At the same time, Figure 9b shows that, on 31<sup>st</sup> December 2015 there were 31 foreigners placed under the supervision or care of probation agencies in Croatia. These probationers represented roughly 1% of the total probation population. Figure 9b 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 in probation were lower than the ones observed in the prison population (1% against 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

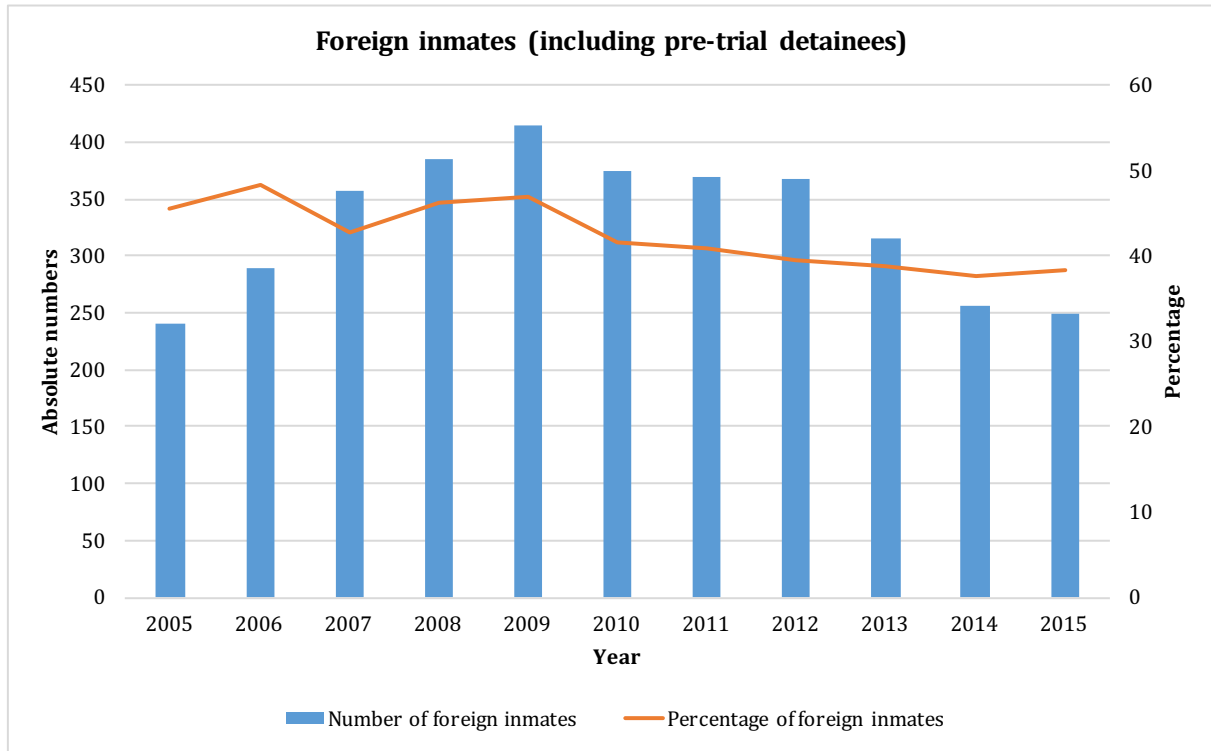


Figure 10a shows that, comparing 2015 to 2005, the *percentage* of foreign inmates in the total prison population decreased by 16%. In 2005, 46% of the inmates were foreigners, while in 2015 they represented 38% of the total prison population.

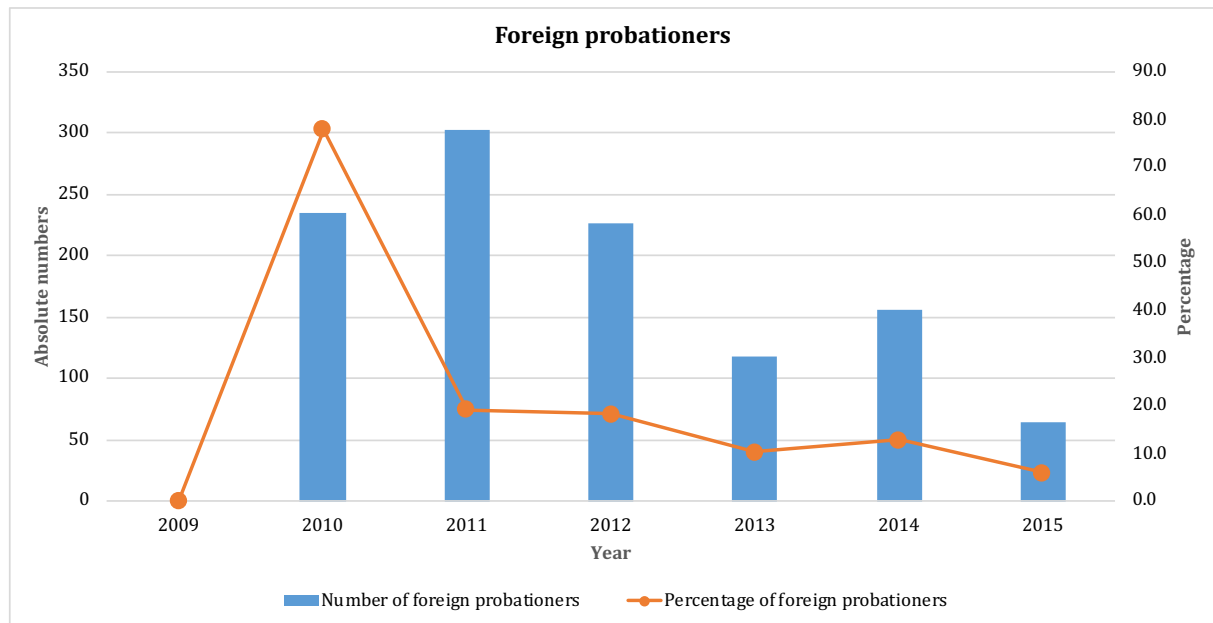
On the contrary, the absolute *number* of foreign inmates has slightly increased, rising from 241 to 250, but as that represents an increase of only 3.7%, it is more appropriate to consider that this indicator suggests a relative stability. This contradiction between the evolution of the number of foreign 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, Figure 10a 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.



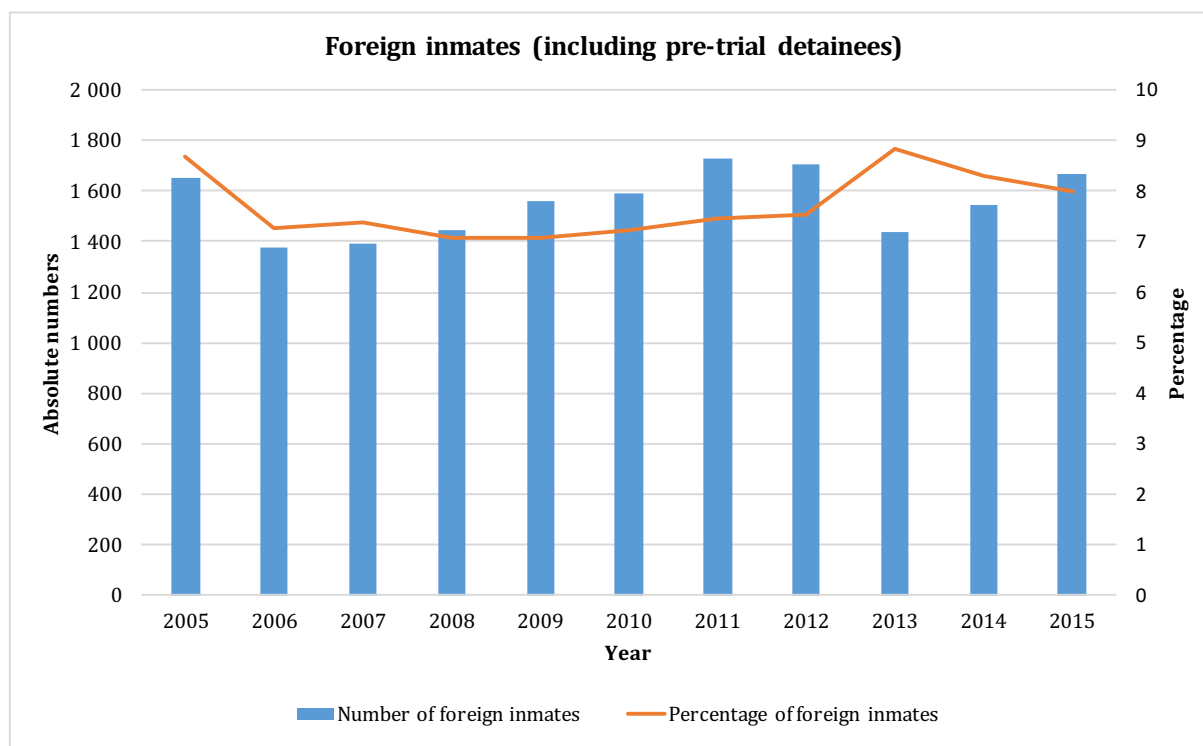
**Figure 10b.** Number and percentage of foreign probationers under the supervision or care of probation agencies in Cyprus, 2009-2015



At the same time, Figure 10b shows that, on 31<sup>st</sup> December 2015 there were 64 foreigners placed under the supervision or care of probation agencies in Cyprus. These probationers represented 6% of the total probation population. Figure 10b shows that there were no foreigners in 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 in probation were lower than the ones observed in the prison population (6% against 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



The above Figure shows that, comparing 2015 to 2005, the *percentage* of foreign inmates in the total prison population decreased by 7.9%. In 2005, 8.7% of the inmates were foreigners, while in 2015 they represented 8% of the total prison population.

On the contrary, the absolute *number* of foreign inmates has slightly increased, rising from 1652 to 1666, 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 evolution of 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, Figure 11 shows that the number of foreign inmates followed a curvilinear evolution characterized 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 shows an average percentage of foreign inmates.

At the same time, on 31<sup>st</sup> December 2015 there were no data on the number of foreigners placed under the supervision or care 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

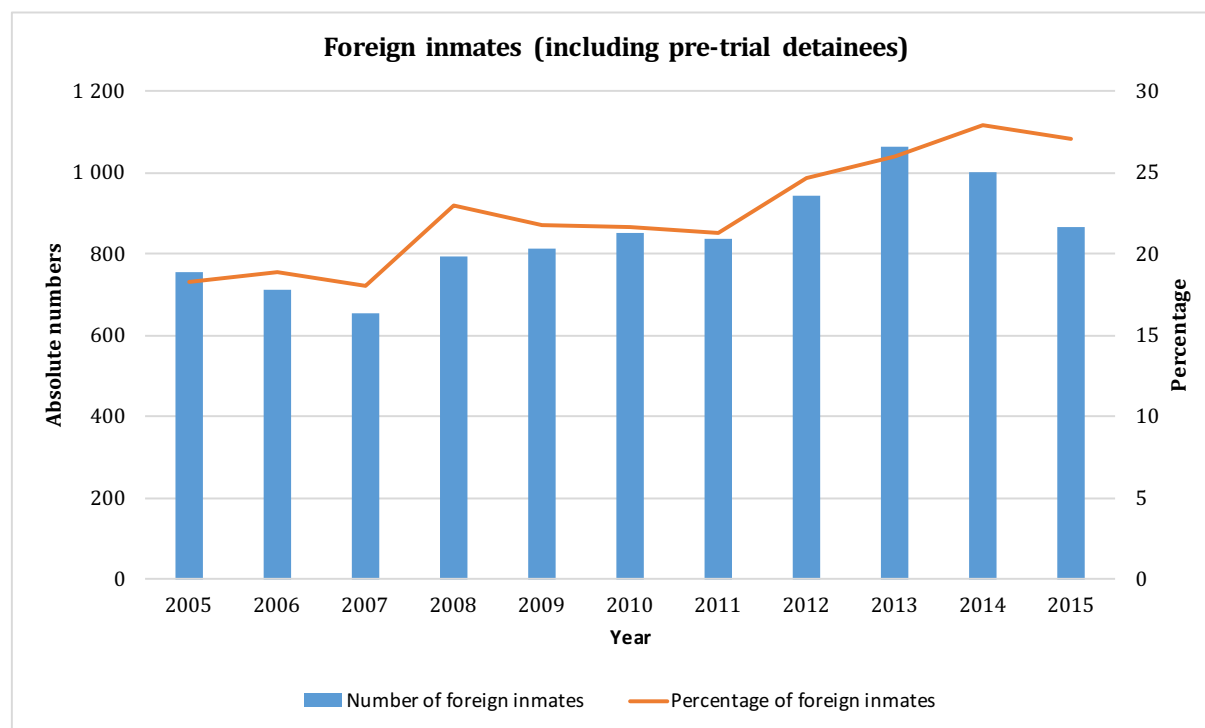


Figure 12a shows that, comparing 2015 to 2005, the *percentage* of foreign inmates in the total prison population increased by 48%. In 2005, 18% of the inmates were foreigners, while in 2015 they represented 27% of the total prison population.

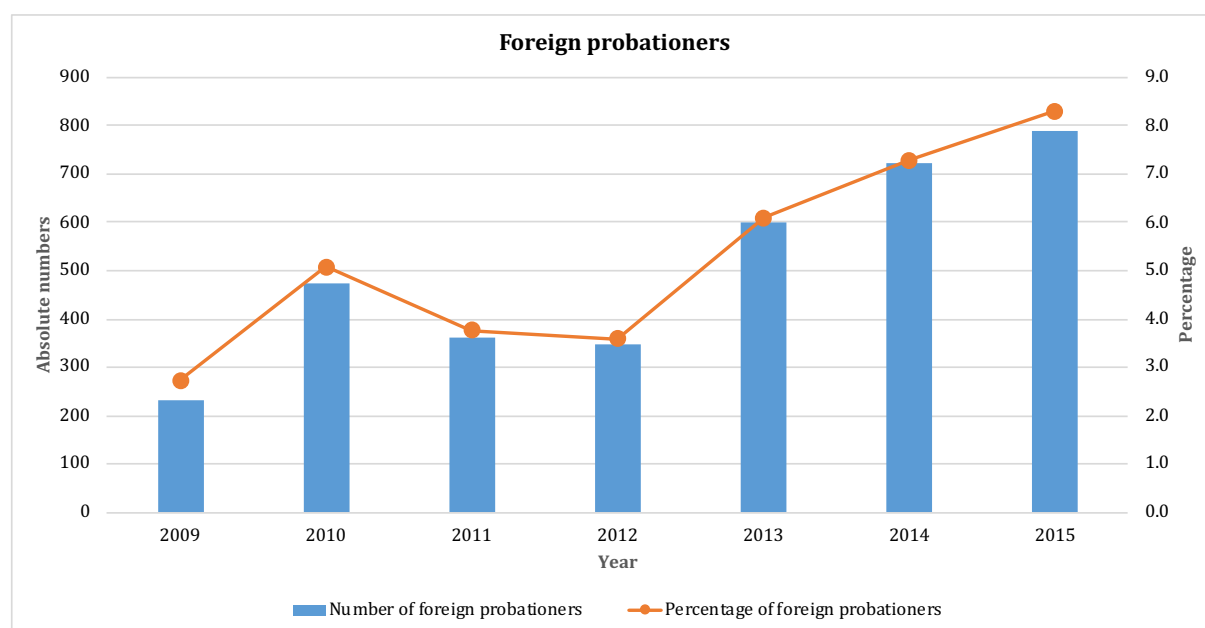
The absolute *number* of foreign inmates also increased, rising from 754 to 865, which represents an increase of 15%. The fact that the increase in the number of foreign inmates is lower than the one observed in their percentage implies that the number of foreign inmates increased at a faster pace than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

In particular, Figure 12a 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 or care of probation agencies in Denmark, 2009-2015



At the same time, Figure 12b shows that, on 31<sup>st</sup> December 2015, there were 789 foreigners placed under the supervision or care of probation agencies in Denmark. These probationers represented 8.3% of the total probation population. Figure 12b 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 in probation were lower than the ones observed in the prison population (8.3% against 27% in 2015).

## ESTONIA

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

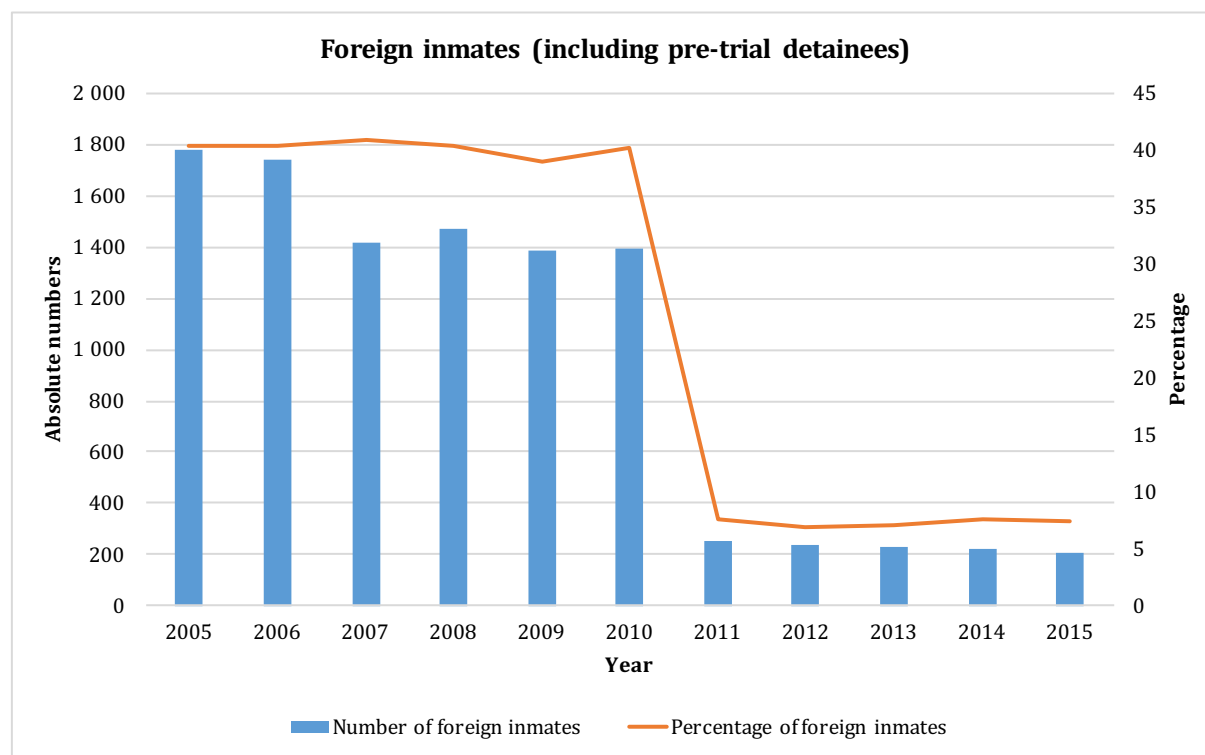
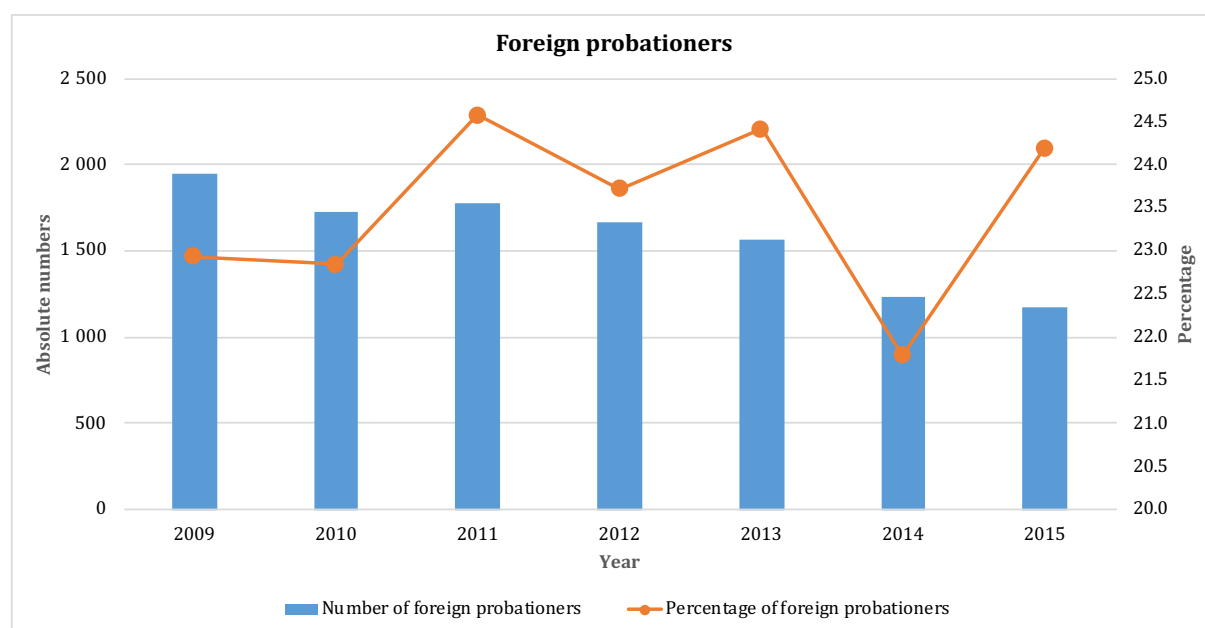


Figure 13a shows that, comparing 2015 to 2005, the *percentage* of foreign inmates in the total prison population decreased by 82%. In 2005, 40.4% of the inmates were foreigners, while in 2015 they represented 7.5% of the total prison population.

The absolute *number* of foreign inmates also decreased, declining from 1780 to 207, which represents a decrease of 88%. The fact that the decrease in the number of foreign inmates is higher than the one 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 Figure 13a, the number and percentage of foreign inmates in the Estonian prison population place the country among those which have an average percentage of foreign inmates in their prison population in 2015.

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



At the same time, Figure 13b shows that, on 31<sup>st</sup> December 2015, there were 1174 foreigners placed under the supervision or care of probation agencies in Estonia. These probationers represented 24.2% of the total probation population. Figure 13b 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 in probation were lower than the ones observed in the prison population (22.8% against 40.3% in 2015). From 2011 to 2015, the situation is exactly the opposite as the number and percentage of foreigners is higher in probation than in prison (24.2% against 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

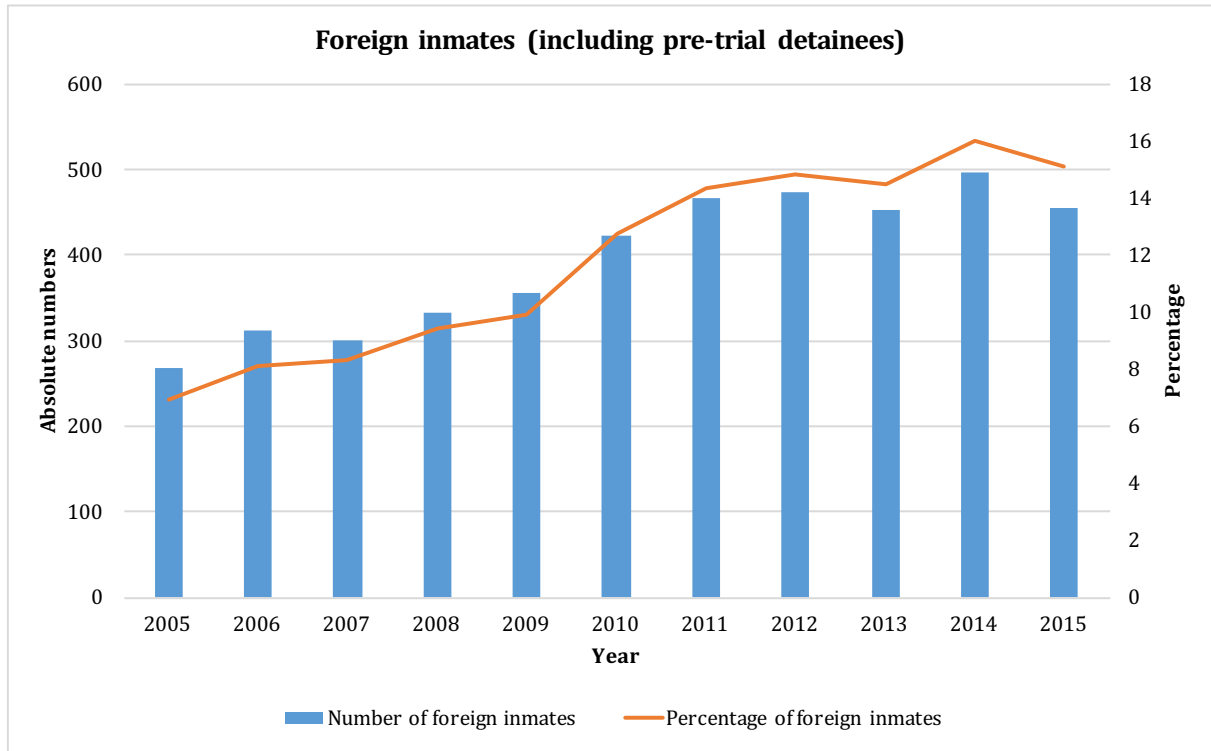


Figure 14a shows that, comparing 2015 to 2005, the *percentage* of foreign inmates in the total prison population increased by 118%. In 2005, 6.9% of the inmates were foreigners, while in 2015 they represented 15.1% of the total prison population.

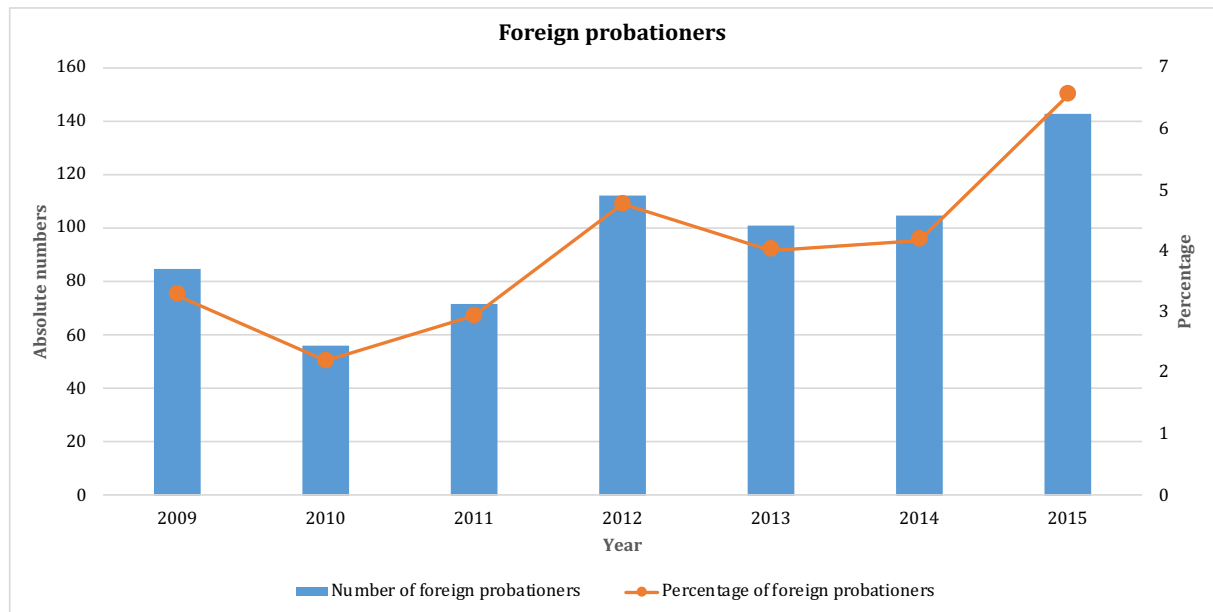
The absolute *number* of foreign inmates also increased, rising from 268 to 455, which represents an increase of 70%. The fact that the increase in the number of foreign inmates is lower than the one observed in their percentage implies that the number of foreign inmates increased at a faster pace than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

In particular, Figure 14a 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 21st 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 or care of probation agencies in Finland, 2009-2015



At the same time, Figure 14b shows that, on 31<sup>st</sup> December 2015, there were 143 foreigners placed under the supervision or care of probation agencies in Finland. These probationers represented 6.6% of the total probation population. Figure 14b 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 in probation were lower than the ones observed in the prison population (6.6% against 15.1% in 2015).



## FRANCE

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

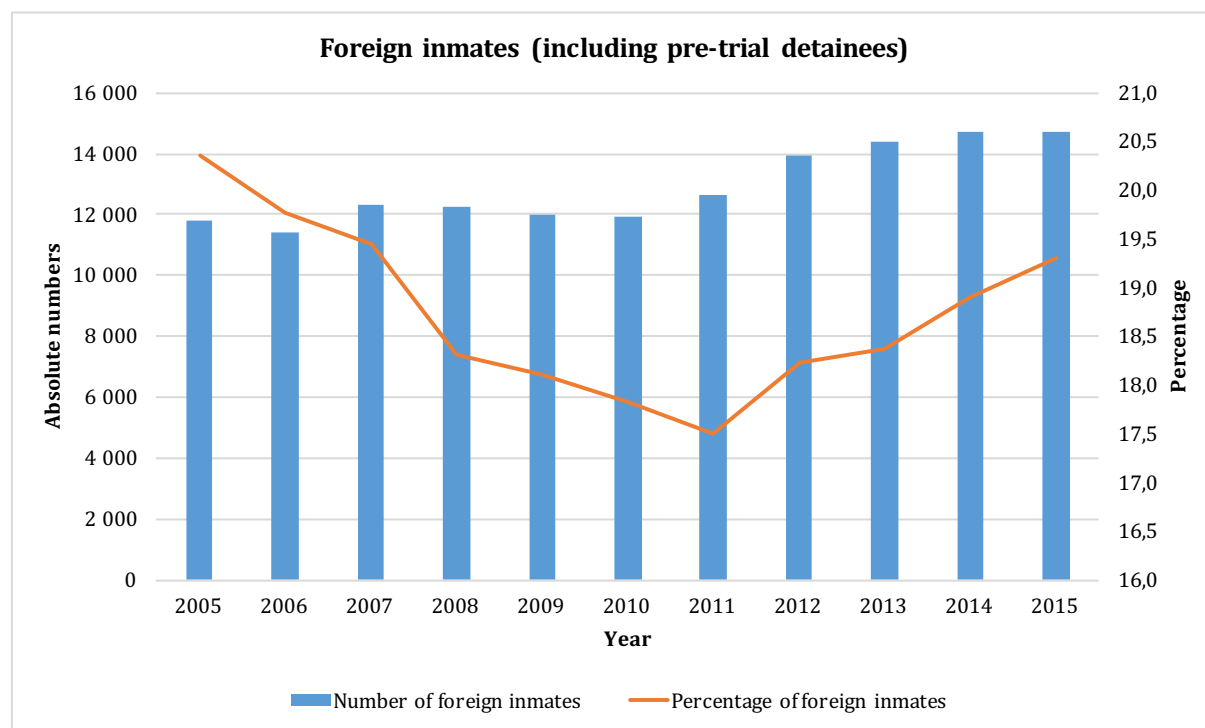


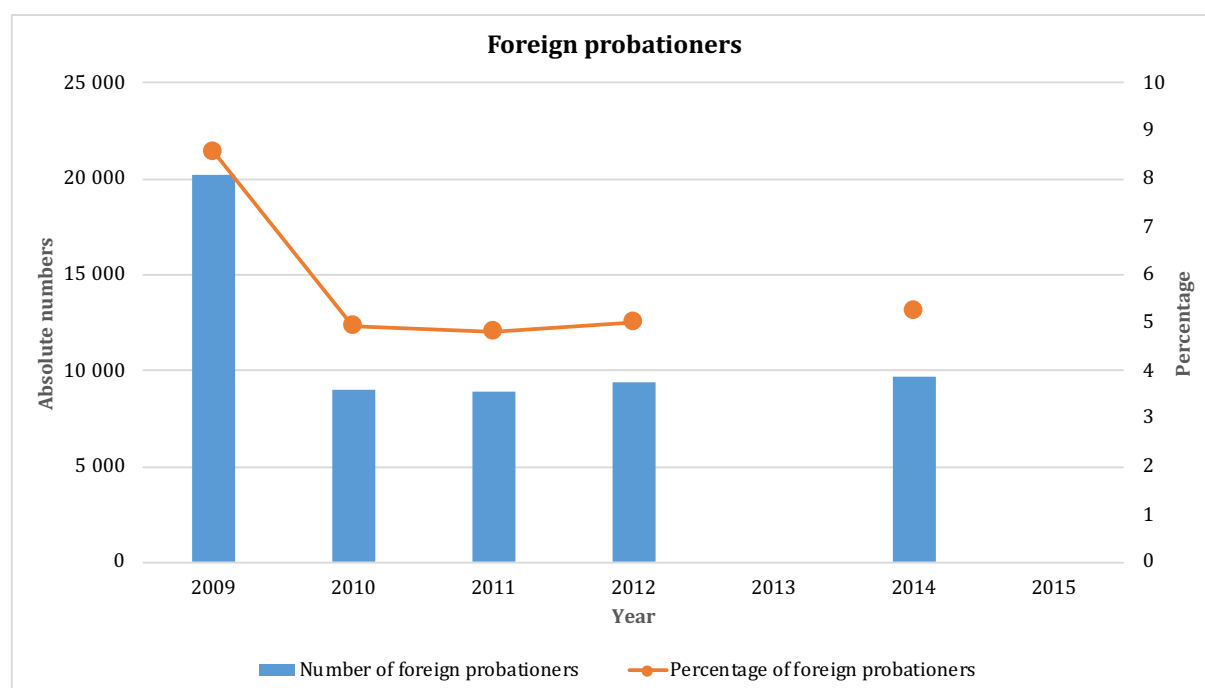
Figure 15a shows that, comparing 2015 to 2005, the *percentage* of foreign inmates in the total prison population decreased by 5.2%. In 2005, 20.4% of the inmates were foreigners, while in 2015 they represented 19.3% of the total prison population.

On the contrary, the absolute *number* of foreign inmates has increased, rising from 11 820 to 14 690, which represents an increase of 24%. This contradiction between the evolution of 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, Figure 15a 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 or care of probation agencies in France, 2009-2015



At the same time, Figure 15b shows that, on 31<sup>st</sup> December 2015, there were no data on the number of foreigners placed under the supervision or care of probation agencies in France. The country provided data for the years 2009 to 2012 and for 2014 (see Figure 15b). In all these years, both the number and the percentage of foreigners in probation were lower than the ones observed in the prison population (5.3% against 18.9% in 2014).

## GEORGIA

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

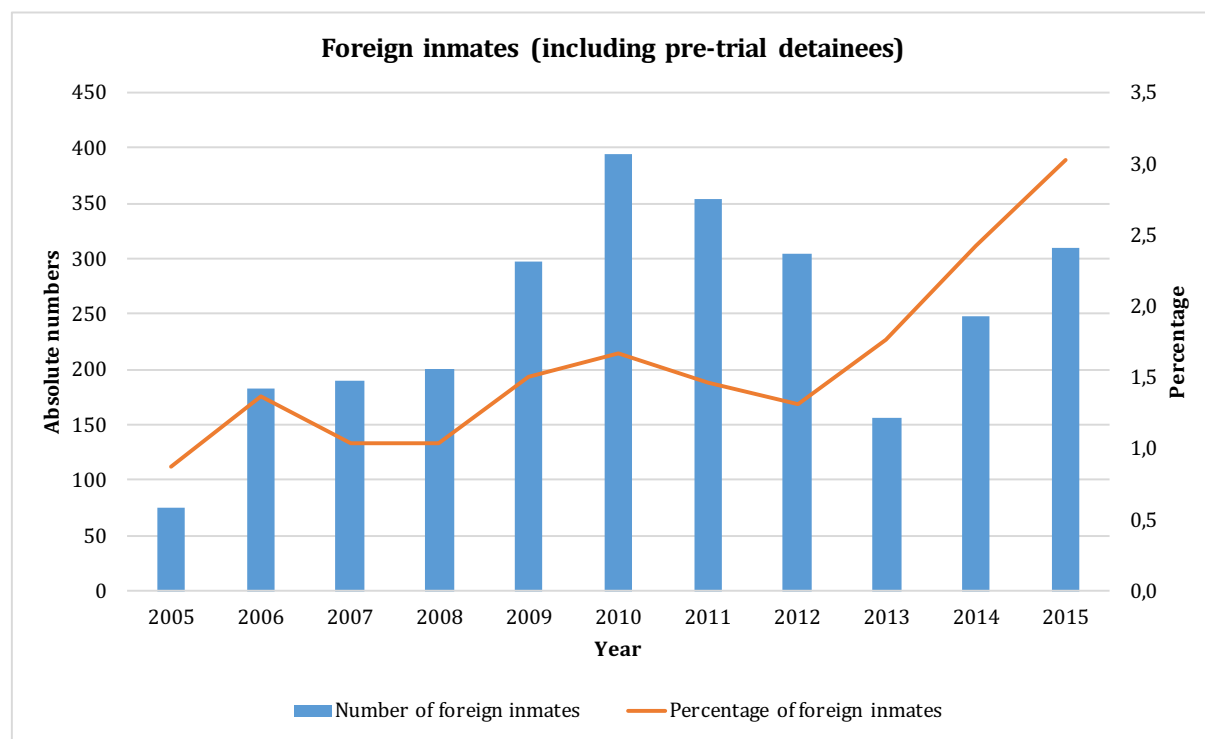


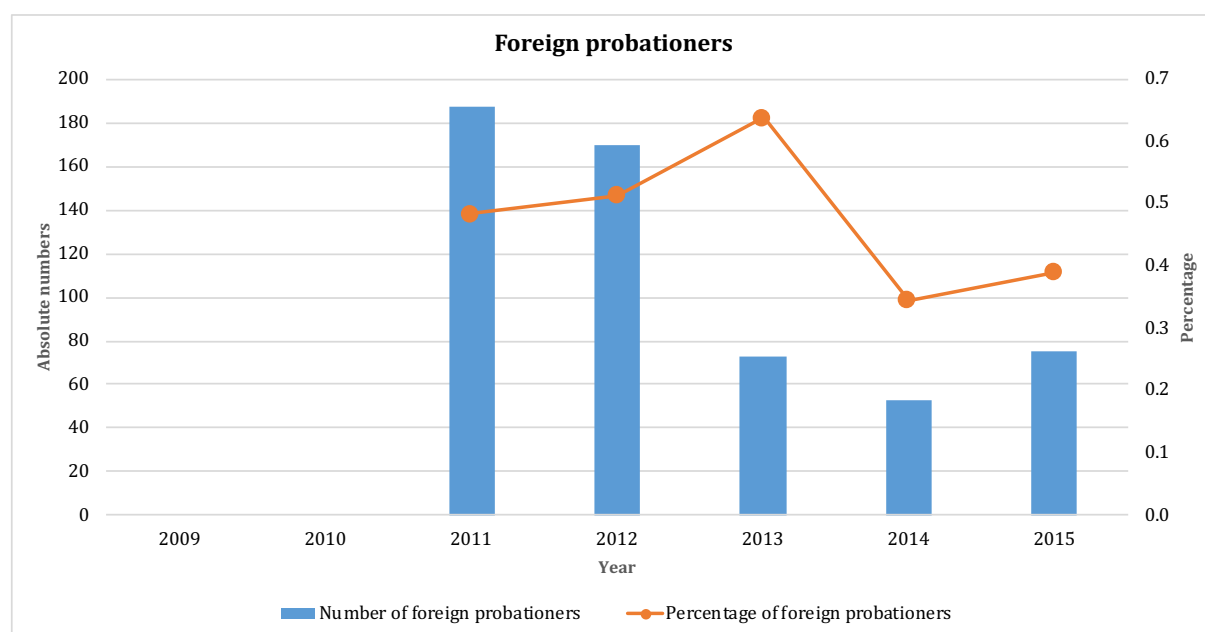
Figure 16a shows that, comparing 2015 to 2005, the *percentage* of foreign inmates in the total prison population increased by 245%. In 2005, 0.9% of the inmates were foreigners, while in 2015 they represented 3% of the total prison population.

The absolute *number* of foreign inmates also increased, rising from 76 to 310, which represents an increase of 308%. 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, Figure 16a 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.

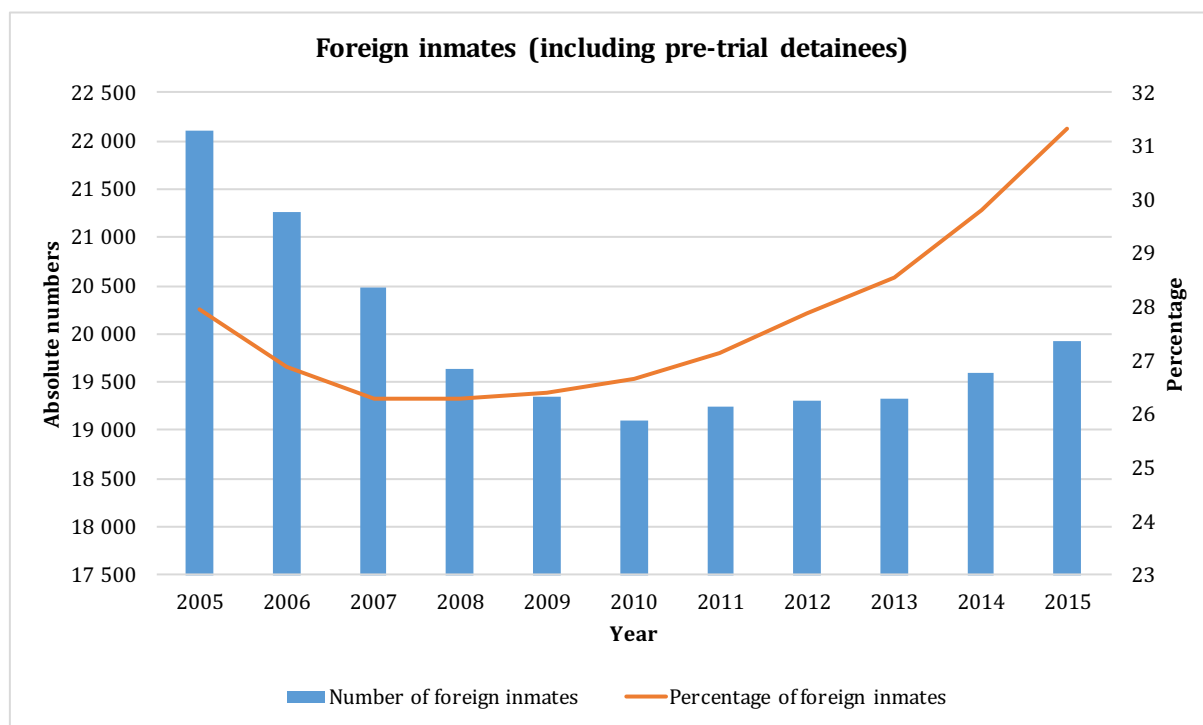
**Figure 16b.** Number and percentage of foreign probationers under the supervision or care of probation agencies in Georgia, 2009-2015



At the same time, Figure 16b shows that, on 31<sup>st</sup> December 2015, there were 75 foreigners placed under the supervision or care of probation agencies in Georgia. These probationers represented 0.4% of the total probation population. Figure 16b 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 in probation were lower than the ones observed in the prison population (0.4% against 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



The above Figure shows that, comparing 2015 to 2005, the *percentage* of foreign inmates in the total prison population increased by 12%. In 2005, 28% of the inmates were foreigners, while in 2015 they represented 31% of the total prison population.

On the contrary, the absolute *number* of foreign inmates has decreased, declining from 22,095 to 19,921, which represents a decrease of 10%. This contradiction between the evolution of 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, Figure 17a shows that the number of foreign inmates decreased from 2005 to 2010, and have followed an upward trend since then.

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

At the same time, on 31<sup>st</sup> December 2015 there were no data on the number of foreigners placed under the supervision or care 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

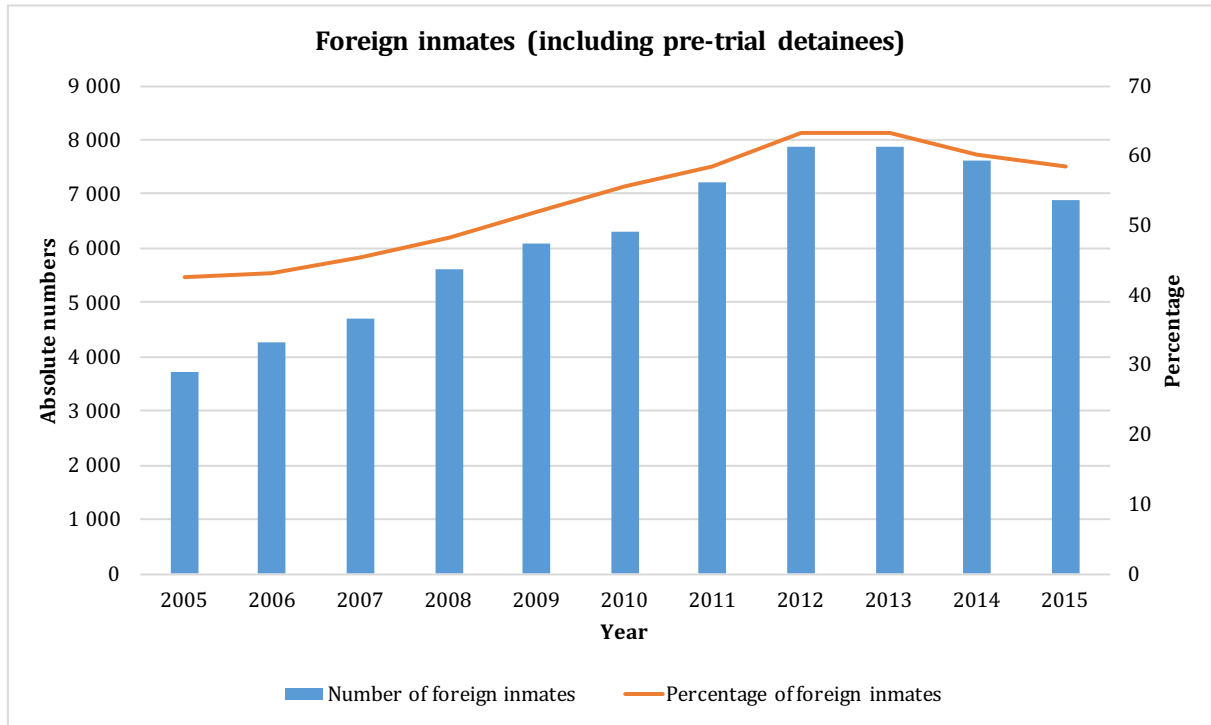
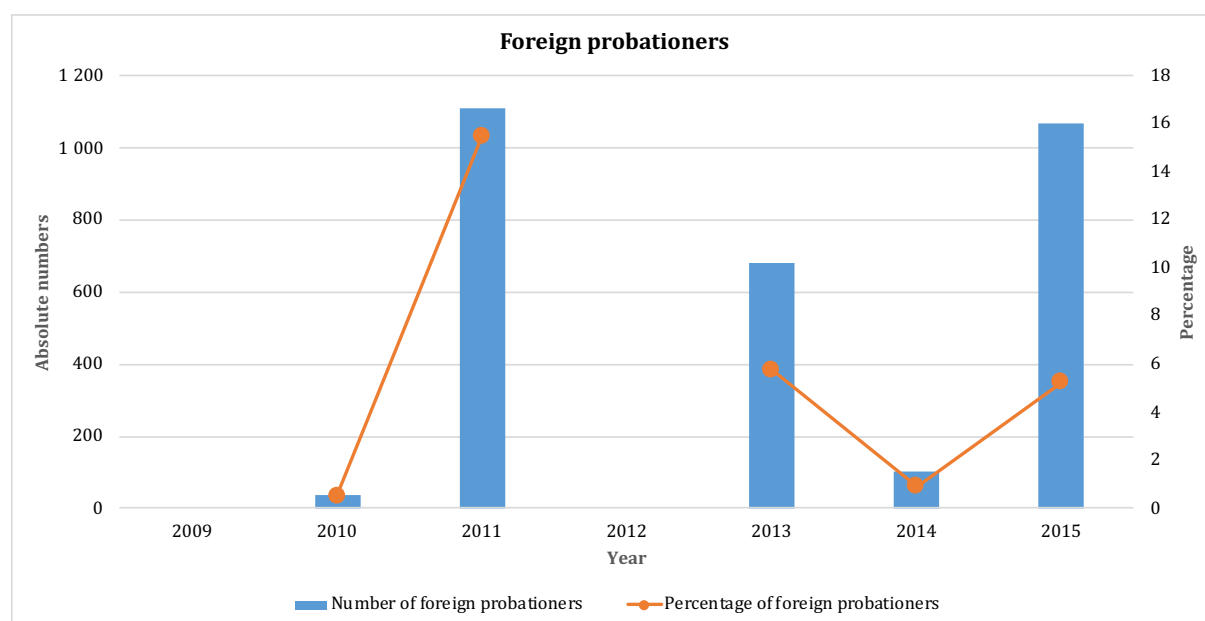


Figure 18a shows that, comparing 2015 to 2005, the *percentage* of foreign inmates in the total prison population increased by 37%. In 2005, 42% of the inmates were foreigners, while in 2015 they represented 58% of the total prison population.

The absolute *number* of foreign inmates also increased, rising from 3704 to 6882, which represents an increase of 86%. 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 a comparative perspective, Greece shows 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.

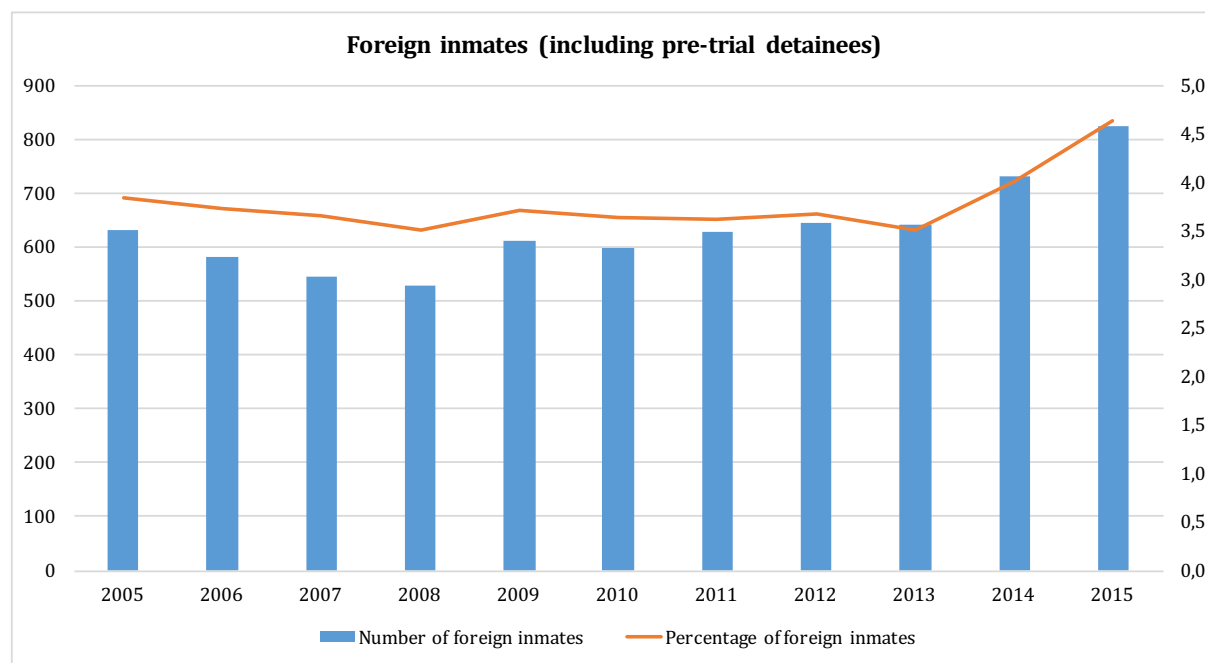
**Figure 18b.** Number and percentage of foreign probationers under the supervision or care of probation agencies in Greece, 2009-2015



At the same time, Figure 18b shows that, on 31<sup>st</sup> December 2015, there were 1069 foreigners placed under the supervision or care of probation agencies in Greece. These probationers represented 5.2% of the total probation population. The country provided data for the years 2010 to 2012 and 2013 to 2015 (see Figure 18b). The resulting series are extremely instable, 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 in probation were lower than the ones observed in the prison population (5.2% against 58% in 2014).

## HUNGARY

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



The above Figure shows that, comparing 2015 to 2005, the *percentage* of foreign inmates in the total prison population increased by 21%. In 2005, 3.8% of the inmates were foreigners, while in 2015 they represented 4.6% of the total prison population.

The absolute *number* of foreign inmates also increased, rising from 631 to 824, which represents an increase of 31%. 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, Figure 19 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.

At the same time, on 31<sup>st</sup> December 2015 there were no data on the number of foreigners placed under the supervision or care 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

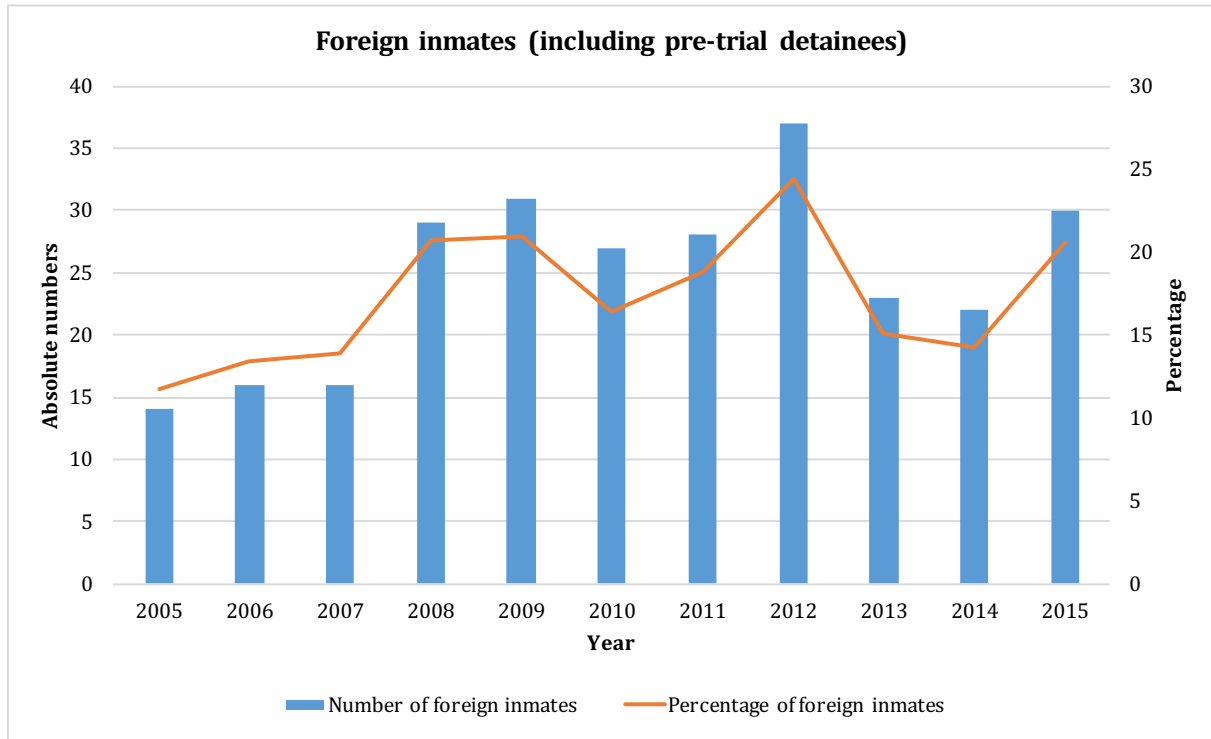


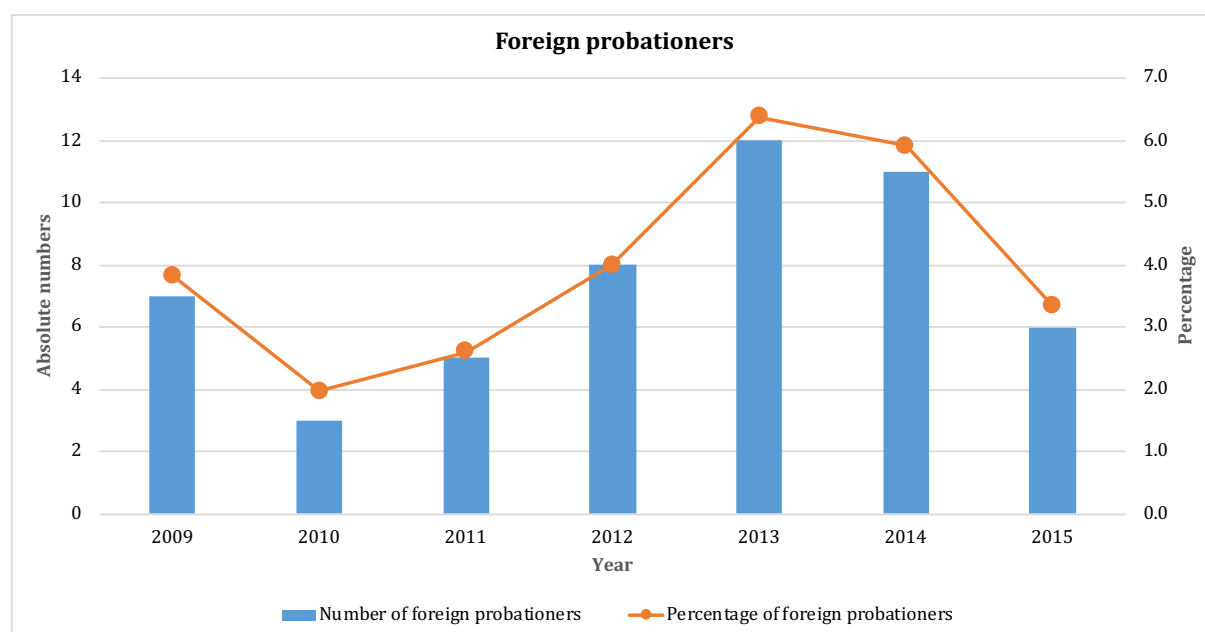
Figure 20a shows that, from 2005 to 2015, the *percentage* of foreign inmates in the total prison population increased by 75%. In 2005, 12% of the inmates were foreigners, while in 2015 they represented 21% of the total prison population.

The absolute *number* of foreign inmates also increased, rising from 14 to 30, which represents an increase of 114%. 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, Figure 20a 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.

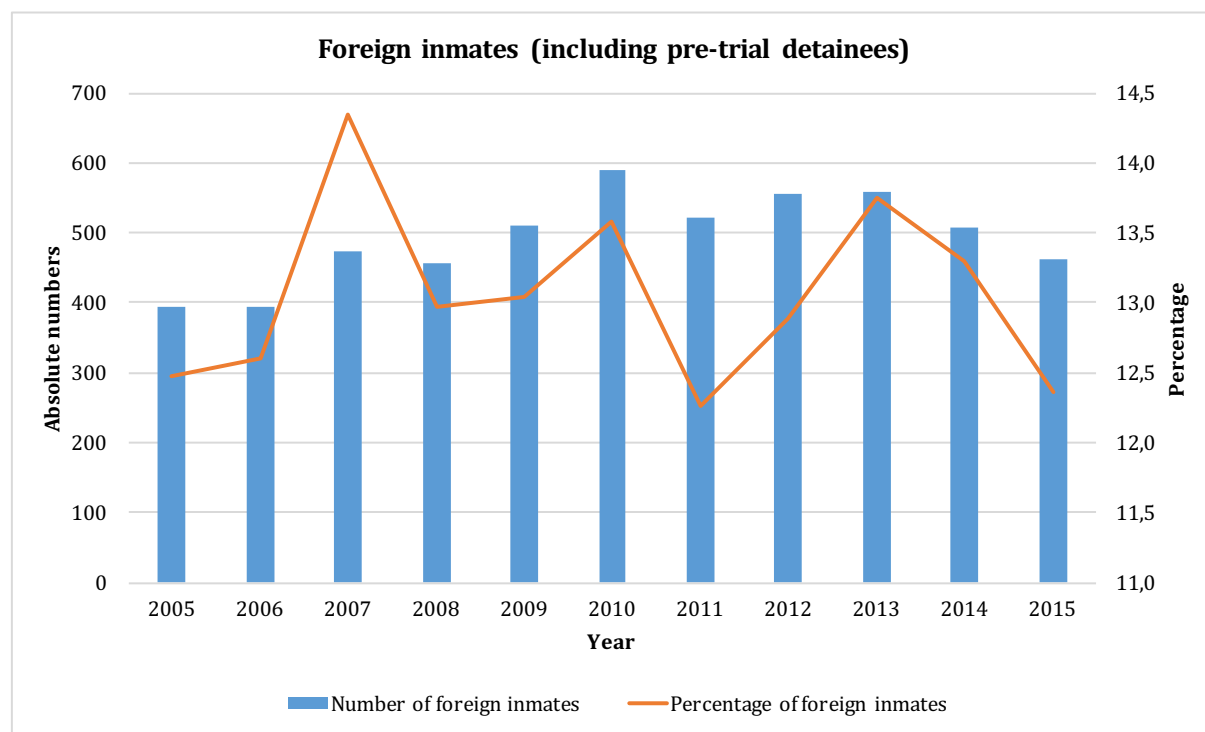
**Figure 20b.** Number and percentage of foreign probationers under the supervision or care of probation agencies in Iceland, 2009-2015



At the same time, Figure 20b shows that, on 31<sup>st</sup> December 2015, there were 6 foreigners placed under the supervision or care of probation agencies in Iceland. These probationers represented 3.3% of the total probation population. Figure 20b 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 in probation were lower than the ones observed in the prison population (3.3% against 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



The above Figure shows that, comparing 2015 to 2005, the *percentage* of foreign inmates in the total prison population remained overall stable. In 2005, 12.5% of the inmates were foreigners and in 2015 they represented 12.4% of the total prison population.

At the same time, the absolute *number* of foreign inmates has increased, rising from 395 to 463, which represents an increase of 17%. This contradiction between the evolution of 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 than the number of national inmates.

In particular, Figure 21 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.

At the same time, on 31<sup>st</sup> December 2015 there were no data on the number of foreigners placed under the supervision or care 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

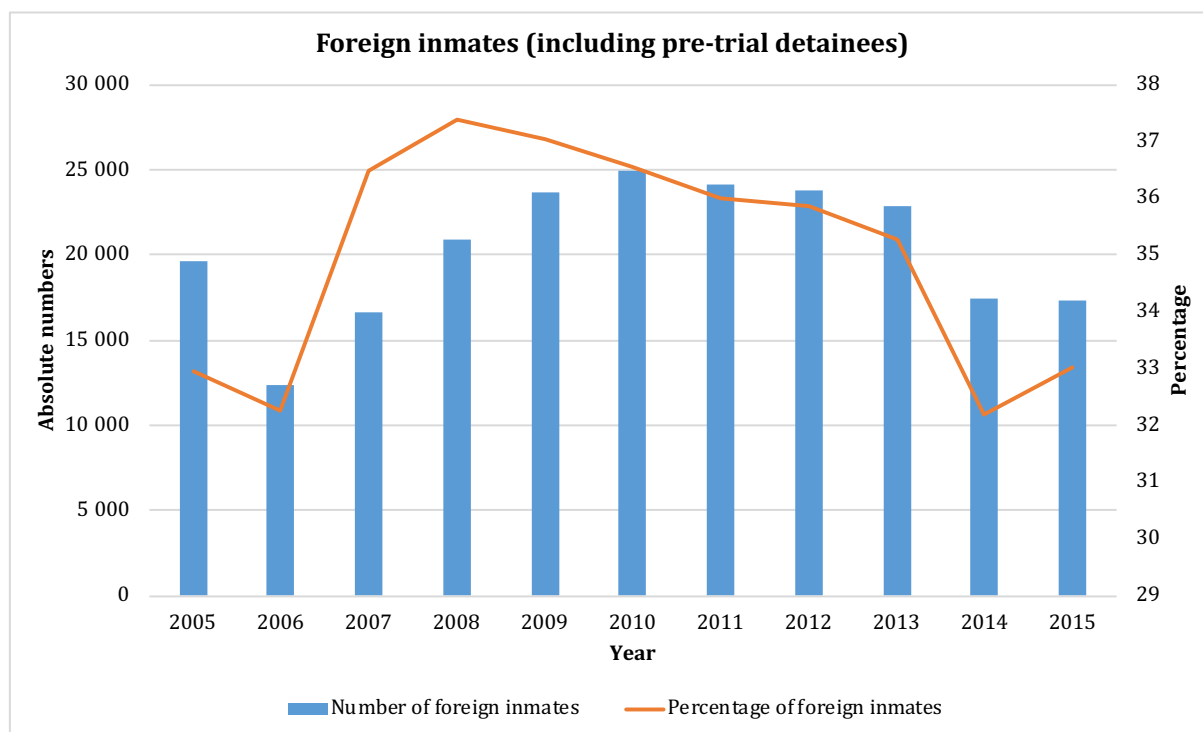


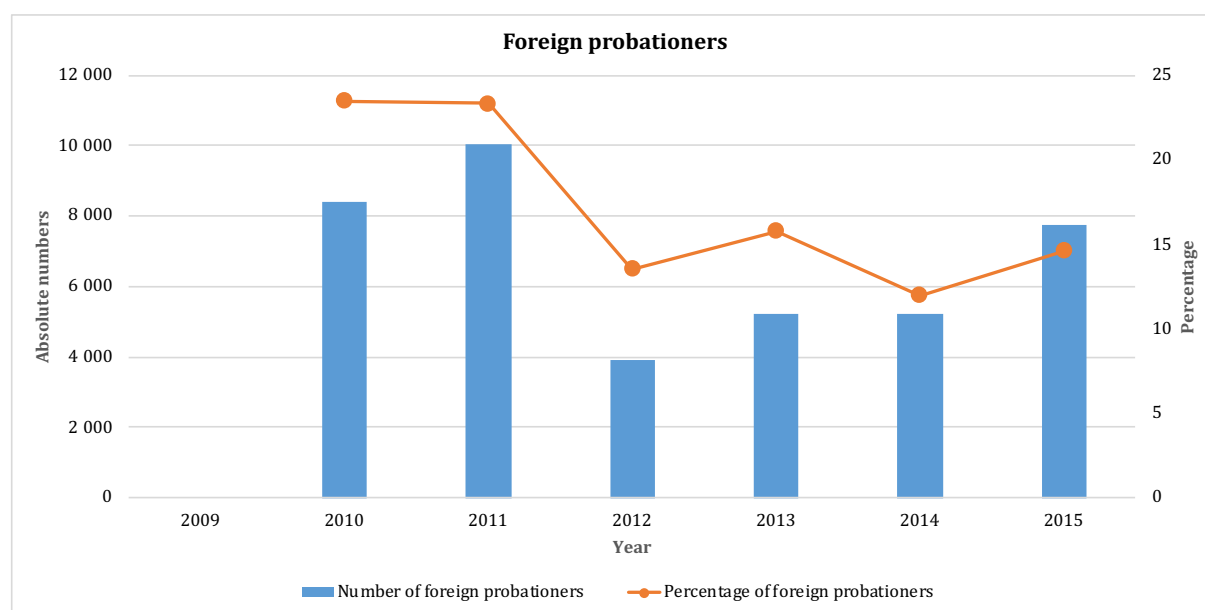
Figure 22a shows that, comparing 2015 to 2005, the *percentage* of foreign inmates in the total prison population remained stable overall. In 2005 and 2015, 33% of the inmates were foreigners.

At the same time, the absolute *number* of foreign inmates has decreased, declining from 19656 to 17304, which represents a decrease of 12%. This contradiction between the evolution of 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 than the number of national inmates.

In particular, Figure 22a 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 or care of probation agencies in Italy, 2009-2015



At the same time, Figure 22b shows that, on 31<sup>st</sup> December 2015, there were 7752 foreigners placed under the supervision or care of probation agencies in Italy. These probationers represented 14.6% of the total probation population. Figure 20b shows that the number and percentage of foreign probationers registered an overall decrease from 2010 to 2015, although the evolution was not linear. During that period, both the number and the percentage of foreigners in probation were lower than the ones observed in the prison population (14.6% against 33% in 2015).

## LATVIA

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

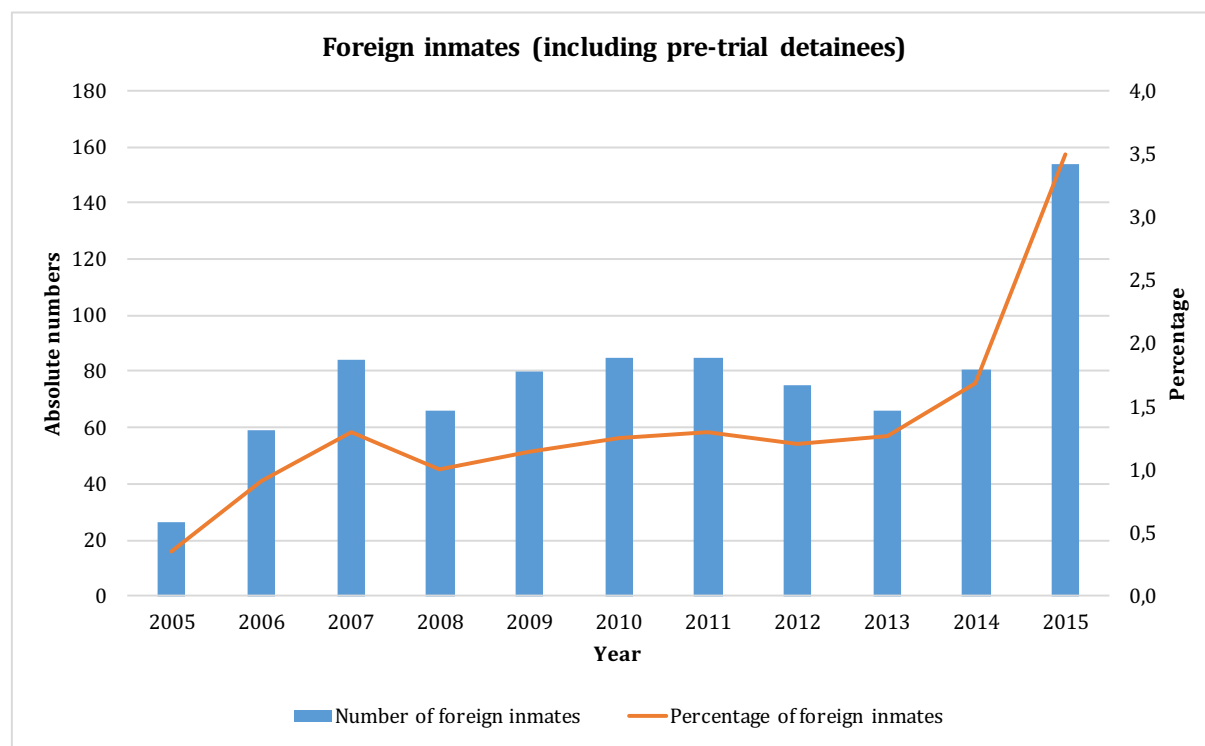


Figure 23 shows that, comparing 2015 to 2005, the *percentage* of foreign inmates in the total prison population increased by 873%. In 2005, 0.4% of the inmates were foreigners, while in 2015 they represented 3.5% of the total prison population.

The absolute *number* of foreign inmates also increased, rising from 26 to 154, 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.

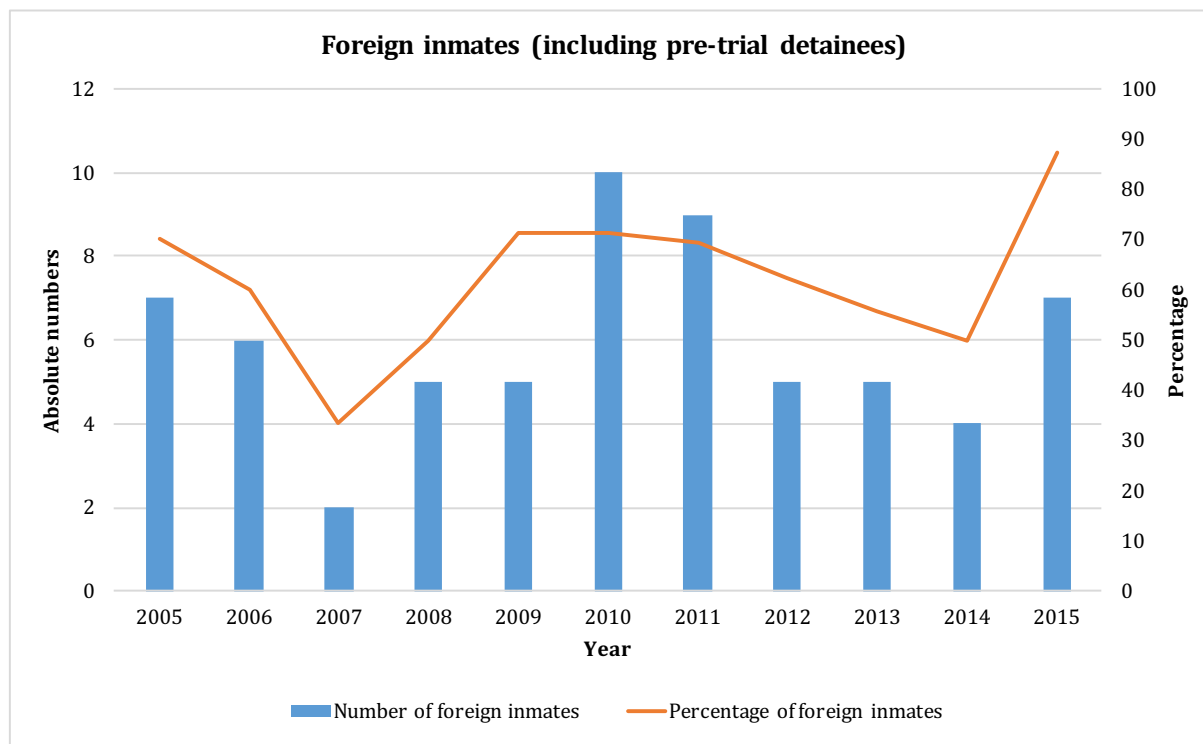
In particular, Figure 23 shows a sudden increase in the number of foreign inmates in 2015. According to the information provided by the national correspondent, this dramatic increase is due to the imprisonment of citizens from the Socialist Republic of Vietnam, who were accused of illegally crossing 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.

At the same time, on 31<sup>st</sup> December 2015 there were no data on the number of foreigners placed under the supervision or care 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



The above Figure shows that, comparing 2015 to 2005, the *percentage* of foreign inmates in the total prison population increased by 25%. In 2005, 70% of the inmates were foreigners, while in 2015 they represented 88% of the total prison population.

At the same time, the *number* of foreign inmates remained relatively stable, because there were 7 in 2005 and the same number in 2015.

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

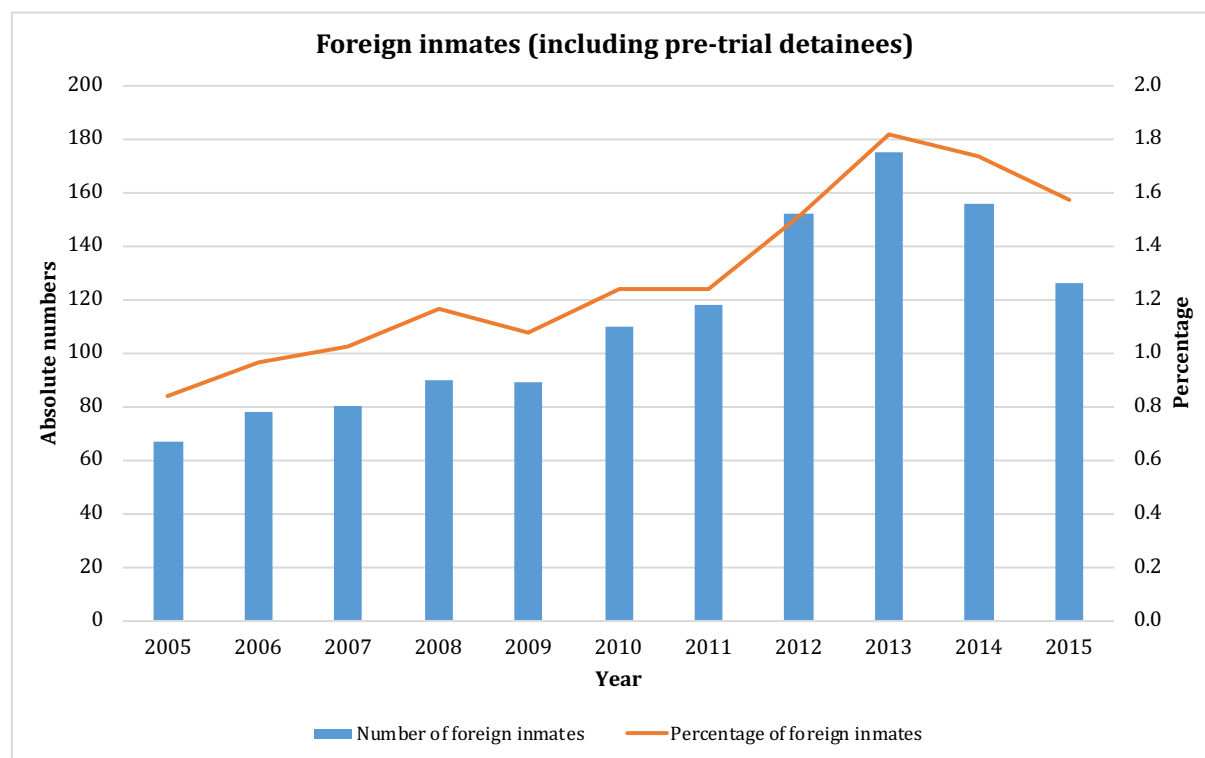
In a comparative perspective, Liechtenstein has a high percentage of foreign inmates within its prison population.

At the same time, by 31<sup>st</sup> December 2015 there were no probation agencies in Liechtenstein.



## LITHUANIA

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



The above Figure shows that, comparing 2015 to 2005, the *percentage* of foreign inmates in the total prison population increased by 87%. In 2005, 0.8% of the inmates were foreigners, while in 2015 they represented 1.6% of the total prison population.

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

In particular, Figure 25 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.

At the same time, on 31<sup>st</sup> December 2015 there were no data on the number of foreigners placed under the supervision or care 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

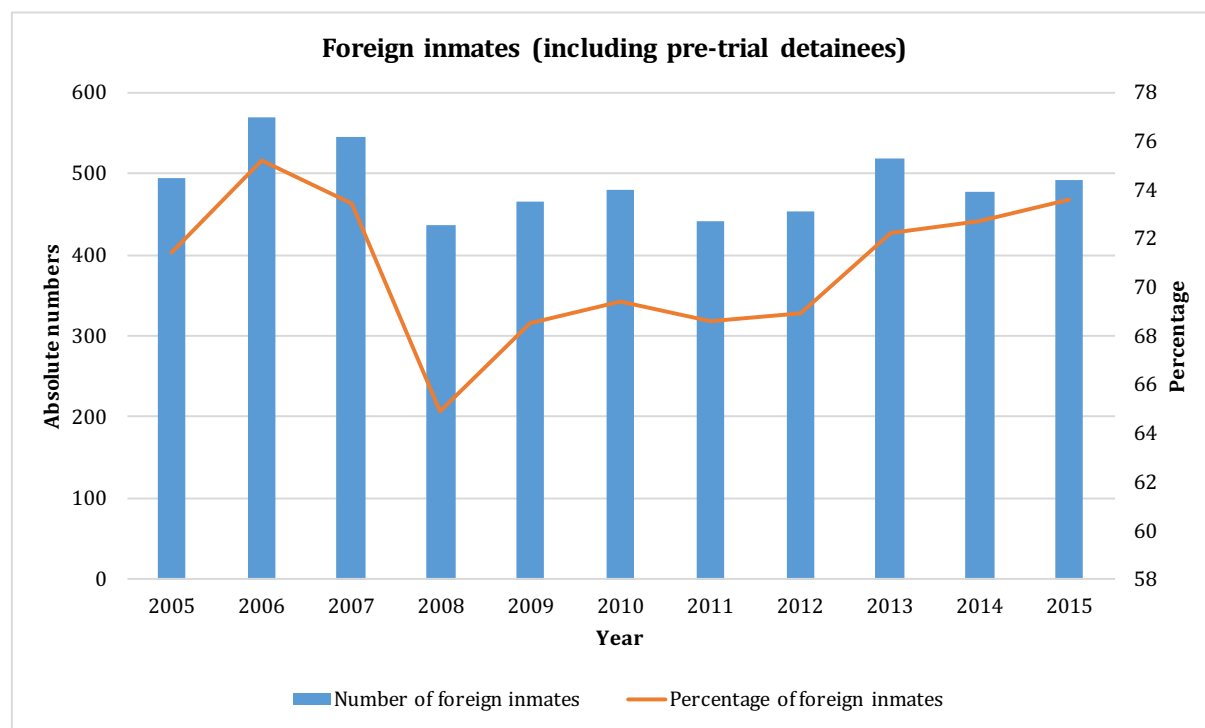


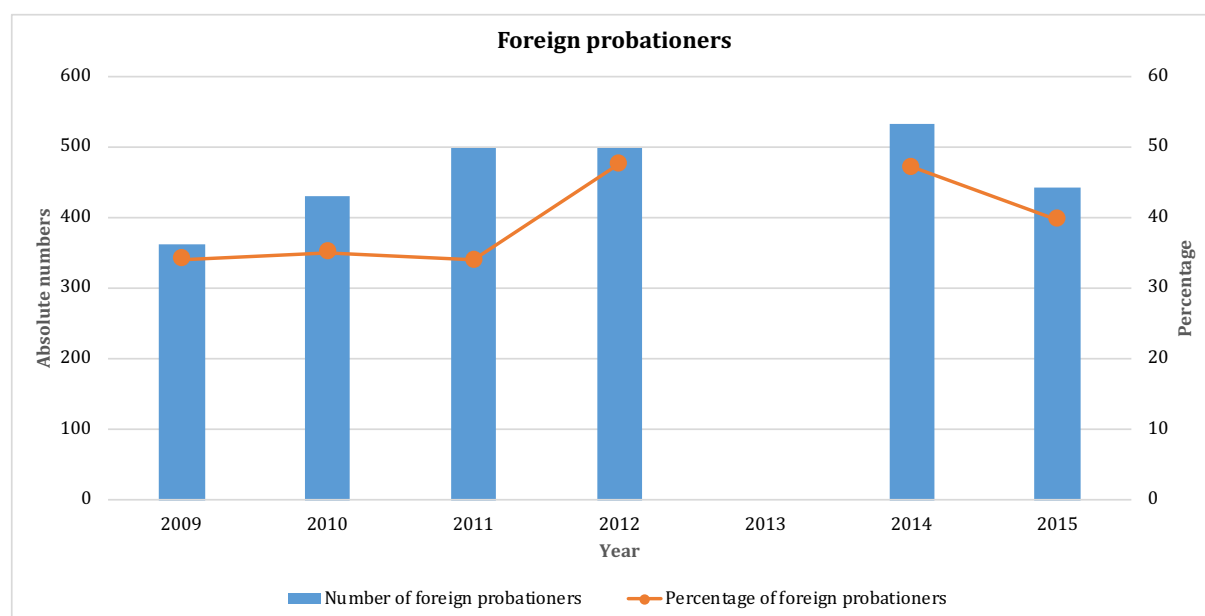
Figure 26a shows that, comparing 2015 to 2005, the *percentage* of foreign inmates in the total prison population increased by 3%, which implies an overall stability. In 2005, 71% of the inmates were foreigners, while in 2015 they represented 74% of the total prison population.

At the same time, the absolute *number* of foreign inmates has slightly decreased, declining from 495 to 491, but as that represents a decrease of only 0.8%, it is more appropriate to consider that this indicator suggests a relative stability. This relative contradiction between the evolution of 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 below +/-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 evolution 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, the high percentage of foreign inmates in the prison population of the country is partially related to the fact that community sanctions and measures, which would act as alternatives to imprisonment, can seldomly be applied to persons who do not hold legal residency in Luxembourg.

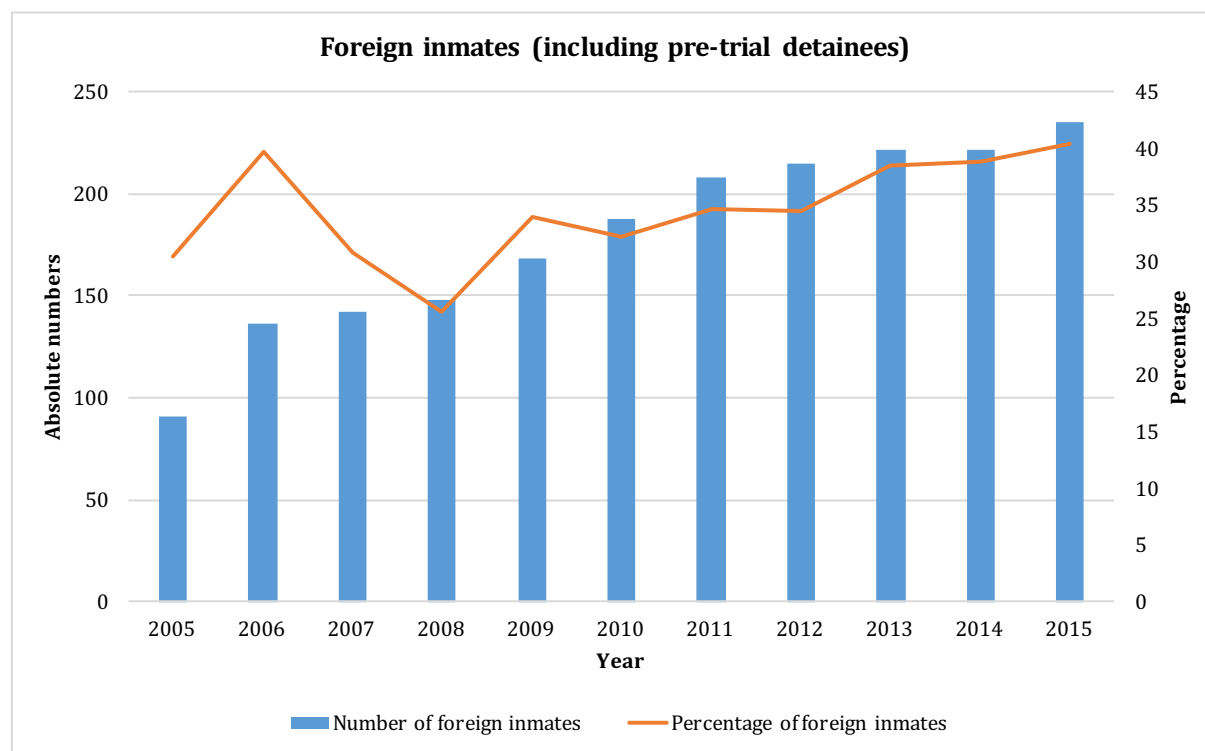
**Figure 26b.** Number and percentage of foreign probationers under the supervision or care of probation agencies in Luxembourg, 2009-2015



At the same time, Figure 26b shows that, on 31<sup>st</sup> December 2015, there were 443 foreigners placed under the supervision or care of probation agencies in Luxembourg. These probationers represented 39.7% of the total probation population. Figure 26b 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 in probation were lower than the ones observed in the prison population (39.7% against 74% in 2015).

## MALTA

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



The above Figure shows that, comparing 2015 to 2005, the *percentage* of foreign inmates in the total prison population increased by 32%. In 2005, 31% of the inmates were foreigners, while in 2015 they represented 40% of the total prison population. Their number increased constantly during the whole period under study.

The absolute *number* of foreign inmates also increased, rising from 91 to 235, which represents an increase of 158%. 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, Figure 27 shows that the number of foreign inmates increased in a linear way from 2005 to 2015.

In a comparative perspective, in 2015 Malta has a high percentage of foreign inmates.

At the same time, on 31<sup>st</sup> December 2015 there were no data on the number of foreigners placed under the supervision or care 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

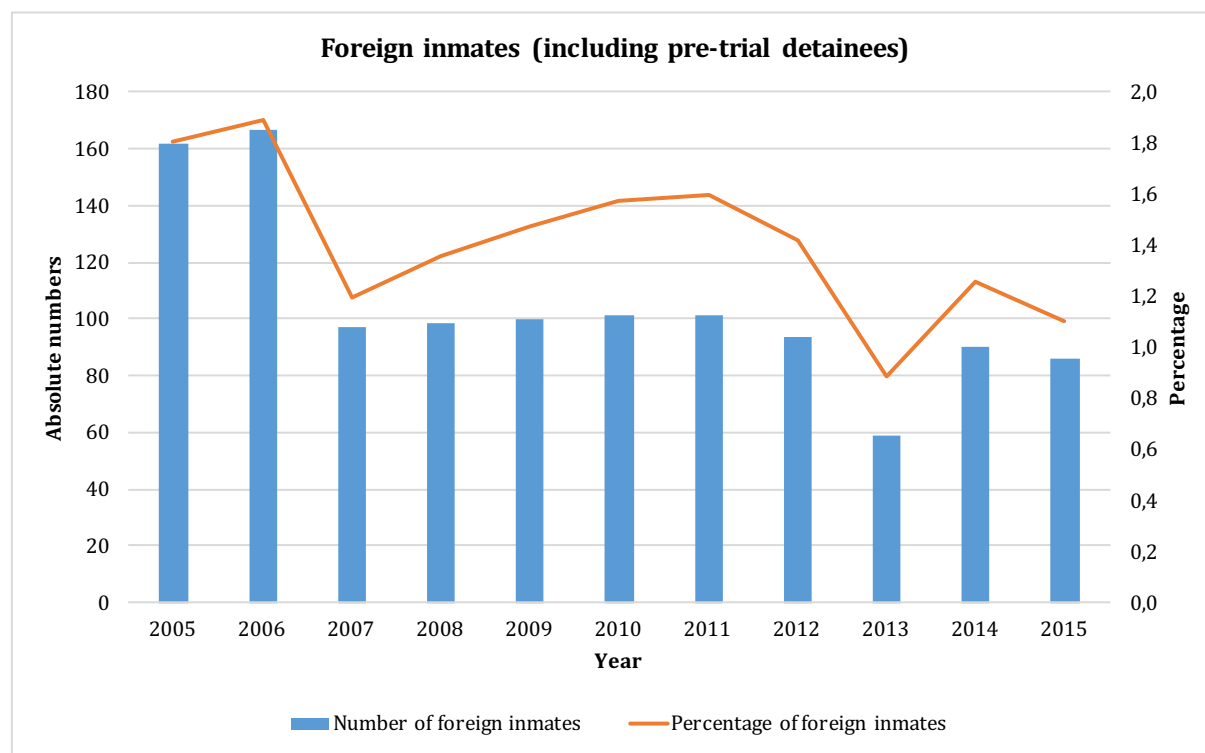


Figure 28 shows that, comparing 2015 to 2005, the *percentage* of foreign inmates in the total prison population decreased by 39%. In 2005, 1.8% of the inmates were foreigners, while in 2015 they represented 1.1% of the total prison population.

The absolute *number* of foreign inmates also decreased, declining from 162 to 86, which represents a decrease of 47%. The fact that the decrease in the number of foreign inmates is higher than the one 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 Figure 28, it seems that Law nr. 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.

At the same time, on 31<sup>st</sup> December 2015 there were no data on the number of foreigners placed under the supervision or care 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, 2005-2015

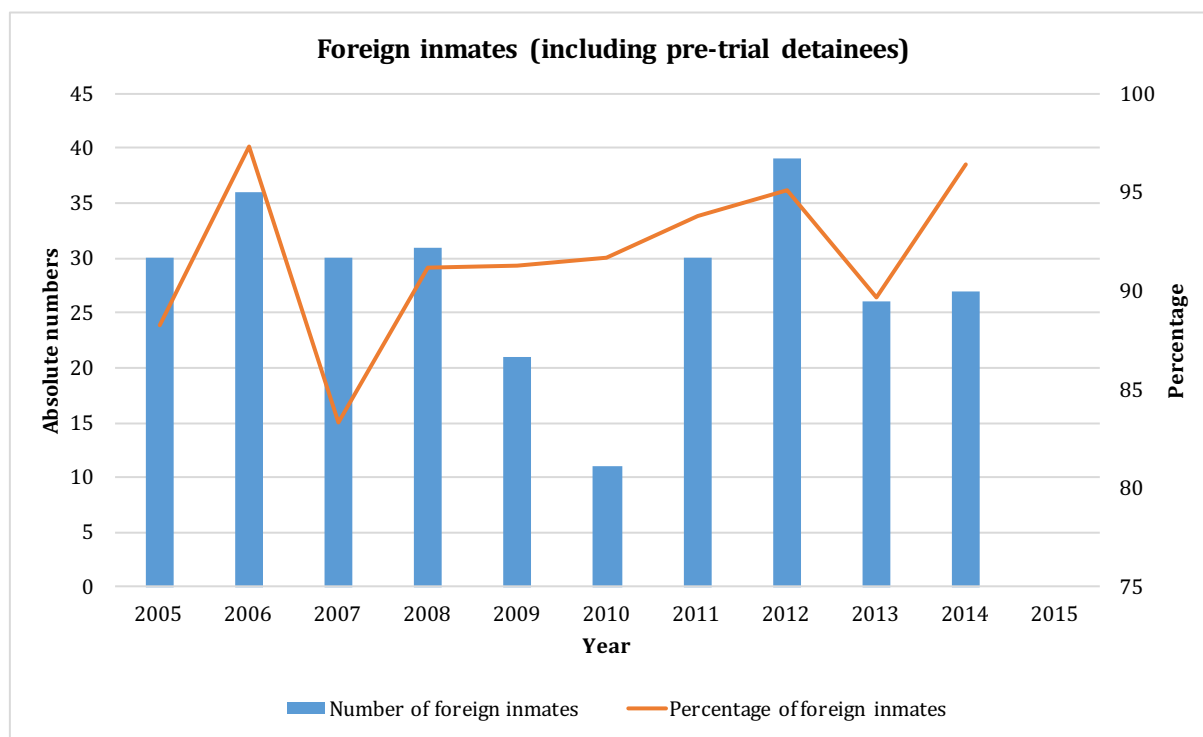


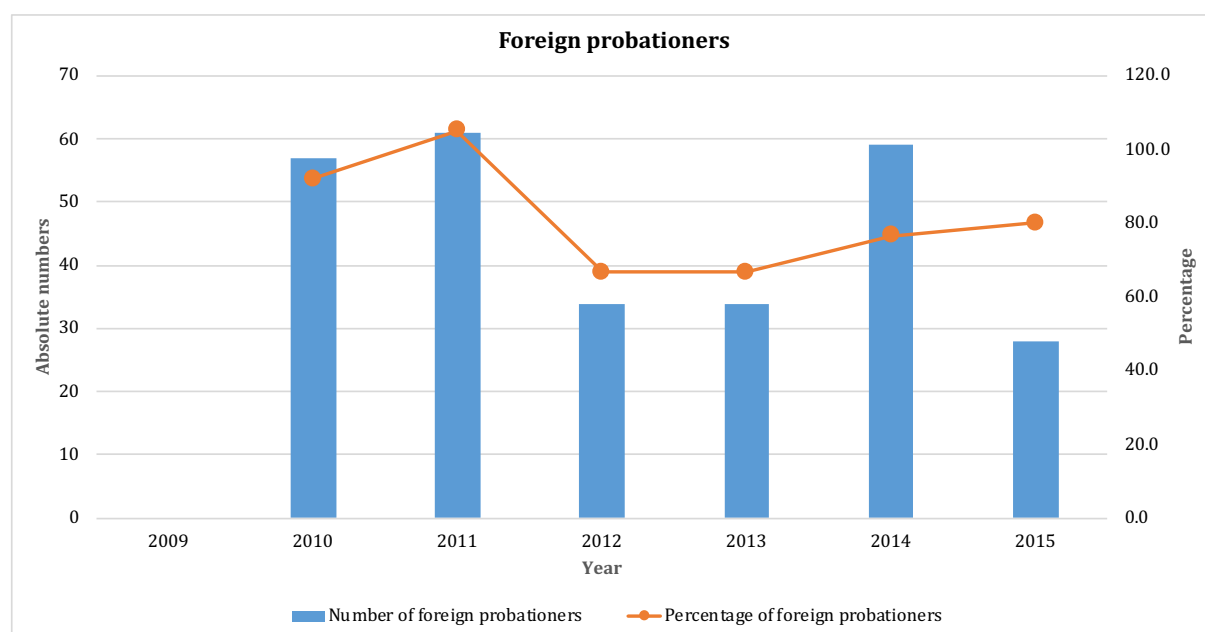
Figure 29a shows that, from 2005 to 2014, the percentage of foreign inmates increased by 9.3%. In 2005, 88% of the inmates were foreigners, while in 2014 they represented 96% of the total prison population.

On the contrary, the absolute *number* of foreign inmates has decreased, declining from 30 to 27, which represents a decrease of 10%.

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

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

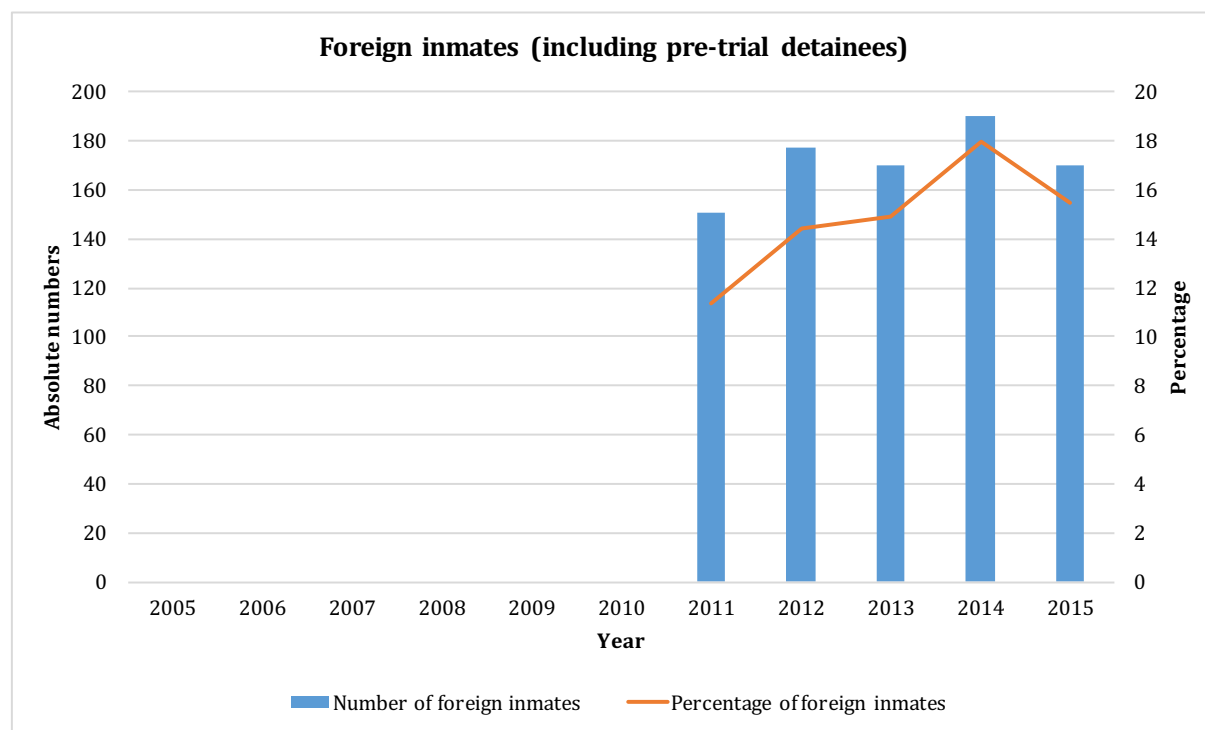
**Figure 29b.** Number and percentage of foreign probationers under the supervision or care of probation agencies in Monaco, 2009-2015



At the same time, Figure 29b shows that, on 31<sup>st</sup> December 2015, there were 28 foreigners placed under the supervision or care of probation agencies in Monaco. These probationers represented 80% of the total probation population. Figure 29b 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 in probation were lower than the ones 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, 2005-2015



Data for Montenegro are only available since 2011. As a consequence, it is not possible to make an analysis of the period under study in this report. In 2015, the *percentage* of foreign inmates was 36% higher than in 2011. In 2011, 11.4% of the inmates were foreigners, while in 2014 they represented 15.5% of the total prison population.

The absolute *number* of foreign inmates also increased, rising from 151 to 170, which represents an increase of 13%. 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 a comparative perspective, in 2015 Montenegro had a relatively high percentage of foreign inmates.

At the same time, on 31<sup>st</sup> December 2015 there were no data on the number of foreigners placed under the supervision or care 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

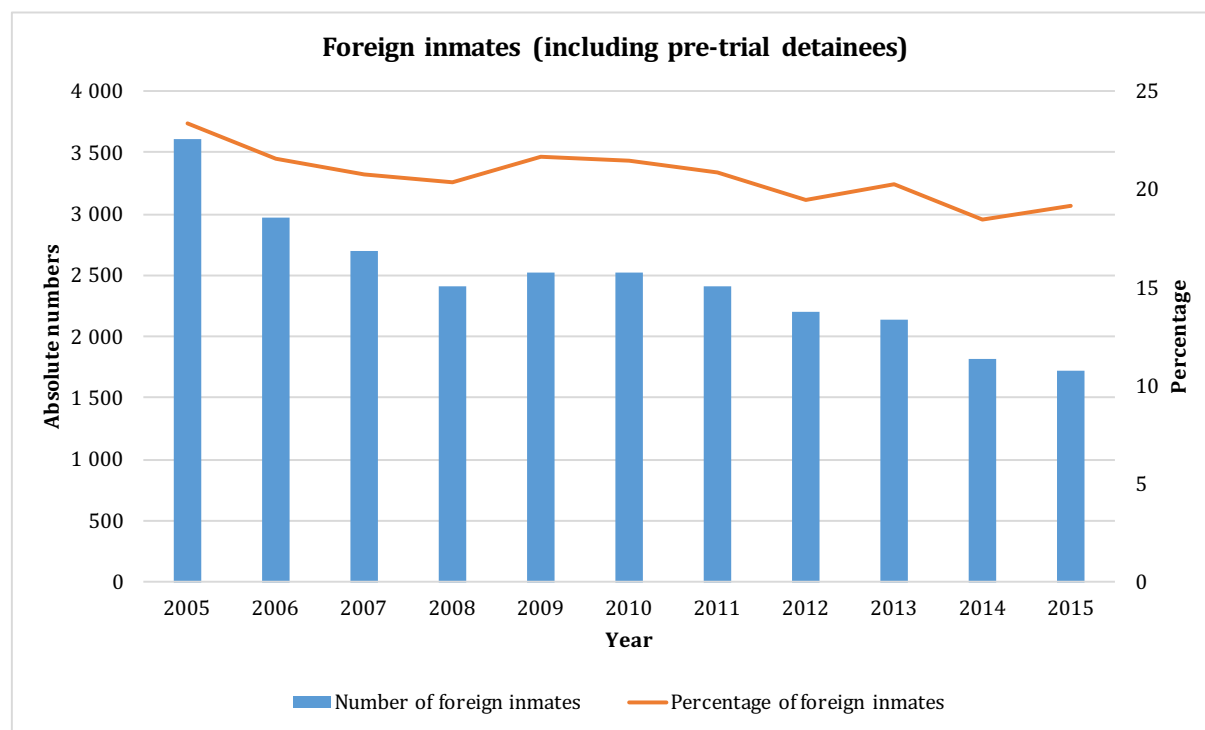


Figure 31 shows that, comparing 2015 to 2005, the *percentage* of foreign inmates in the total prison population decreased by 18%. In 2005, 23% of the inmates were foreigners, while in 2015 they represented 19% of the total prison population.

The absolute *number* of foreign inmates also decreased, declining from 3609 to 1723, which represents a decrease of 52%. The fact that the decrease in the number of foreign inmates is higher than the one 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.

At the same time, on 31<sup>st</sup> December 2015 there were no data on the number of foreigners placed under the supervision or care of probation agencies in the Netherlands. In fact, the country was unable to provide such data for the whole period under study.

## NORWAY

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

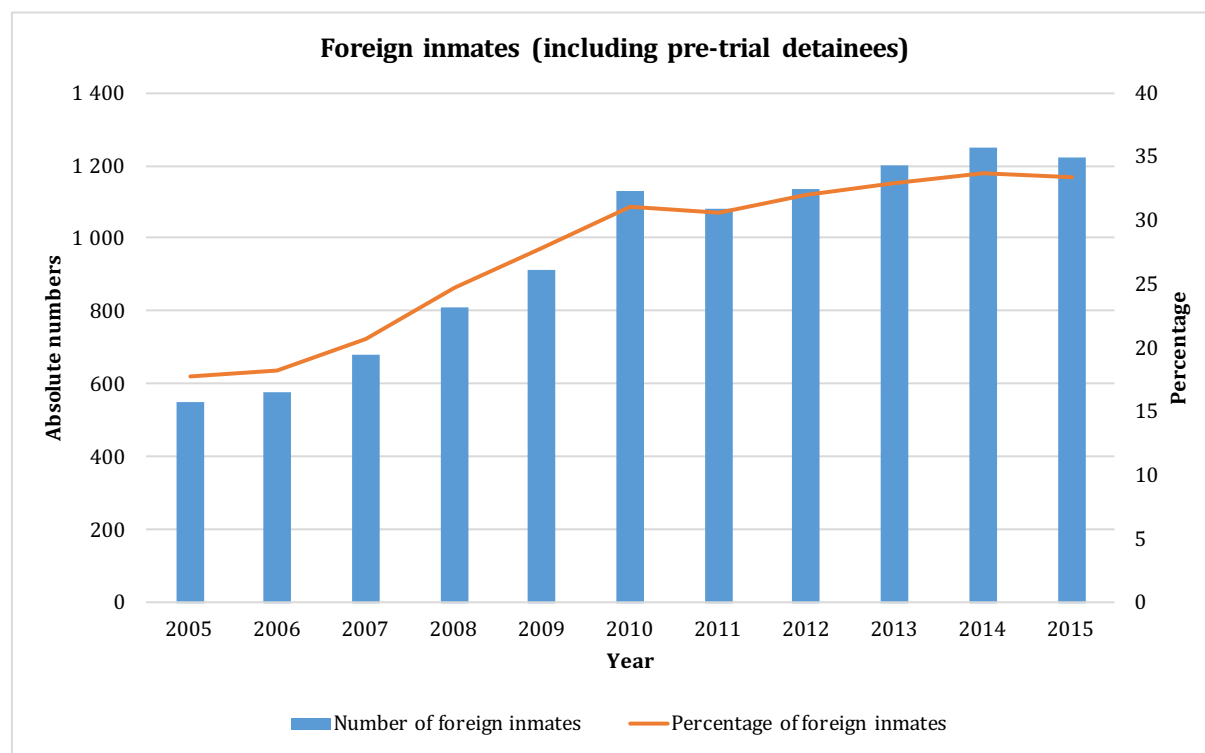


Figure 32 shows that, comparing 2015 to 2005, the percentage of foreign inmates in the total prison population increased by 88%. In 2005, 18% of the inmates were foreigners, while in 2015 they represented 33% of the total prison population.

The absolute *number* of foreign inmates also increased, rising from 551 to 1222, which represents an increase of 122%. 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, Figure 32 shows that the number of foreign inmates increased in a more pronounced way during the first half of the period under study.

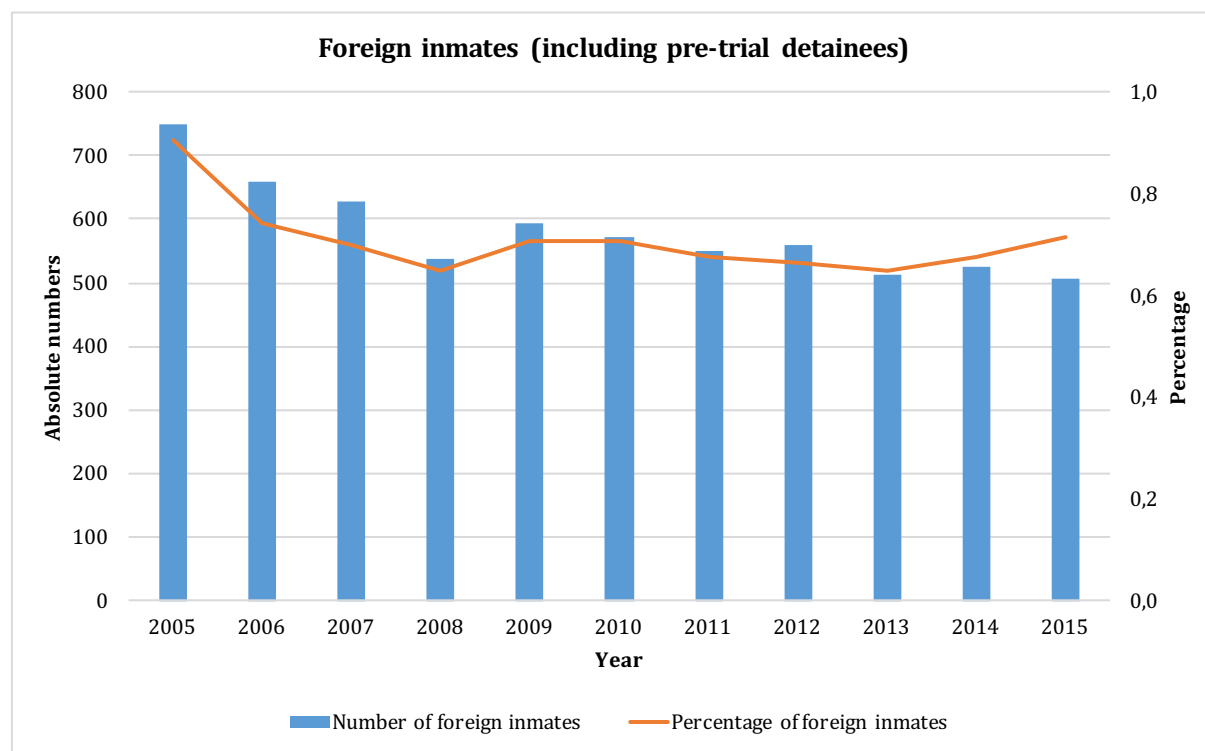
According to the information collected during this research, several reasons may explain the increase of the percentage of foreign inmates. One of them seems to be the extension of the Schengen Area that came into effect on 21<sup>st</sup> December 2007. This interpretation is corroborated by an analysis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

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

At the same time, on 31<sup>st</sup> December 2015 there were no data on the number of foreigners placed under the supervision or care of probation agencies in Norway. In fact, the country was unable to provide such data for the whole period under study.

## POLAND

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



The above Figure shows that, comparing 2015 to 2005, the *percentage* of foreign inmates in the total prison population decreased by 21%. In 2005, 0.9% of the inmates were foreigners, while in 2015 they represented 0.7% of the total prison population.

The absolute *number* of foreign inmates also decreased, declining from 750 to 506, which represents a decrease of 33%. The fact that the decrease 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, Figure 33 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.

At the same time, on 31<sup>st</sup> December 2015 there were no data on the number of foreigners placed under the supervision or care of probation agencies in Poland. In fact, the country was unable to provide such data for the whole period under study.

## PORTUGAL

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

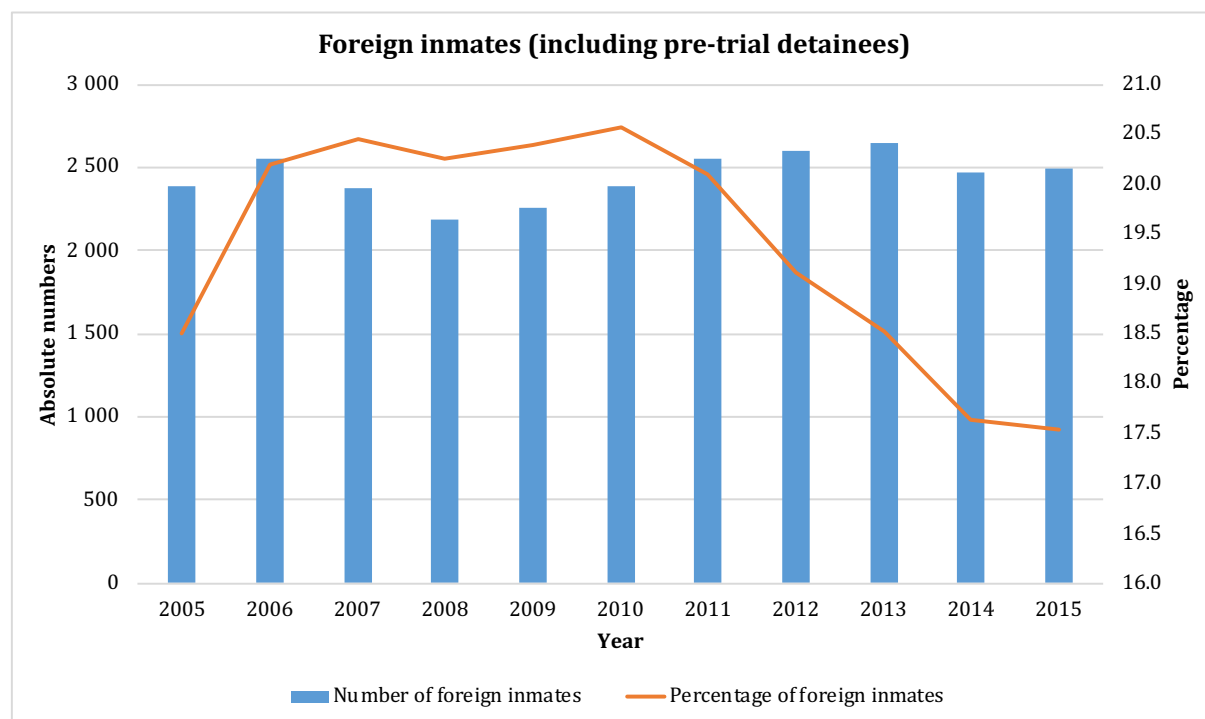
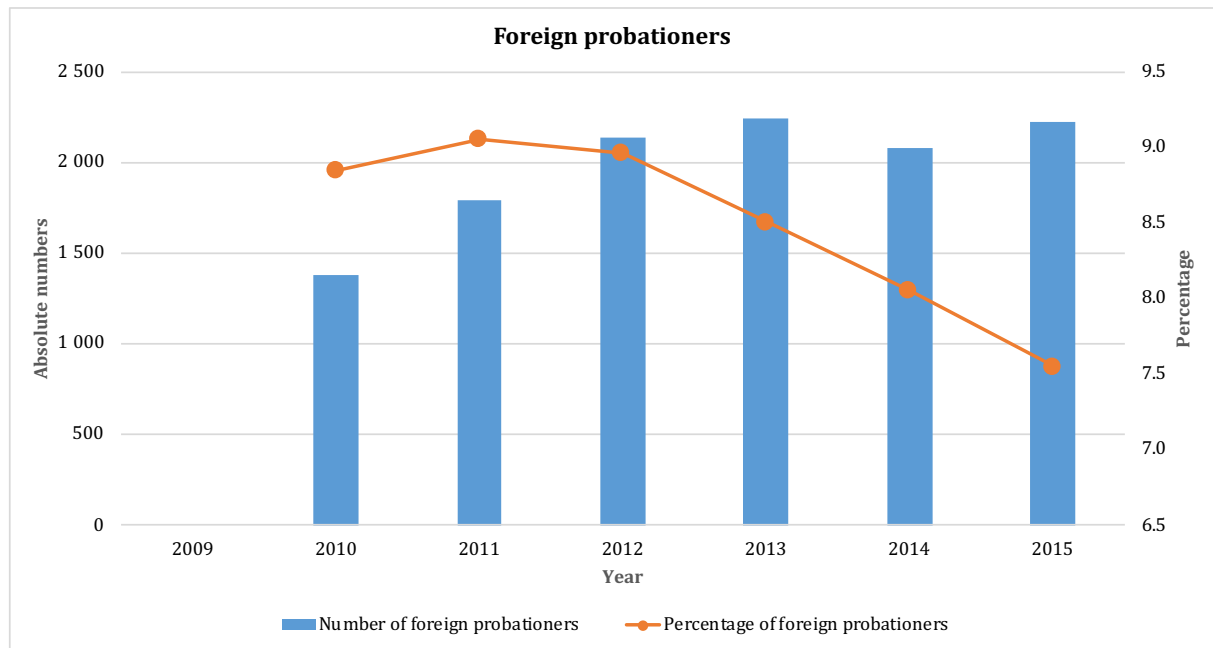


Figure 34a shows that, comparing 2015 to 2005, the *percentage* of foreign inmates in the total prison population decreased by 5.2%. In 2005, 18.5 % of the inmates were foreigners, while in 2015 they represented 17.5% of the total prison population.

On the contrary, the absolute *number* of foreign inmates has increased, rising from 2386 to 2495, but as that represents an increase of only 4.6%, it is more appropriate to consider that this indicator suggests a relative stability. Indeed, from 2005 to 2015, the number of foreign inmates followed a curvilinear evolution, remaining always relatively close to 2500. This contradiction between the evolution of 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 34b.** Number and percentage of foreign probationers under the supervision or care of probation agencies in Portugal, 2009-2015



At the same time, Figure 34b shows that, on 31<sup>st</sup> December 2015, there were 2335 foreigners placed under the supervision or care of probation agencies in Portugal. These probationers represented 7.4% of the total probation population. Figure 34b 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 in probation were lower than the ones observed in the prison population (7.4% against 18.5% in 2015).

## ROMANIA

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

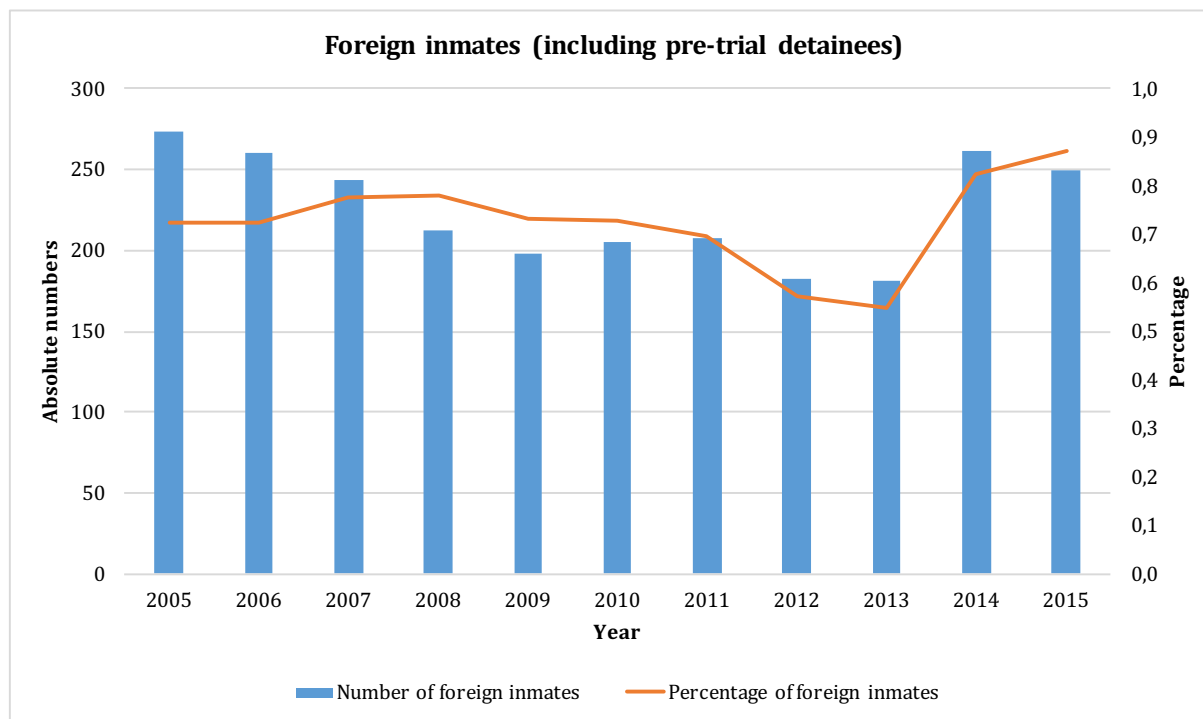


Figure 35 shows that, comparing 2015 to 2005, the *percentage* of foreign inmates in the total prison population increased by 21%. In 2005, 0.7% of the inmates were foreigners, while in 2015 they represented 0.9% of the total prison population.

On the contrary, the absolute *number* of foreign inmates declined from 274 in 2005 to 250 in 2015, which represents a decrease of 9%. This contradiction between the evolution of 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.

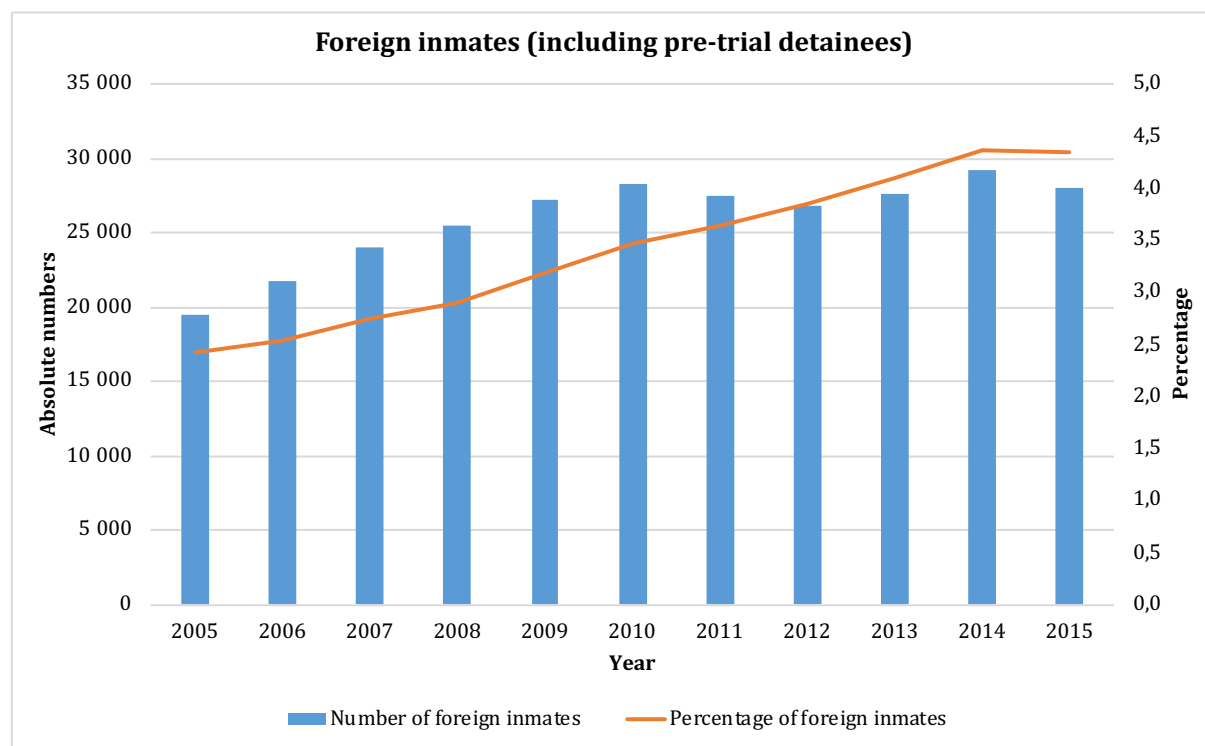
In particular, Figure 35 shows that the number of foreign inmates decreased constantly from 2005 to 2013, and only increased during the last two years of the series.

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

At the same time, on 31<sup>st</sup> December 2015 there were no data on the number of foreigners placed under the supervision or care of probation agencies in Romania. In fact, the country was unable to provide such data for the whole period under study.

## RUSSIAN FEDERATION

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



The above Figure shows that, comparing 2015 to 2005, the *percentage* of foreign inmates in the total prison population increased by 80%. In 2005, 2.4% of the inmates were foreigners, while in 2015 they represented 4.3% of the total prison population.

The absolute *number* of foreign inmates also increased, rising from 19,514 to 27,971, which represents an increase of 43%. 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 number of foreign inmates increased constantly from 2005 to 2010, and remained overall stable after that; while their percentage increased constantly until 2014.

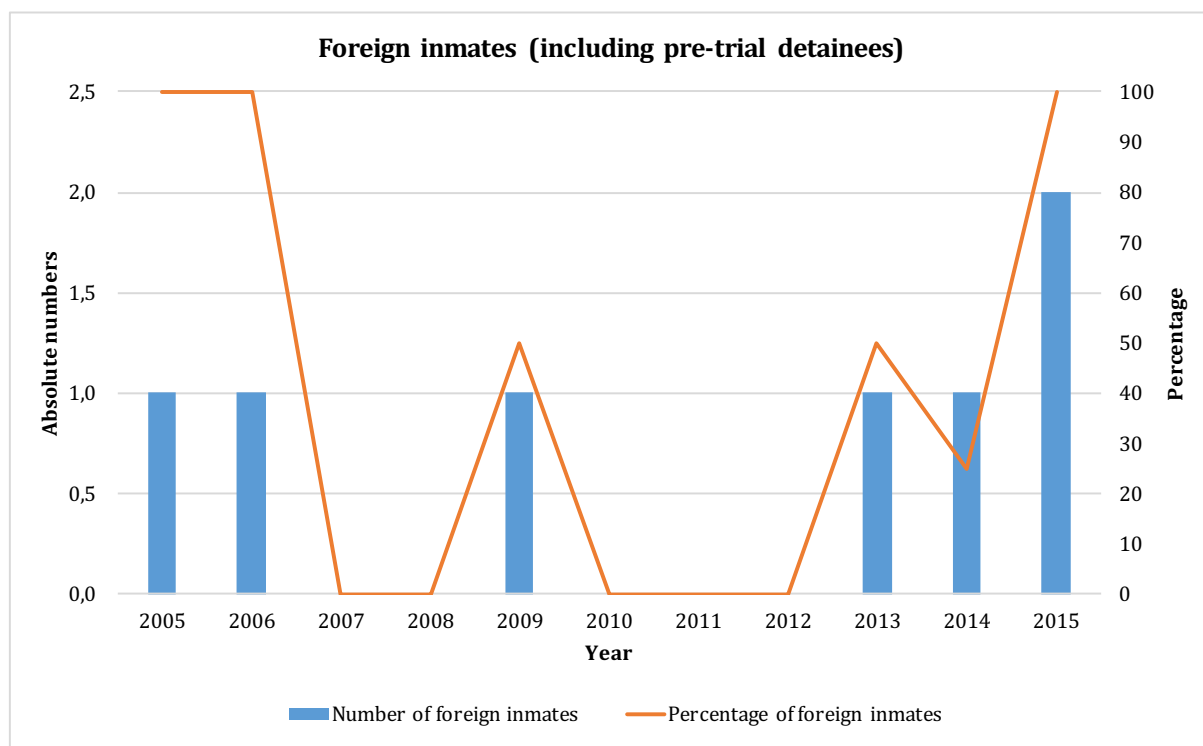
In a comparative perspective, the percentage of foreign inmates in the Russian Federation is low. As a consequence, the observed trends must be interpreted cautiously.

At the same time, on 31<sup>st</sup> December 2015 there were no data on the number of foreigners placed under the supervision or care 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

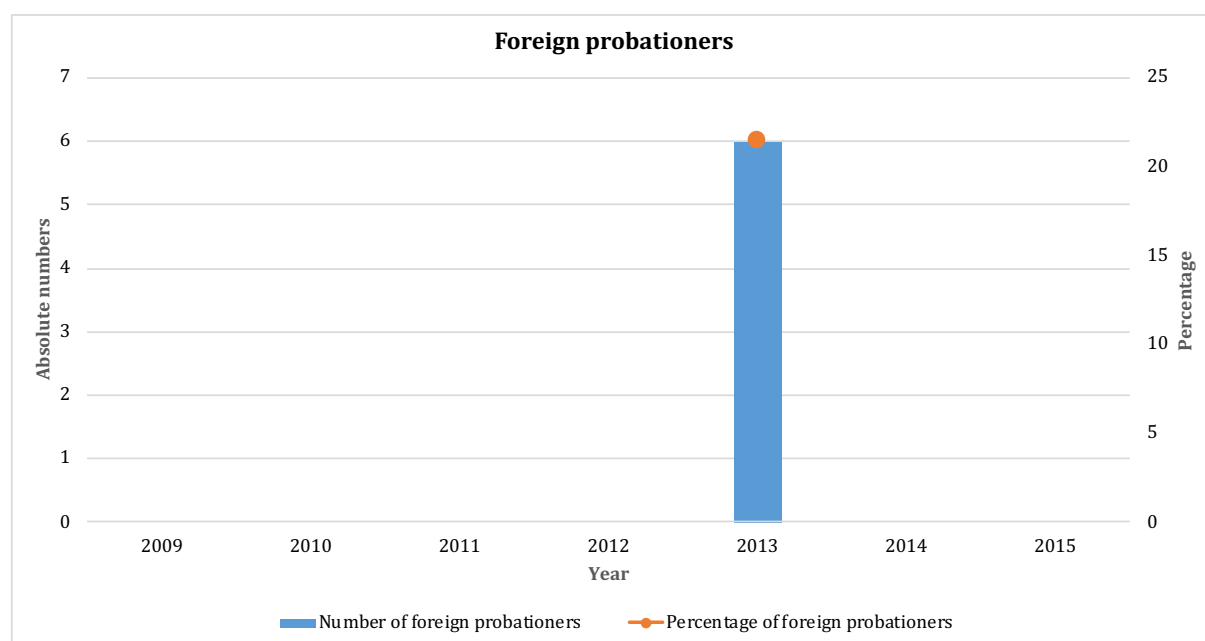
**Figure 37a.** Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of San Marino, 2005-2015



As can be seen in Figure 37a, 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 evolution 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 is usually high.

**Figure 37b.** Number and percentage of foreign probationers under the supervision or care of probation agencies in San Marino, 2009-2015



At the same time, Figure 37b shows that, on 31<sup>st</sup> December 2015, there were no data on the number foreigners placed under the supervision or care of probation agencies in San Marino. The country only provided data for 2013, when there were 6 foreigners, representing 21.4% of the total probation population (see Figure 37b). That year, both the number and the percentage of foreigners in probation were lower than the ones observed in the prison population (21.4% against 50%). However, as pointed out above, the number of persons is too low to draw any reliable conclusion.

## SERBIA

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

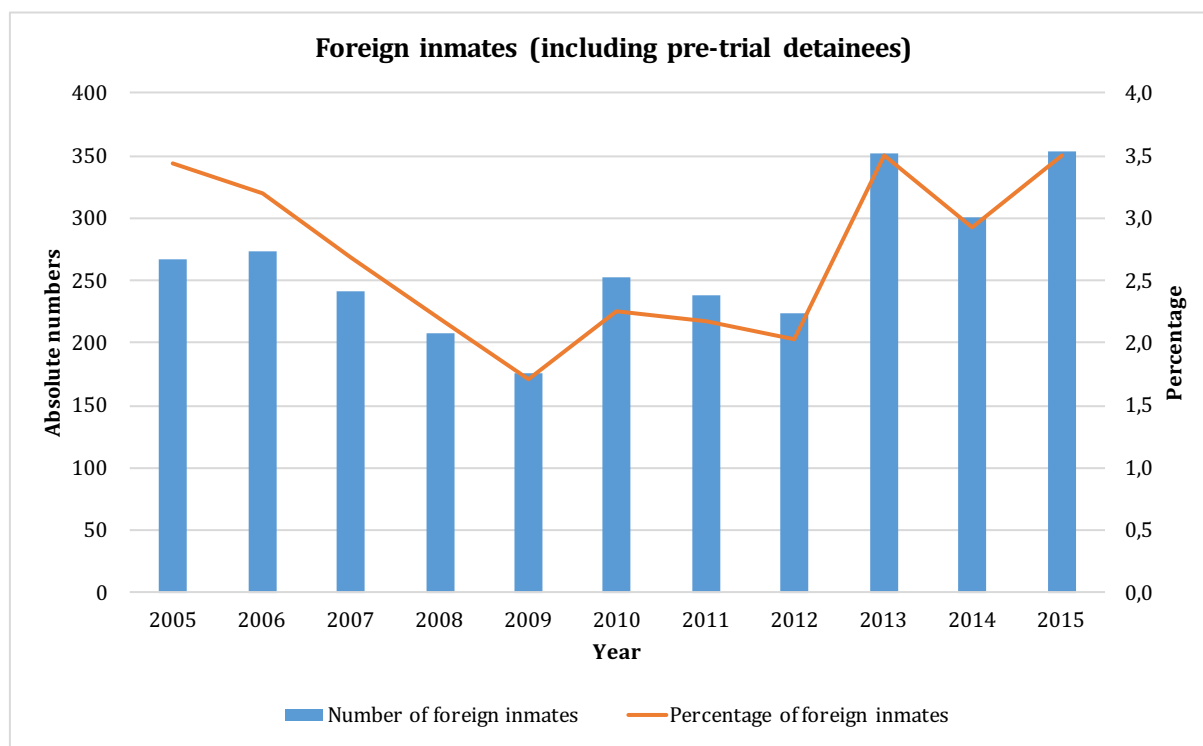


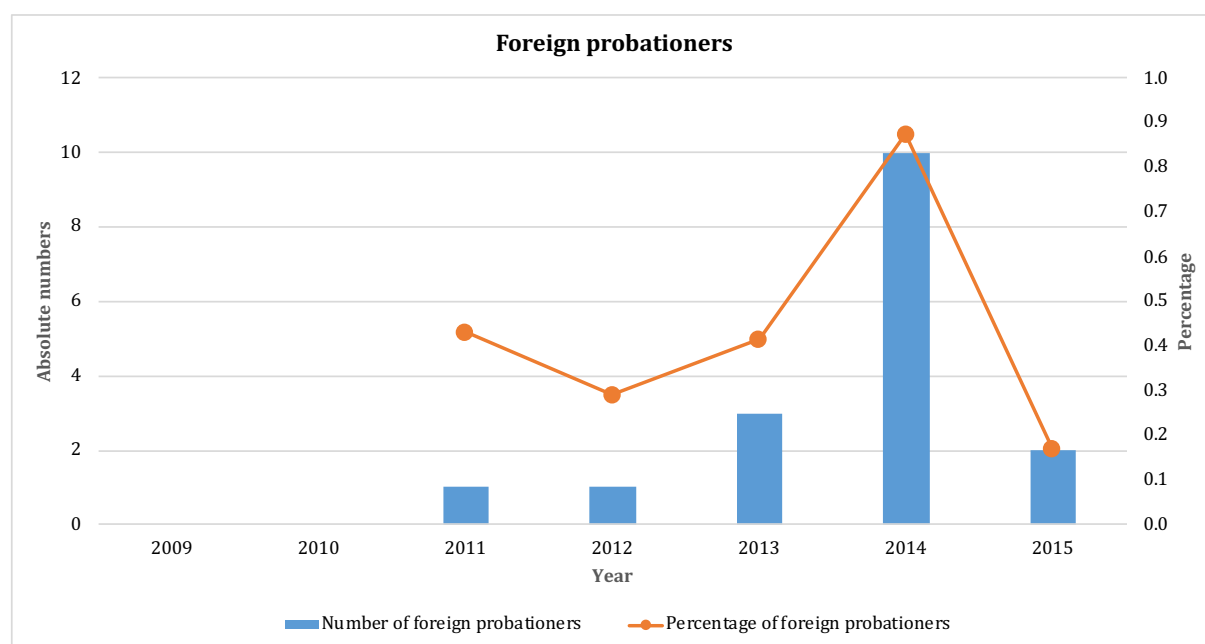
Figure 38a shows that, comparing 2015 to 2005, the *percentage* of foreign inmates in the total prison population remained relatively stable. In 2005, 3.4% of the inmates were foreigners, and in 2015 they represented 3.5% of the total prison population.

At the same time, the absolute *number* of foreign inmates has increased, rising from 267 to 353, which represents an increase of 32%. This contradiction between the evolution of 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, the FYRO Macedonia, etc.) 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 38a 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 38b.** Number and percentage of foreign probationers under the supervision or care of probation agencies in Serbia, 2009-2015



At the same time, Figure 38b shows that, on 31<sup>st</sup> December 2015, there were 2 foreigners placed under the supervision or care of probation agencies in Serbia. These probationers represented 0.2% of the total probation population. Figure 38b 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 in probation were lower than the ones observed in the prison population (0.2% against 3.5% in 2015). However, the number of foreign probationers is too low to draw any reliable conclusion.

## SLOVAK REPUBLIC

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

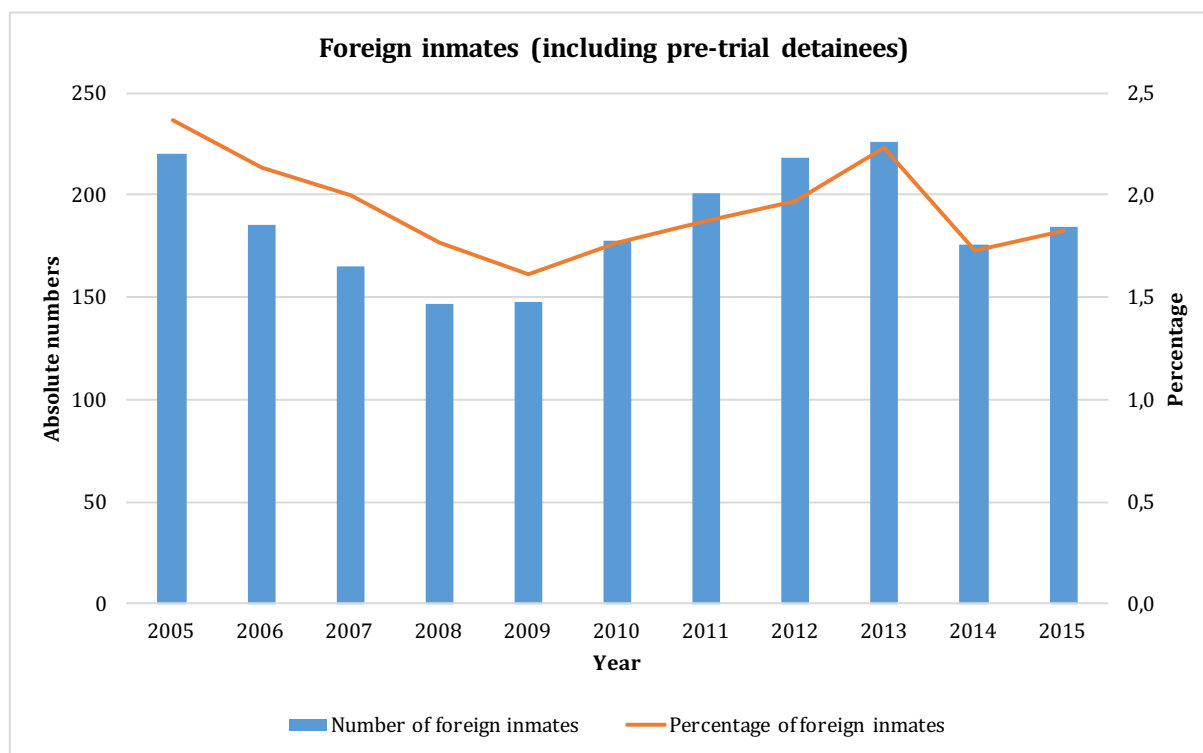


Figure 39 shows that, comparing 2015 to 2005, the *percentage* of foreign inmates in the total prison population decreased by 23%. In 2005, 2.4% of the inmates were foreigners, while in 2015 they represented 1.8% of the total prison population.

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

In particular, Figure 39 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.

At the same time, on 31<sup>st</sup> December 2015 there were no data on the number of foreigners placed under the supervision or care 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 40.** Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Slovenia, 2005-2015

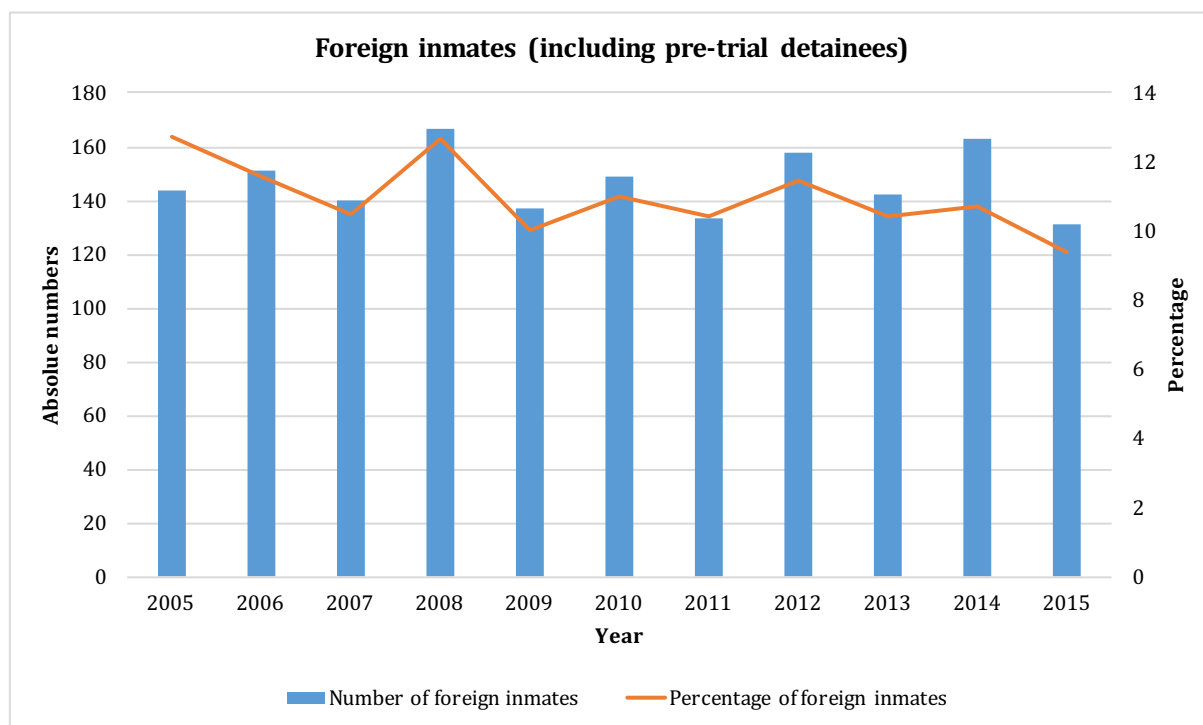


Figure 40 shows that, comparing 2015 to 2005, the percentage of foreign inmates in the total prison population decreased by 26%. In 2005, 12.7% of the inmates were foreigners, while in 2015 they represented 9.4% of the total prison population.

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

In particular, Figure 40 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.

At the same time, on 31<sup>st</sup> December 2015 there were no data on the number foreigners placed under the supervision or care of probation agencies in Slovenia. In fact, the country was unable to provide such data for the whole period under study.

## SPAIN: TOTAL

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

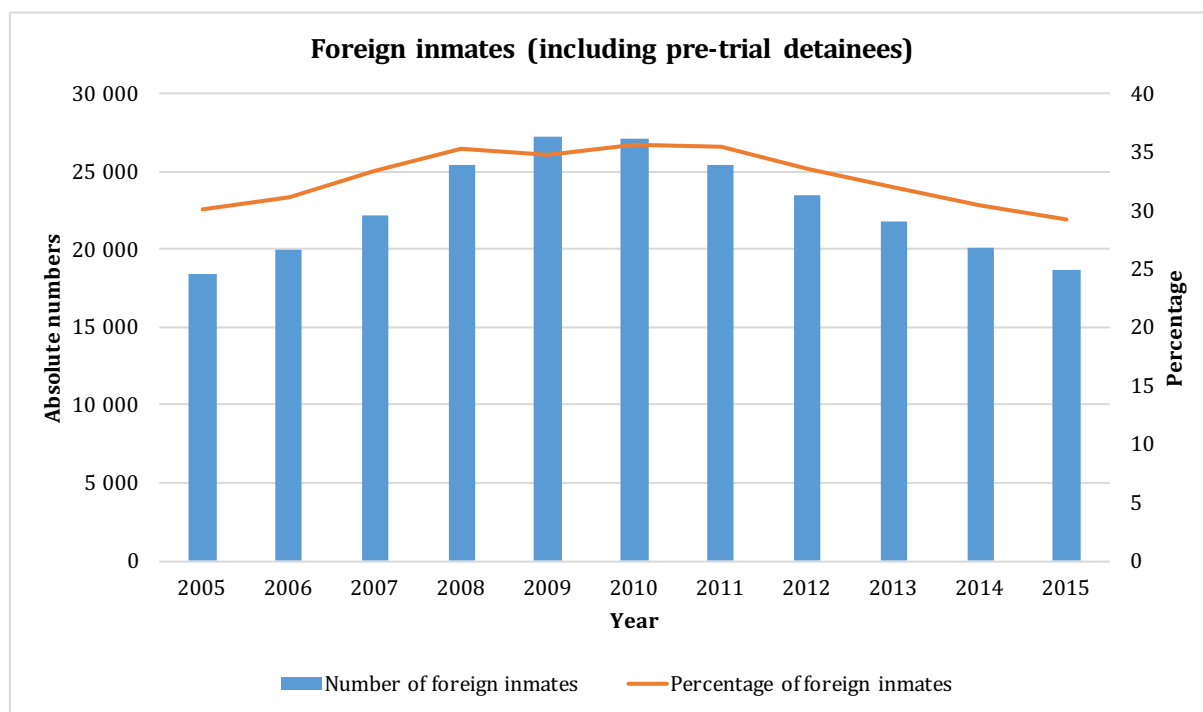


Figure 41 shows that, comparing 2015 to 2005, the *percentage* of foreign inmates in the total prison population decreased by 3%, which implies an overall stability. In 2005, 30% of the inmates were foreigners, while in 2015 they represented 29% of the total prison population.

The absolute *number* of foreign inmates also decreased slightly, declining from 18463 to 16680, but as that represents a decrease of only 1.3%, it is more appropriate to consider that this indicator suggests also a relative stability. The fact that the decrease in the number of foreign inmates is lower than the one 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 below +/-5%, one can consider that the situation in 2015 is comparable to the one observed in 2005. In particular, Figure 41 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 the foreigners placed under the supervision or care 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 42a.** 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

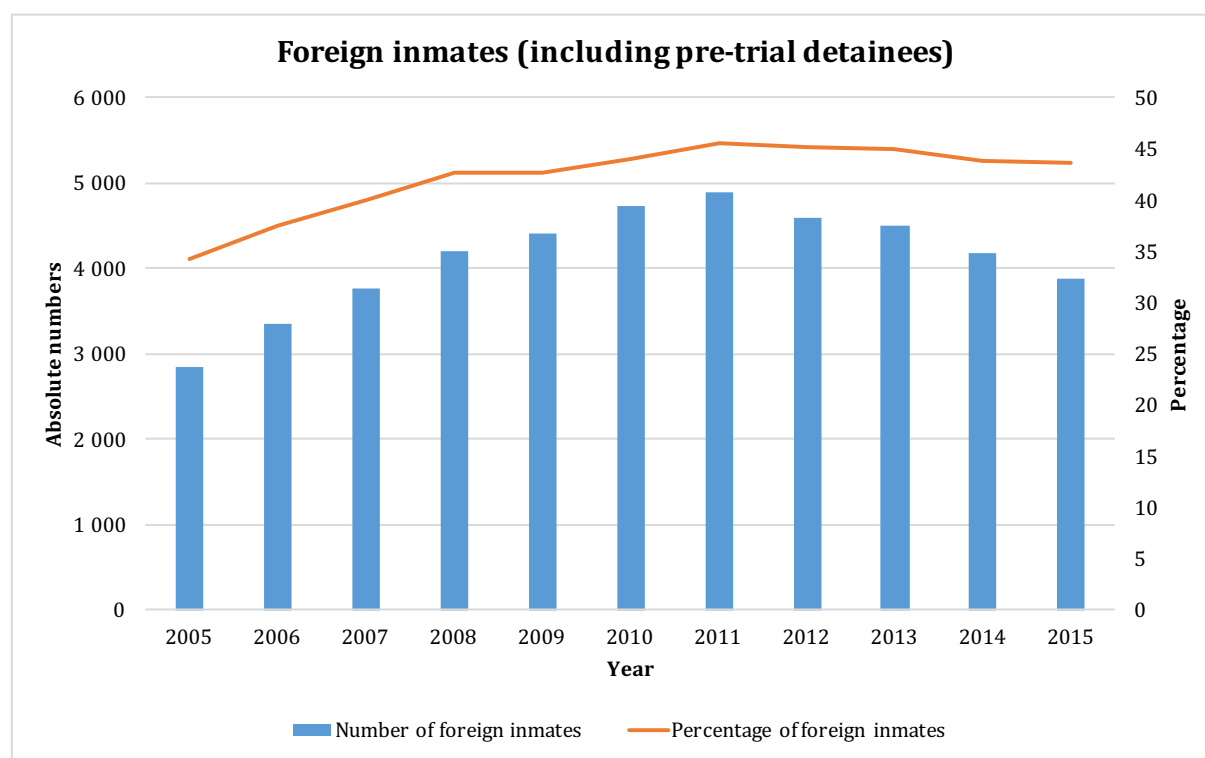


Figure 42a shows that, comparing 2015 to 2005, the *percentage* of foreign inmates in the total prison population increased by 27%. In 2005, 34% of the inmates were foreigners, while in 2015 they represented 44% of the total prison population.

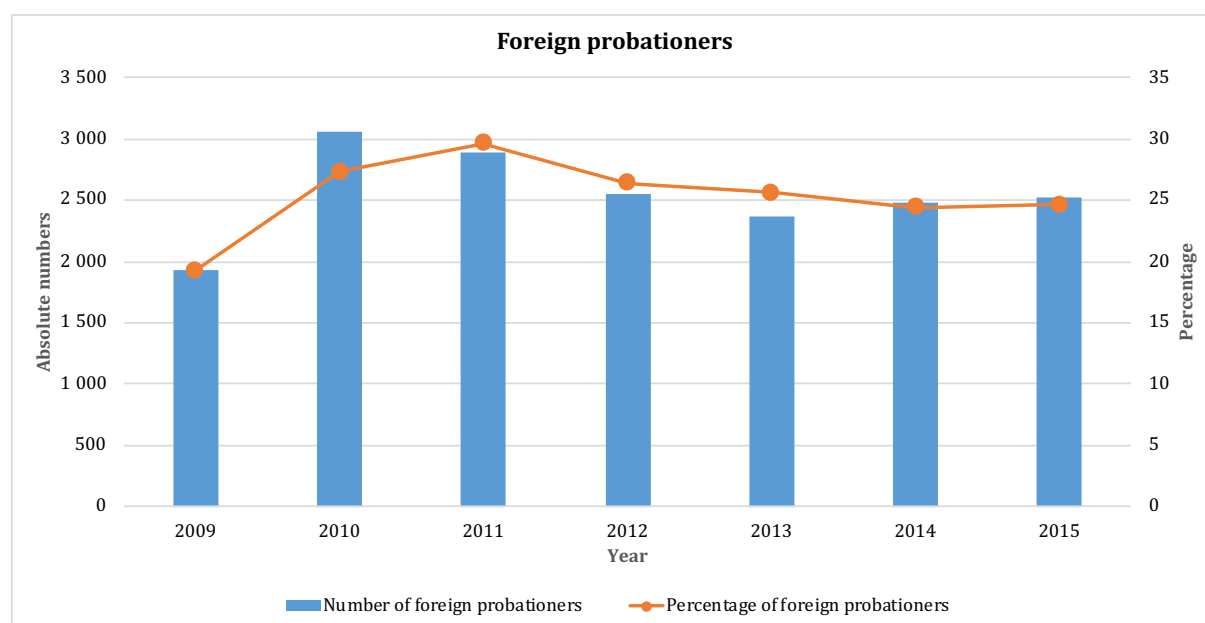
The absolute *number* of foreign inmates also increased, rising from 2,508 to 3,895, which represents an increase of 37%. The fact that the increase in the number of foreign inmates is higher than the one observed in their percentage implies that the number of foreign inmates increased at a slower pace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

In particular, Figure 42a 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 42b.** Number and percentage of foreign probationers under the supervision or care of the Probation Agency of the Autonomous Community of Catalonia (Spain), 2009-2015



At the same time, Figure 42b shows that, on 31<sup>st</sup> December 2015, there were 2526 foreigners placed under the supervision or care of the Probation Administration of the Autonomous Community of Catalonia. These probationers represented 24.6% of the total probation population. Figure 42b 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 since 2012. At the same time, during the whole period, the number and the percentage of foreigners in probation were lower than the ones observed in the prison population (24.6% against 44% in 2015).

## SPAIN: STATE ADMINISTRATION

**Figure 43a.** 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

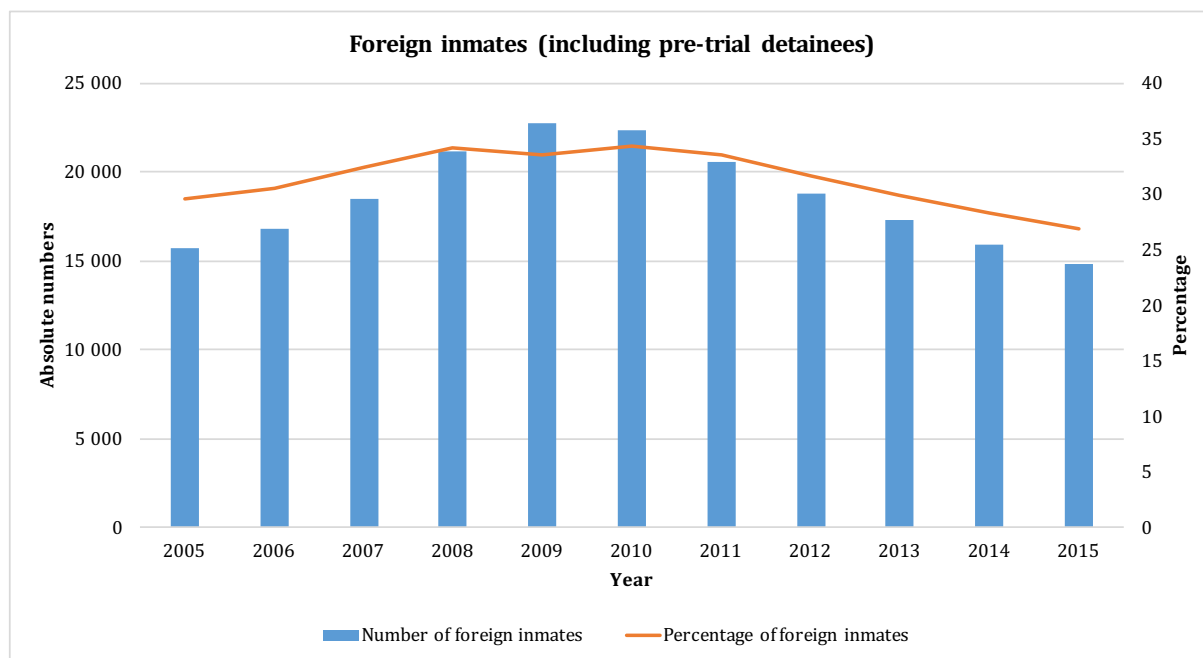


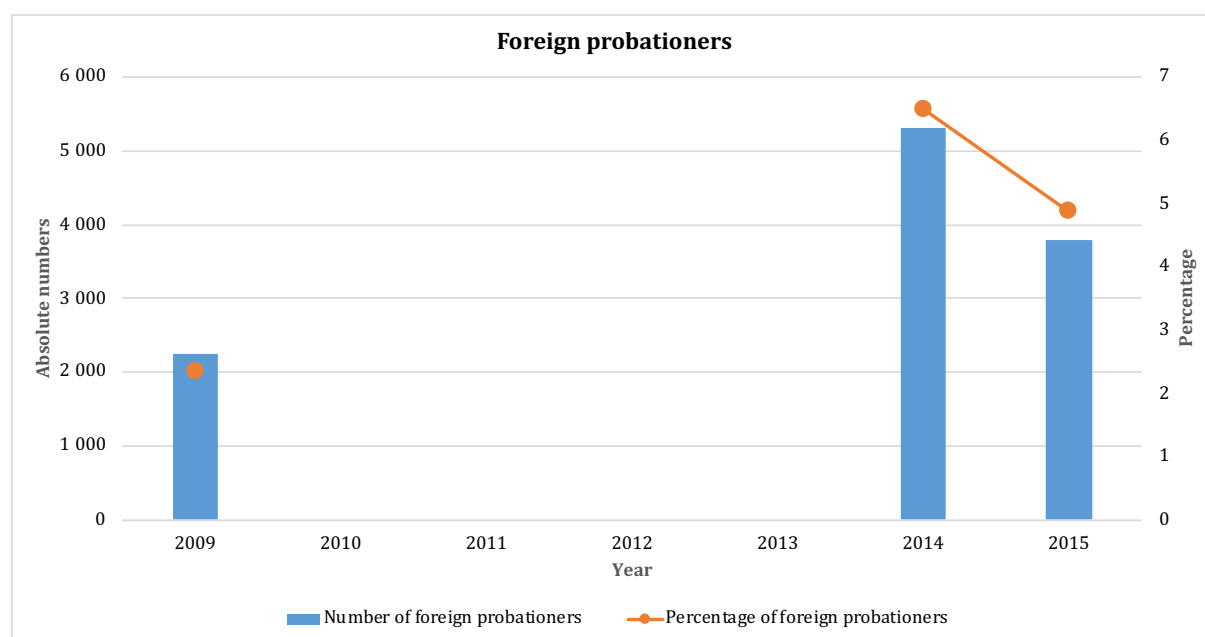
Figure 43a shows that, comparing 2015 to 2005, the *percentage* of foreign inmates in the total prison population decreased by 9%. In 2005, 30% of the inmates were foreigners, while in 2015 they represented 27% of the total prison population.

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

In particular, Figure 43a 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 43b.** Number and percentage of foreign probationers under the supervision or care the National Probation Agency of Spain, 2009-2015



At the same time, Figure 43b shows that, on 31<sup>st</sup> December 2015, there were 3785 foreigners placed under the supervision or care 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 (see Figure 43b), which allows the observation that both the number and the percentage of foreign probationers were higher in 2015 than in 2009, but do not allow analyzing the specific trends observed. In these three years, both the number and the percentage of foreigners in probation were lower than the ones observed in the prison population (5.2% against 27% in 2014).

## SWEDEN

**Figure 44a.** Number and percentage of foreign inmates (excluding pre-trial detainees) in the prison population of Sweden, 2005-2015

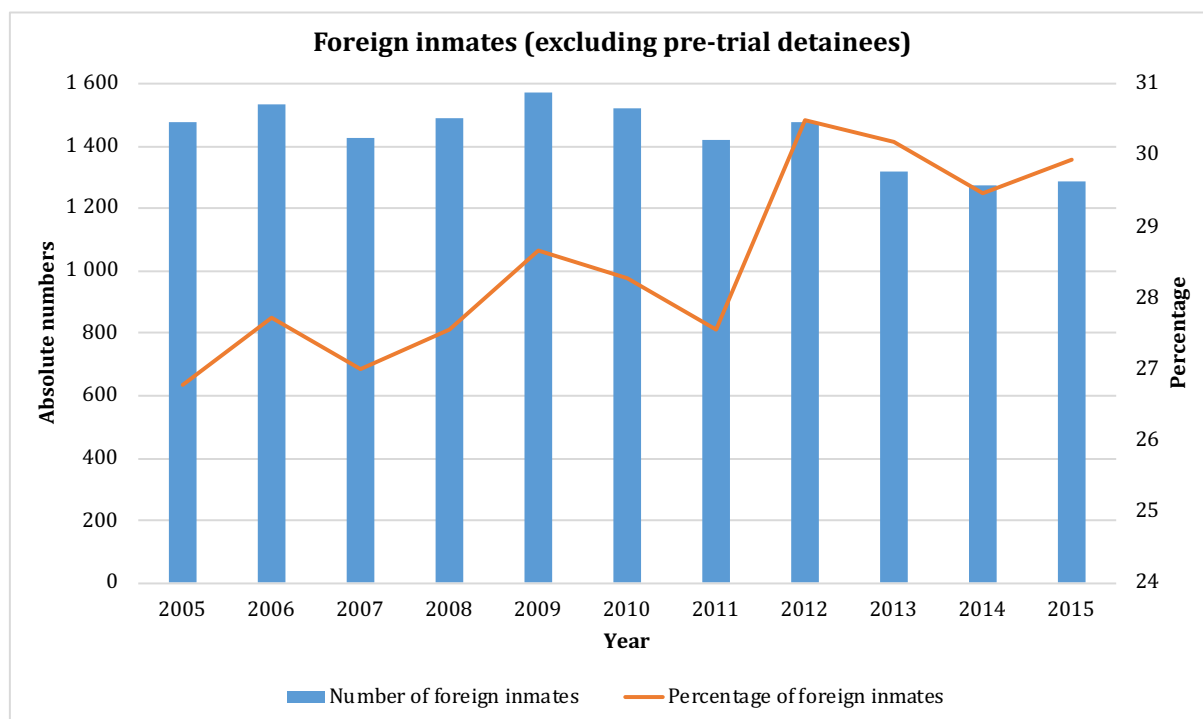


Figure 44a shows that, comparing 2015 to 2005, the percentage of foreign inmates among the total number of sentenced prisoners<sup>2</sup> increased by 11,8 %. In 2005, 26,8 % of the inmates were foreigners, while in 2015 they represented 29,9% of the total prison population.

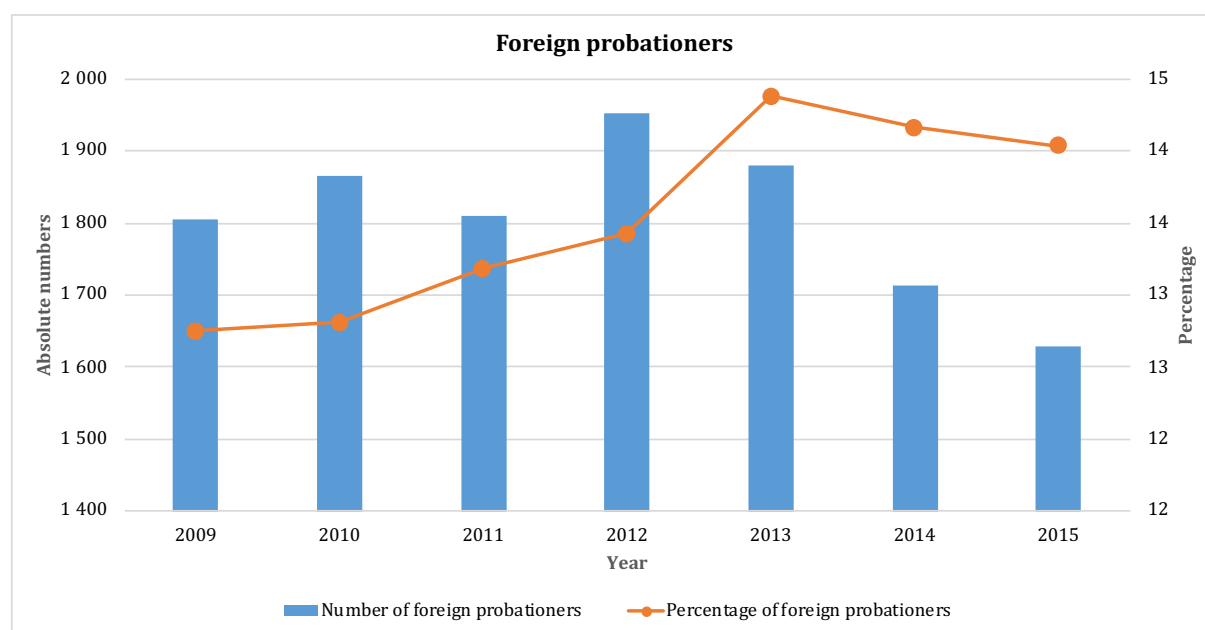
On the contrary, the *absolute number* of foreign inmates has decreased, declining from 1475 to 1285, which represents a decrease of 13%. This contradiction between the evolution of the number of foreign inmates and their relative percentage in the total prison population implies that the number of foreign inmates decreased at a slower pace than the number of national inmates.

In particular, Figure 44a 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.

<sup>2</sup> Data about nationality are not available for pre-trial detainees, therefore the percentage of foreign inmates is calculated on the basis of the total number of sentenced prisoners.

**Figure 44b.** Number and percentage of foreign probationers under the supervision or care of probation agencies in Sweden, 2009-2015



At the same time, Figure 44b shows that, on 31<sup>st</sup> December 2015, there were 1629 foreigners placed under the supervision or care of probation agencies in Sweden. These probationers represented 14% of the total probation population. Figure 44b 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 in probation were lower than the ones observed in the prison population (14% against 22% in 2015).

## SWITZERLAND

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

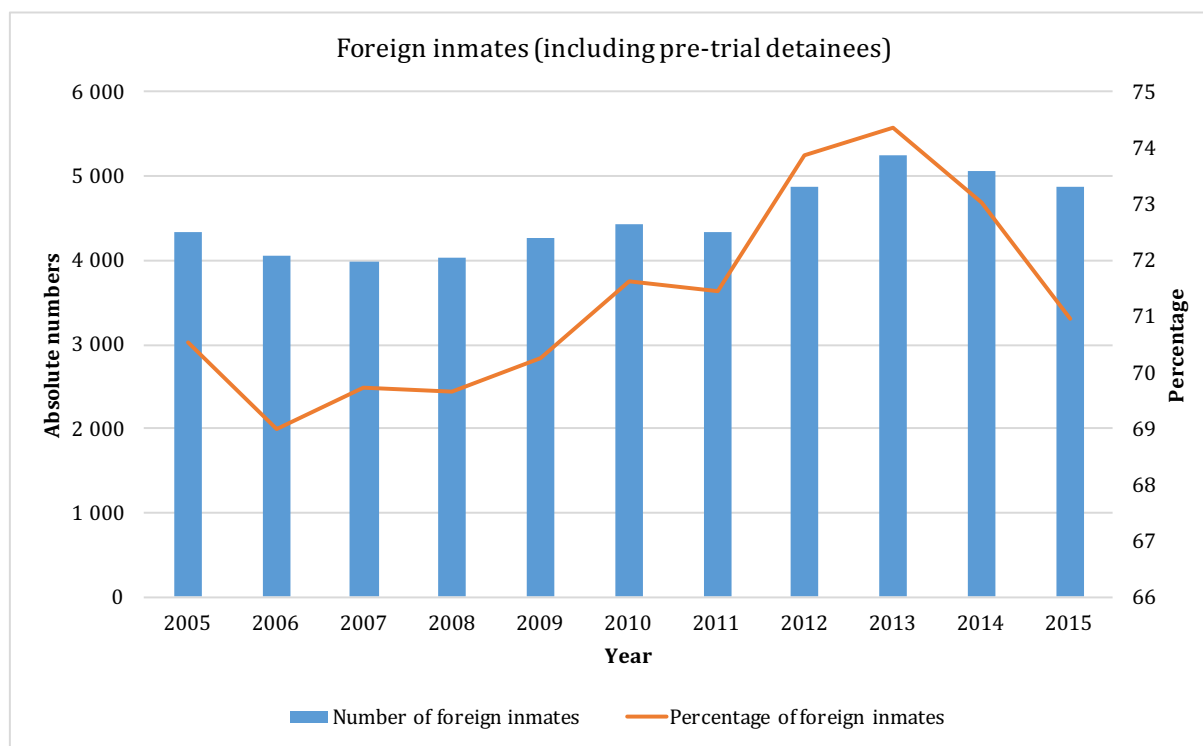


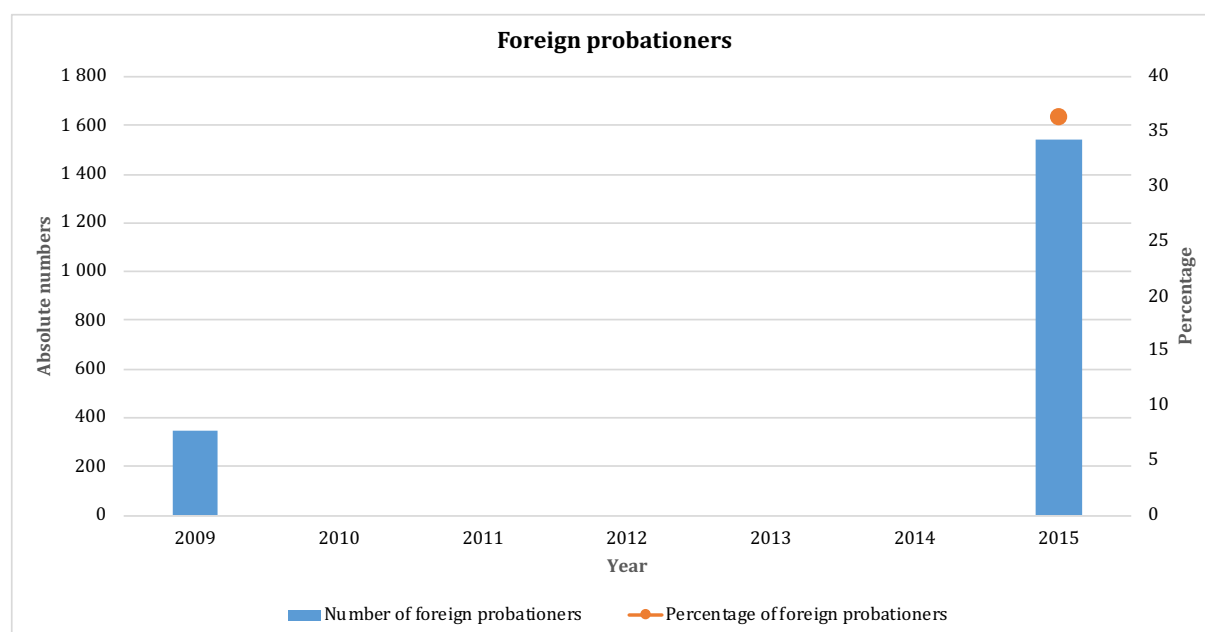
Figure 45a shows that, comparing 2015 to 2005, the *percentage* of foreign inmates in the total prison population remained overall stable. In 2005, 70.5% of the inmates were foreigners, while in 2015 they represented 71% of the total prison population.

At the same time, the absolute *number* of foreign inmates increased, rising from 4,329 to 4,885, which represents an increase of 13%. This contradiction between the evolution of 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, Figure 45a 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.

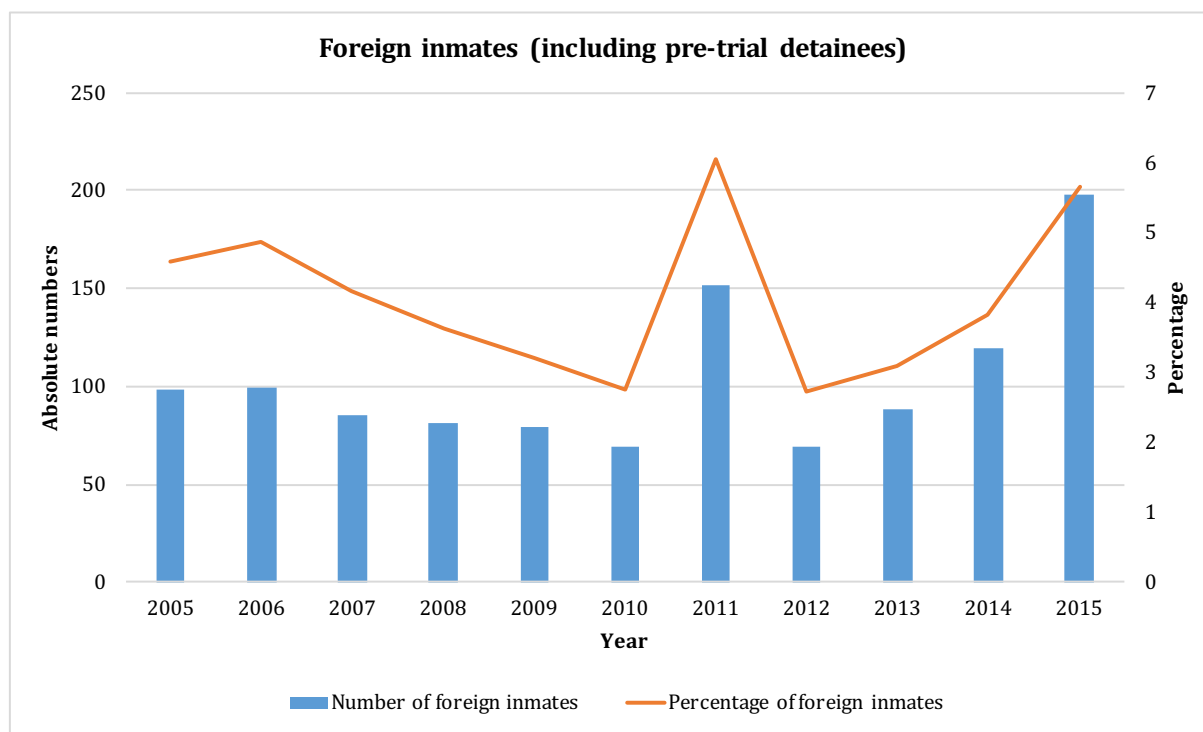
**Figure 45b.** Number and percentage of foreign probationers under the supervision or care of probation agencies in Switzerland, 2009-2015



At the same time, Figure 45b shows that, on 31<sup>st</sup> December 2015, there were 1540 foreigners placed under the supervision or care of probation agencies in Switzerland. These probationers represented 36.3% of the total probation population. This means that, in 2015, both the number and the percentage of foreigners in probation were lower than the ones observed in the prison population (36.3% against 71%). The country only provided data on foreigners in probation for 2009 and 2015 (see Figure 45b). In 2015, their number was higher than in 2009, but one cannot compare the percentages because the total number of persons under the supervision or care of probation agencies was not available for the year 2009.

## THE FYRO MACEDONIA

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



The above Figure shows that, comparing 2015 to 2005, the *percentage* of foreign inmates in the total prison population increased by 23%. In 2005, 4.6% of the inmates were foreigners, while in 2015 they represented 5.7% of the total prison population.

The absolute *number* of foreign inmates also increased, rising from 98 to 198, which represents an increase of 102%. 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, Figure 46 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 The FYRO Macedonia had an average percentage of foreign inmates.

At the same time, on 31<sup>st</sup> December 2015 there were no probation agencies in The FYRO Macedonia. In fact, the country was unable to provide such data for the whole period under study.



## TURKEY

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

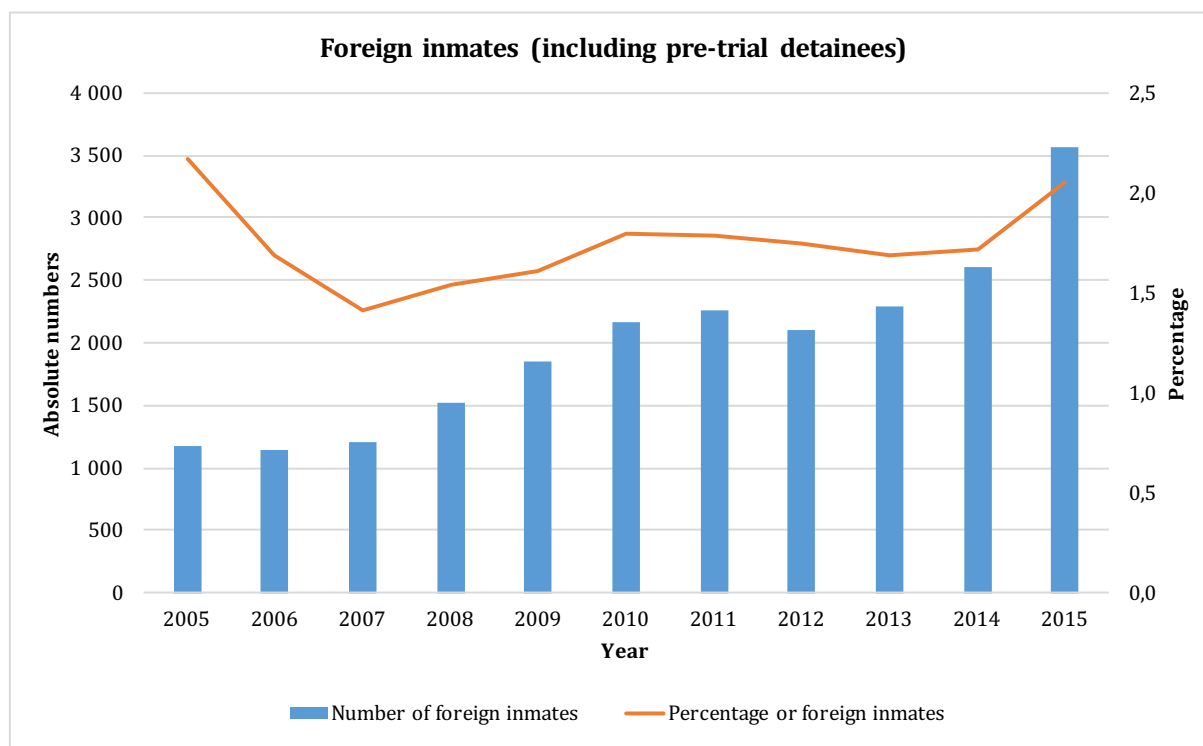


Figure 47a shows that, comparing 2015 to 2005, the *percentage* of foreign inmates in the total prison population decreased by 5.1%. In 2005, 2.2% of the inmates were foreigners, while in 2015 they represented 2.1% of the total prison population.

On the contrary, the absolute *number* of foreign inmates has increased, rising from 1176 to 3565, which represents an increase of 203%. This contradiction between the evolution of 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.

At the same time, on 31<sup>st</sup> December 2015 there were no data on the number foreigners placed under the supervision or care 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 in 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.

## UKRAINE

**Figure 48.** Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Ukraine, 2005-2015

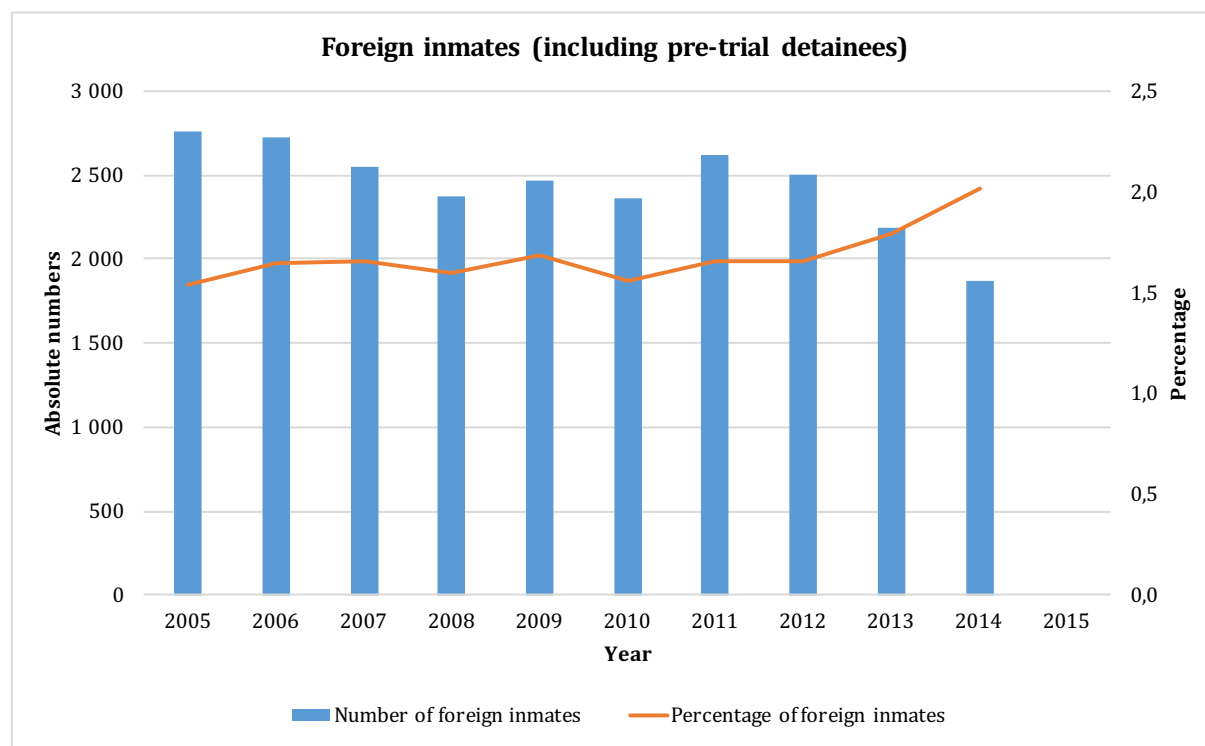


Figure 48 shows that, from 2005 to 2014, the *percentage* of foreign inmates increased by 32%. In 2005, 1.5% of the inmates were foreigners, while in 2014 they represented 2.0% of the total prison population.

On the contrary, the absolute *number* of foreign inmates has decreased, declining from 2756 to 1865, which represents an increase of 32%. This contradiction between the evolution of 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, Figure 48 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.

At the same time, on 31<sup>st</sup> December 2015 there were no data on the number foreigners placed under the supervision or care of probation agencies in Ukraine. In fact, the country was unable to provide such data for the whole period under study.

## UK: ENGLAND AND WALES

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

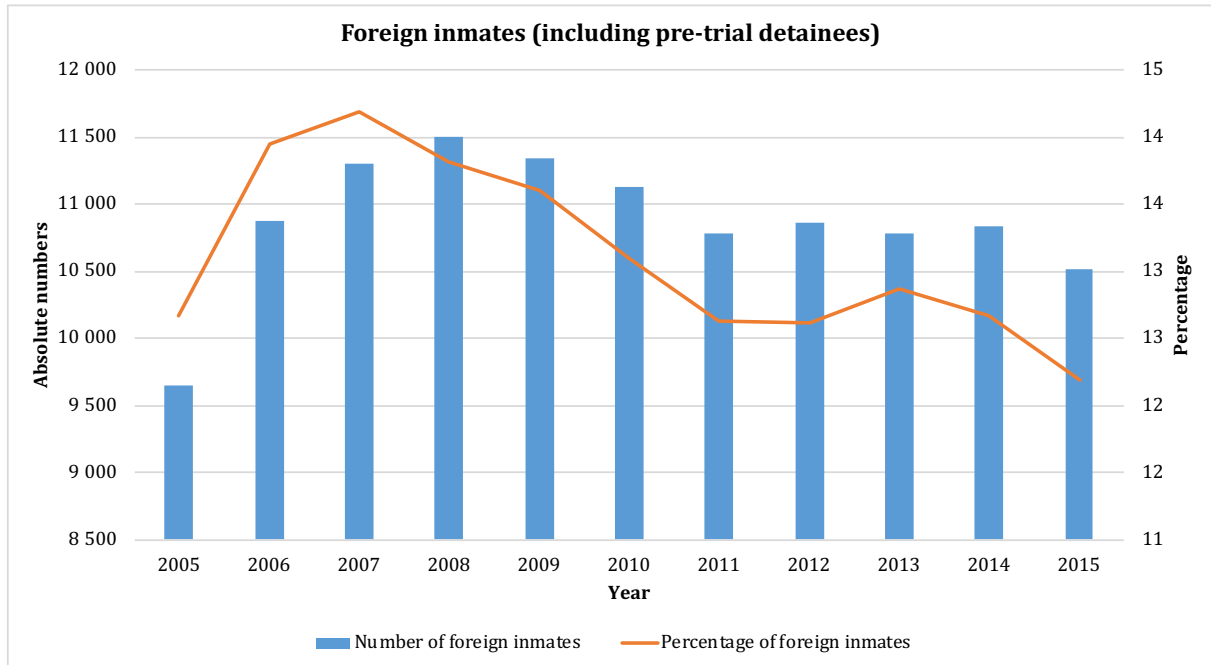


Figure 49 shows that, comparing 2015 to 2005, the *percentage* of foreign inmates in the total prison population decreased by 3.7%, which implies an overall stability. In 2005, 12.7% of the inmates were foreigners, while in 2015 they represented 12.2% of the total prison population.

On the contrary, the absolute *number* of foreign inmates has increased, rising from 9650 to 10512, which represents an increase of 8.9%. This contradiction between the evolution of 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, Figure 49 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.

At the same time, on 31<sup>st</sup> December 2015 there were no data on the number foreigners placed under the supervision or care 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 50.** Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Northern Ireland (United Kingdom), 2005-2015

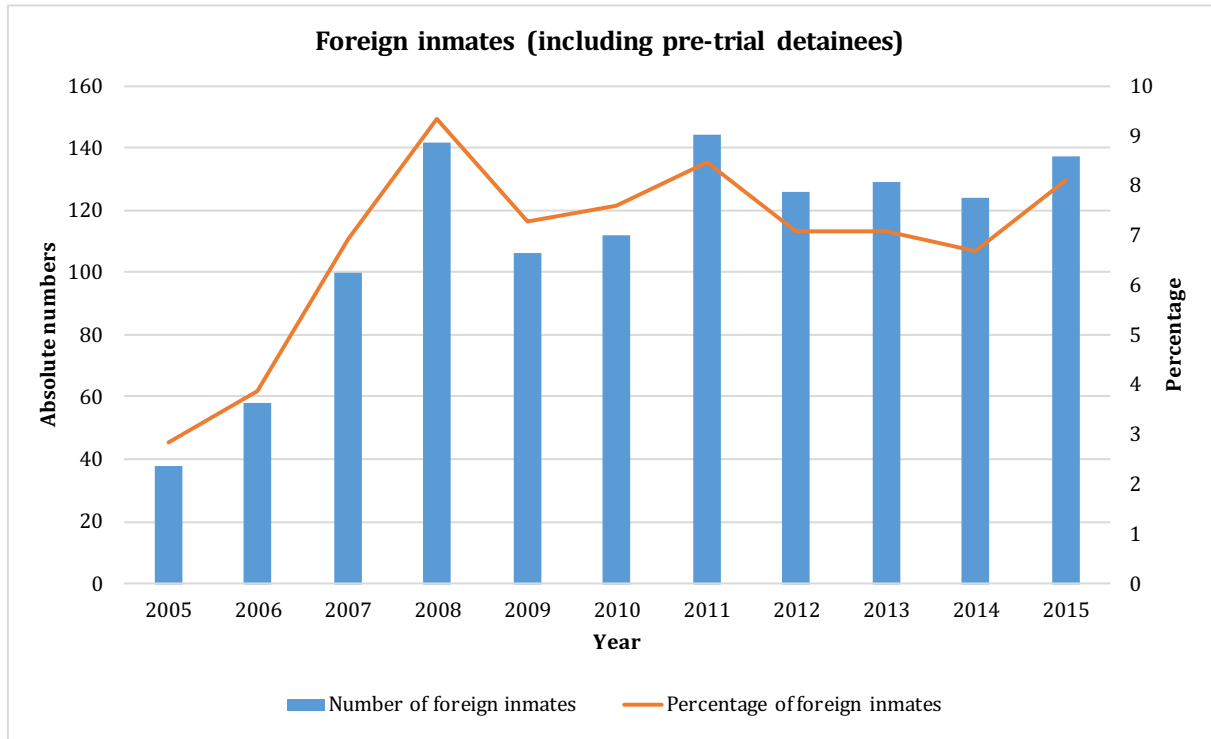


Figure 50 shows that, comparing 2015 to 2005, the *percentage* of foreign inmates in the total prison population increased by 185%. In 2005, 2.8% of the inmates were foreigners, while in 2015 they represented 8.1% of the total prison population.

The absolute *number* of foreign inmates also increased, rising from 38 to 137, which represents an increase of 258%. 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, Figure 50 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.

At the same time, on 31<sup>st</sup> December 2015 there were no data on the number foreigners placed under the supervision or care 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 51.** Number and percentage of foreign inmates (including pre-trial detainees) in the prison population of Scotland (United Kingdom), 2005-2015

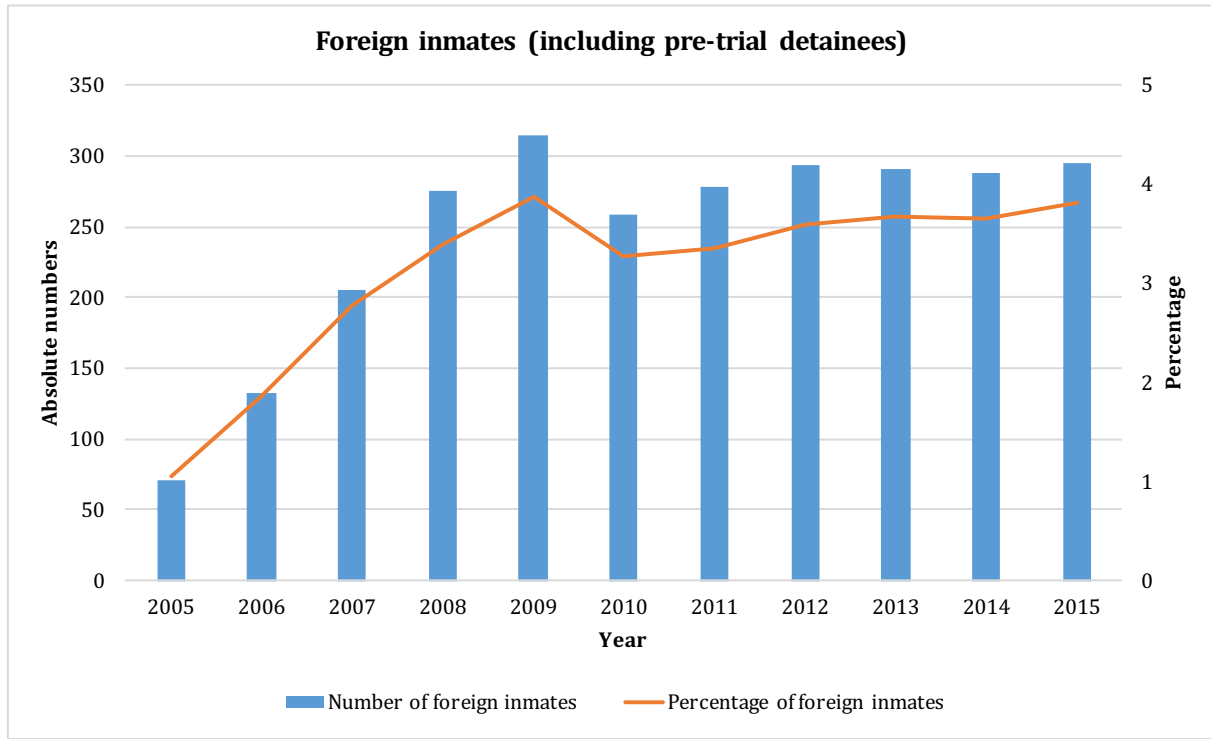


Figure 51 shows that, comparing 2015 to 2005, the *percentage* of foreign inmates in the total prison population increased by 264%. In 2005, 1.0% of the inmates were foreigners, while in 2015 they represented 3.8% of the total prison population.

The absolute *number* of foreign inmates also increased, rising from 71 to 285, which represents an increase of 315%. 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, Figure 51 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.

At the same time, on 31<sup>st</sup> December 2015 there were no data on the number foreigners placed under the supervision or care of probation agencies in Scotland. In fact, the country was unable to provide such data for the whole period under study.

# CONCLUSIONS

This study analysed the evolution of the number and percentage of foreign inmates placed in the penal institutions of 51 Prisons Administrations in the 47 members States of the Council of Europe from 2005 to 2015. It also analysed the available information on foreign probationers (i.e. offenders placed under the supervision or care 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 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. 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.

At the same time in Central and Eastern European countries in 2005, the percentage of foreign inmates was extremely low (i.e. less than 5% of their prison population). Conversely, in Western Europe, the percentage of foreign inmates was relatively high. This means that foreign inmates were overrepresented only in Western Europe.

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 observed:

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, Macedonia and Montenegro 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

Countries with a low percentage of foreign inmates in prison (≥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 (+/-5%)	Decrease	Increase	Stable (+/-5%)	Decrease	Increase	Stable (+/-5%)	Decrease	Increase	Stable (+/-5%)	Decrease
Albania	(Serbia)*	Moldova	(BiH: Rep. Srpska)*	(Ireland)*	Croatia	Denmark	Spain: Total	Netherlands	Austria	(Belgium)*	(Andorra [2006-15])*
Armenia		Poland	FYRO Macedonia	(UK:England/Wales)*	(Czech Rep.)*	Finland		(Portugal)*	(Germany)*	(Italy)*	(Cyprus)*
Azerbaijan		Slovak Rep.	UK: Northern Ireland		Estonia	Iceland		Spain: State Admin.	Greece	Luxembourg	
(Bulgaria)*		(Turkey)*			(France)*	Montenegro [2011-5]			(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											
*Notes			*Notes			*Notes			*Notes		
Bulgaria, Romania, Ukraine: Increase in the percentage, but decrease in the absolute numbers			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 interpretation of the evolution of foreign inmates on the basis of their percentage 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 at a higher pace than the number of foreign inmates, then the percentage of the later in the total prison population will accordingly increase. For that reason, Table 5 presents the evolution of the percentage of foreign inmates in the prison populations of the member States of the Council of Europe (divided in four clusters according to the corresponding percentages of foreign inmates in 2015), while indicating inside brackets those countries in which the trend in percentage does not match the trend in absolute numbers. In each case, a note explains the divergences observed.

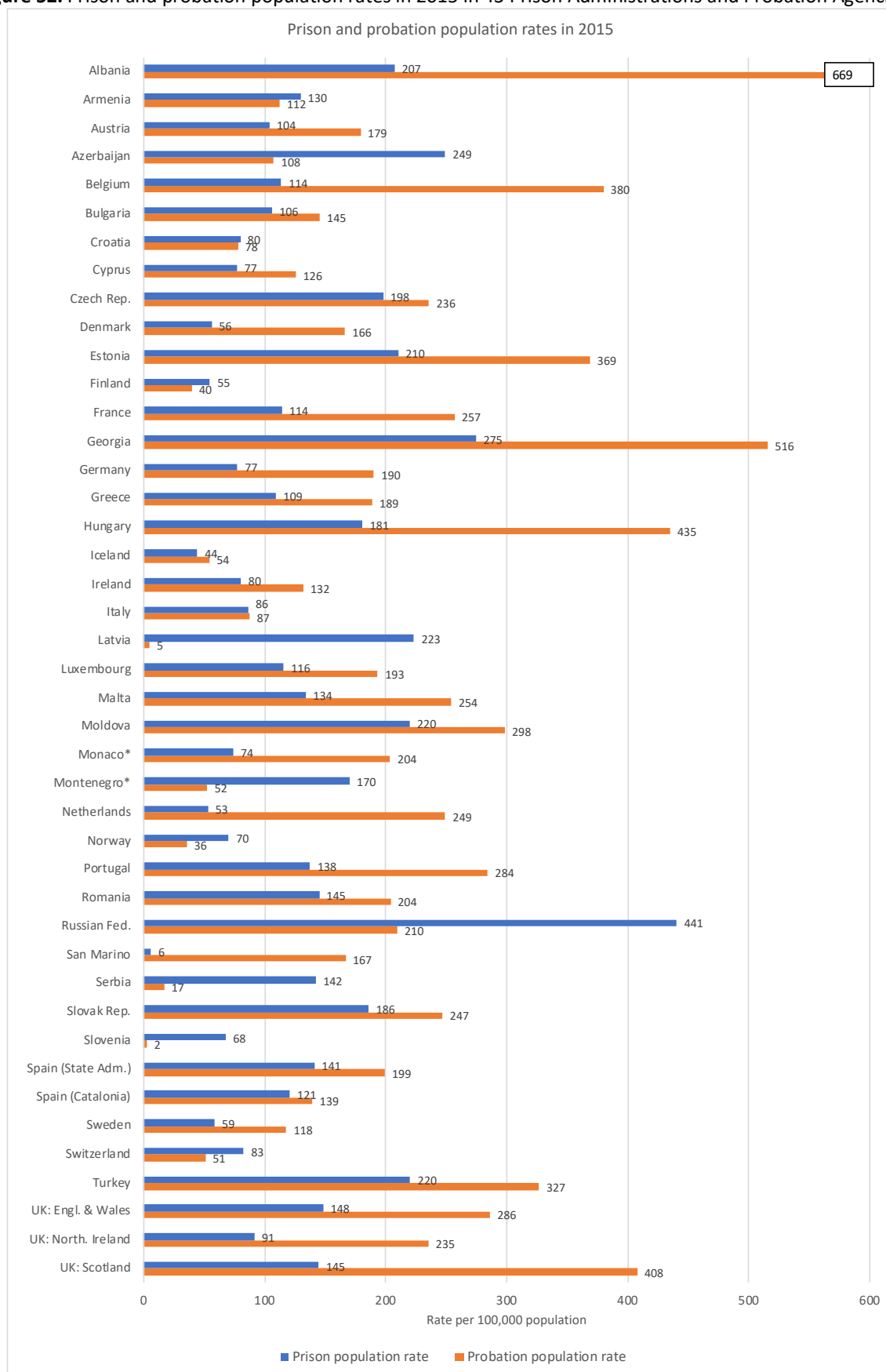
As far as probationers are concerned, the situation is quite different. There is practically no data on probation populations before the introduction of the revised version of the Council of Europe Annual Statistics SPACE II in 2009. Even for the period 2009 to 2015, there is still a lack of information 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 or care 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) The probation population refers to all offenders placed under the supervision or care of probation agencies, including those conditionally releases (sometimes refer 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.

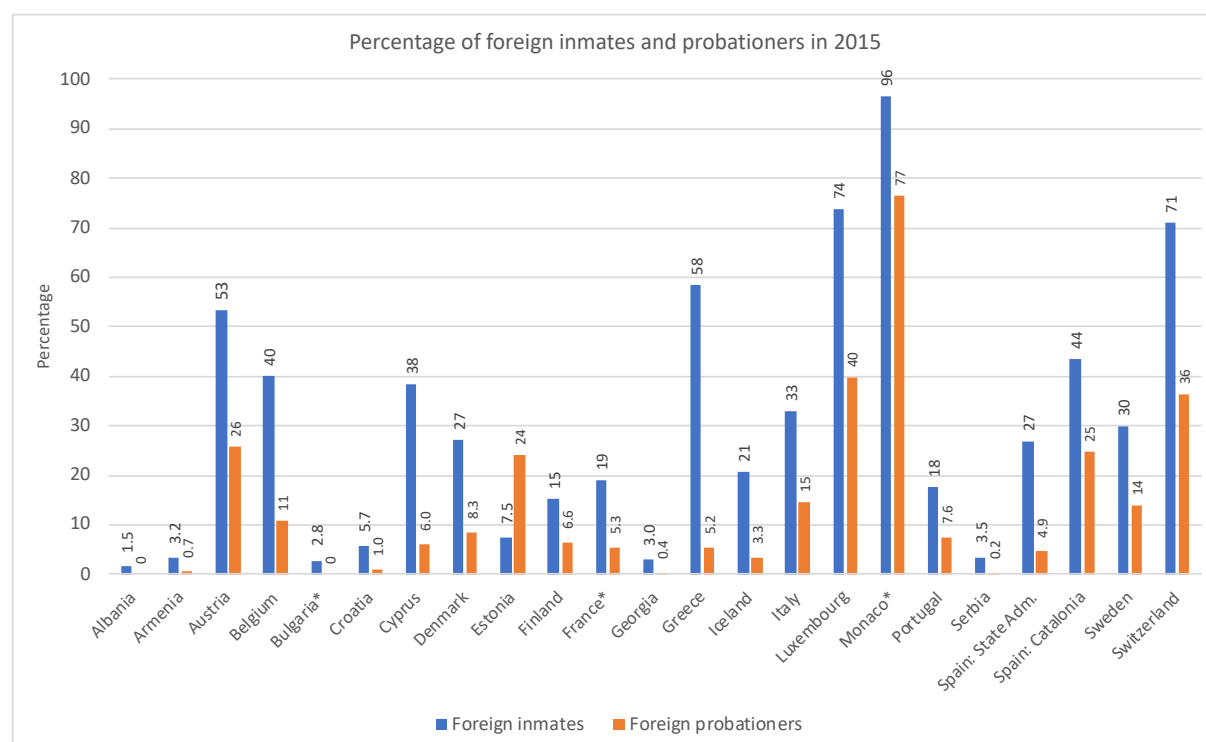
On the contrary, countries like England and Wales, Poland, and Turkey were among the ones with the highest probation population rates, while contemporaneously showing relatively high prison population rates.

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.

Indeed, as can be seen in Figure 52, in most countries, probation population rates are higher than prison population rates. Thus, there is a complex relationship between prison and probation population rates, and the data presented in this study corroborates 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



Note to Table 53: \* Bulgaria, France, and Monaco: Data refer to 2014.

Finally, as can be seen in Figure 53, the percentage of foreign probationers placed under the supervision or care 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 or care of probation agencies, the observed distribution suggests that an increase in the use of community sanctions and measures for foreigners may contribute to decrease the percentage of foreign inmates in Western European countries.

## Index

Key Findings.....	3
Aim of the study.....	4
Methodology of the study.....	5
Meeting of the SPACE I National Correspondents .....	5
Meeting of the SPACE II National Correspondents.....	6
Characteristics and limitations of the data available .....	6
Contents of the study.....	7
Definitions .....	7
MAPS .....	9
TABLES .....	18
COUNTRY PROFILES.....	23
Introduction to the country profiles .....	24
ALBANIA.....	25
ANDORRA.....	27
ARMENIA .....	28
AUSTRIA.....	30
AZERBAIJAN .....	32
BELGIUM.....	33
BOSNIA AND HERZEGOVINA: REPUBLIKA SRPSKA .....	35
BULGARIA .....	36
CROATIA.....	38
CYPRUS .....	40
CZECH REPUBLIC .....	42
DENMARK .....	43
ESTONIA.....	45
FINLAND.....	47
FRANCE .....	49
GEORGIA.....	51
GERMANY .....	53
GREECE .....	54
HUNGARY.....	56
ICELAND.....	57
IRELAND .....	59
ITALY .....	60

LATVIA .....	62
LIECHTENSTEIN .....	64
LITHUANIA .....	65
LUXEMBOURG .....	66
MALTA .....	68
MOLDOVA.....	69
MONACO .....	70
MONTENEGRO .....	72
NETHERLANDS .....	73
NORWAY .....	74
POLAND .....	76
PORTUGAL .....	77
ROMANIA.....	79
RUSSIAN FEDERATION .....	80
SAN MARINO.....	81
SERBIA.....	83
SLOVAK REPUBLIC .....	85
SLOVENIA.....	86
SPAIN: TOTAL .....	87
SPAIN: CATALONIA .....	88
SPAIN: STATE ADMINISTRATION.....	90
SWEDEN.....	92
SWITZERLAND .....	94
THE FYRO MACEDONIA .....	96
TURKEY .....	97
UKRAINE .....	98
UK: ENGLAND AND WALES .....	99
UK: NORTHERN IRELAND .....	100
UK: SCOTLAND .....	101
CONCLUSIONS.....	102