Final Report

Evaluation of the European Crime Prevention Network

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This study was carried out by the Centre for Strategy & Evaluation Services (CSES) for the European Commission's Directorate-General for Justice, Freedom and Security (DG JLS).

The evaluation presented in this report is the responsibility of CSES under a contract with the European Commission. Although the study has been carried out under the guidance of Commission officials, the European Commission is not necessarily in agreement with the assessment and the views expressed in the report do not necessarily represent the official position of the European Commission.

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The evaluation of the European Crime Prevention Network (EUCPN) was carried out in 2008/09 for the European Commission's DG Justice, Freedom and Security (DG JLS) by the Centre for Strategy & Evaluation Services (CSES).

1. Resume of Study Aims

In the Commission's terms of reference, the purpose of the evaluation was defined as being to assess the extent to which the aims of the EUCPN have been met with regard to:

- Identifying **good practices in crime prevention** and sharing knowledge and experience gained between member countries;

- Accumulating and **evaluating information on crime prevention activities**;

- Improving the **exchange of ideas** and information within the Network;

- Developing contacts and **facilitating cooperation** between Member States;

- Contributing to the **development of local and national strategies** on crime prevention;

- **Promoting crime prevention activities** by organising meetings, seminars and conferences.

The Commission's terms of reference list a number of more specific issues. These are set out in Section1 of the report. Looking ahead, a key aim of the evaluation was to identify lessons to be learned from the experience gained so far and to help determine the EUCPN's future priorities.

2. Overall Conclusions

A detailed assessment of how the EUCPN has performed in tackling its remit as set out in the 2001 Council Decision - both overall and in relation to specific tasks - is contained in the report. To summarise:

Since 2001, the EUCPN has played a positive role in raising the profile of crime prevention at a European level and facilitating networking between Member States. Given the challenges the EUCPN has faced – in terms of both organisational issues and the environment it has been operating in – the EUCPN's achievements should not be understated. Over a relatively short period of time, an EU-wide network has been set up that brings together crime prevention policy-makers and practioners to share experience and information in a way that would almost certainly not have occurred if the EUCPN had not been established.

The rationale for cooperation at a European level in the crime prevention field, and the EUCPN's role in this respect, is strongly endorsed by key stakeholders covered by our research. It has not been possible as part of this study to consult widely in Member States beyond those who are involved in the EUCPN's activities. However, it is reasonable to assume that National Representatives and others representing the authorities that we spoke to articulate views that reflect the attitude of Member States towards EU-level cooperation on crime prevention. As far as the EUCPN's role is

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concerned, there is generally positive feedback on what is has done so far to collect and disseminate information on crime prevention, promote networking, etc. The main criticism is that the EUCPN has not been active enough in tackling these and other aspects of its remit.

Overall, the EUCPN's impacts have so far been very limited and there is little awareness of its activities. In short, the Network's potential is far from being realised. The performance of the EUCPN in relation to the specific goals set out in the 2001 Council Decision has been mixed. Several factors have influenced what the EUCPN has so far been able to achieve.

Firstly, the EUCPN's development has been held back by a lack of political will to develop crime prevention at a European level and the absence of a strong EU legal basis. At an EU level, various Communications have emphasised that preventing crime is important to the well-being and security of Europe's citizens. But in the absence of the Lisbon Treaty's ratification, the EU has only very limited competence in the crime prevention field.

Secondly, the diversity of approaches to crime prevention at a national level, accentuated by EU enlargement, has also been a complication in the EUCPN's development. Whilst some EU Member States have deeply-embedded strategies, in other countries the concept of crime prevention has only recently taken root. While the differences in national approaches do not in themselves preclude cooperation – indeed it is one of the justifications for it - this situation makes it more difficult to create a cohesive network at a European level with a clear and shared sense of purpose.

Whilst these and other factors have been complications, the main explanation for under-performance lies with the EUCPN itself and in what can be described as an organisation failure. There are two theoretical possibilities that could explain under-performance – the EUCPN has functioned efficiently but its remit is unachievable, or conversely, the goals are appropriate but there have been shortcomings in the organisation required to pursue them. The report suggests that the latter case applies.

3.	Possible Future Options

Looking ahead, there are various options for the EUCPN:

- **Option A: Status quo** - no significant changes to the EUCPN's organisation, activities or remit/strategy.

- **Option B: Further development of the EUCPN as an EU network.** There are a number of sub-options including:

  (i) Development based of the current legal/financial status;
  (ii) Giving the EUCPN a legal personality and its own budget;
  (iii) Combining the EUCPN with a European agency/network.

- **Option C: Winding down the EUCPN** – a scenario where the EUCPN ceases to exist, at least as an EU-wide network. Some EU Member States might continue to collaborate but not on a EU27 basis. (Option C could also effectively

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come about if the EUCPN was merged into an existing European agency/network (Option B (iii) above) and lost its own identity as a result).

Overall, the report argues that the EUCPN should continue to be developed as an EU network covering the 27 Member States (Option B). This is seen as being in the best long term interests of Member States and the EU as a whole. Option B (i) should be pursued in the short-term. Assuming EUCPN organisational shortcomings are rectified, Option B (ii) should be the medium-term goal. If neither of these Options proves feasible, Option B (iii) should be considered and only then Option C. A precondition for any development of the EUCPN is that there is the political will to further promote European cooperation in the field of crime prevention.

4. Recommendations for the EUCPN's Development

The report sets out various recommendations on the EUCPN's development, starting with key activities and then the organisation and resources needed to implement them.

4.1 Key Activities

Overall, the priority should be to ensure that the EUCPN's successfully tackles its existing remit as set out in the 2001 Council Decision. The EUCPN's remit does not need changing. It focuses on providing EU Member States with a framework for sharing ideas and experience in the volume crime prevention field, in particular urban, drugs-related and juvenile crime which remain high priorities in most if not all countries. However, there needs to be some flexibility and the EUCPN should not be precluded from addressing other related types of 'volume' crime. The 2001 Council Decision allows for such flexibility.

<u>(a) Exchange, evaluation and dissemination of best practice and information</u>

1. The EUCPN should strengthen its core functions - promoting the sharing of know-how and networking at a European level. As a way of strengthening this networking function, and providing more opportunities for detailed discussions, the EUCPN should coordinate an annual programme of seminars and workshops for crime prevention practitioners. This programme would be driven in an essentially 'bottom-up' way by demand from Member States. The EUCPN Board might also make suggestions from time to time for seminar topics.

2. An outcome of the proposed seminar programme could be to establish a working group focusing on a particular crime prevention theme that brings together key players (e.g. police, education, social work, etc) to explore issues in more detail. However, any working groups would have clear and time-limited function and cease to exist once this had been achieved (in this respect the working groups would differ from the EUCPN's earlier sub-groups and expert groups). They would report to the Board and their activities would be designed to help promote specific EUCPN priorities.

3. The EUCPN needs to have access to crime prevention research but its role should mainly be to help shape the research agenda in Europe, and to use and disseminate the results (i.e. an information function), rather than being an active producer of research itself. Some limited research activities might be carried out, e.g.

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linked to the proposed seminar programme or to help develop the EUCPN work programme (e.g. reviews of existing research, position-papers and think-pieces).

4. Assuming this approach is adopted, the EUCPN should strengthen its links with the wider crime prevention research community. The possibility of developing a closer relationship with the European Society of Criminology in particular might be considered, as well as ensuring that the (expanded) network of EUCPN Contact Points includes a contact in each Member State in relevant research bodies.

5. The Best Practice Conference (BPC) and European Crime Prevention Award (ECPA) themes should be more closely linked to the EUCPN's work programme. There should be much wider consultation on this so that the theme reflects EUCPN work programme priorities for the particular year in question. The criteria and procedures for the ECPA should also be made more transparent. Improvements could also be made to the format of the conference itself.

6. More of the good practice and other information made available by the EUCPN on crime prevention should be translated into languages other than English. A constraint on the EUCPN's ability to act as a forum for sharing good practice is the fact that material it produces is only available in English.

7. The EUCPN's website and the EUCPN newsletter should be further developed as tools for disseminating information and promoting networking. The website is the most important channel through which the EUCPN disseminates information. The website has been substantially developed in recent years but there is a need to ensure that the material contributed by Member States is kept up-to-date, which is not always the case now. Equally, there is a need to disseminate the newsletter more widely.

(b) Contributing to national and European developments on crime prevention

Since the EUCPN's establishment, the EU has been enlarged from 15 to 27 Member States and this has and will continue to pose a challenge to the Network.

8. The EUCPN should set up a pool of experts that can be used to help Member States to develop their crime prevention strategies and schemes. The pool of experts could be used to provide advice on the development of crime prevention strategies, approaches and on specific aspects/issues. The EUCPN Secretariat should be responsible for maintaining a database of experts and helping those requesting support to identify a suitable provider.

9. Steps should be taken to improve the EUCPN's capacity to reach key target groups and to develop the network generally at a national and European level. At present the level of engagement in EUCPN activities is very modest. The EUCPN Secretariat should work with National Representatives to identify the key individuals/organisations at a European and national level making up the target groups so that they can be contacted (e.g. with regard to EUCPN events, the proposed seminar programme, newsletter dissemination).

10. The EUCPN's should play a more proactive role in helping to define priorities at an European level in the crime prevention field, especially in a post-Lisbon Treaty context. Advising the Commission and Council is an important aspect of the

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EUCPN's remit set out in the 2001 Council Decision but very little has been done with the exception of unofficial representation on a working group.

11. Within the Commission, the EUCPN should help promote more effective networking across DGs/policy areas on crime prevention. There is a role for the EUCPN in helping to mainstream crime prevention in EU policies and programmes. One idea would be for the EUCPN to help organise inter-service meetings, perhaps on a biannual basis, for officials from DG JLS and other DGs, as well as MEPs and representatives of other EU institutions, to discuss crime prevention issues and priorities.

(c) Cooperation with third countries and governmental, international and non-governmental organisations

12. The EUCPN should strengthen operational joint working with other European agencies/networks (e.g. EFUS, IOJJ, European Forum for Restorative Justice, selected EU agencies) and civil society. Contact has been very limited with these and other potential partners, largely because the EUCPN had not had the human resources needed to develop and sustain relationships. At a wider international level, the same applies with organisations such as the United Nations Office on Drugs and Crime (UNDOC) and the International Centre for the Prevention of Crime (ICPC). Collaboration could be developed in an informal way but a preferable option would be to agree a memorandum of understanding with key partners.

13. Closer collaboration with other organisations and networks should, amongst other things, be aimed at helping the EUCPN to reach target audiences and increase its influence on policy-makers. The local level, which is a critical target audience in the crime prevention field, could be reached more effectively through cooperation with other organisations such as EFUS which have extensive networks.

(d) Target groups

14. Target groups - and what the EUCPN is seeking to achieve in relation to each target group - should be more clearly defined. Although the 2001 Council Decision did not define the EUCPN's target groups with any great precision, these are effectively policy-makers at a European and national level, crime prevention practioners and the academic community. This definition of the EUCPN's target groups (or an alternative definition) should be made explicit. Likewise, there should be greater clarity on what the EUCPN's aims are in relation to the different target groups (detailed suggestions are made in the report).

4.2   EUCPN Organisation

Recommendations on the ways in which the organisation of the EUCPN could be improved are summarised below.

(a) Role of the Board

15. In the future, the EUCPN Board should focus more on strategic issues facing the Network and on helping to develop relevant EU policies. Whilst the Board has the responsibility of overseeing the EUCPN's affairs, the time allocated to management

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task should be limited so that there is more time for discussion on more strategic issues and the role of advising EU institutions and others on crime prevention priorities.

16. The EUCPN Board should elect its own chairperson rather than continuing with the current rotation practice. Allowing the Board to elect its chairperson, ideally for a 1-2 year (perhaps renewable) term, should help to produce increased continuity in its deliberations and, in turn, make it easier to follow through on strategic issues.

17. There should be a fixed venue for most if not all of the EUCPN Board meetings. Another consequence of breaking the link with the rotating EU Presidency system is that it would then be possible for the Board to have a fixed venue for its meetings. If Brussels was chosen as the location for EUCPN Board meetings, it should be possible to use the Commission's facilities. There might be two Board meetings each year in Brussels with a third continuing to be held in the country hosting the ECPA conference and in conjunction with this event

(b) National Representatives and Contact Points

18. To the extent possible, EU Member States should be encouraged to nominate National Representatives with broadly similar seniority and functions in national administrations. Deciding who should be nominated to sit on the EUCPN Board is of course a matter for national authorities. But one consequence is that EUCPN Board membership is not very cohesive.

19. The role of the National Representatives should be more clearly defined. The 2001 Council Decision only contained a broad indication of their functions. A suggested list of key tasks is provided in the report.

20. More emphasis should be placed on the role of the Board in helping to define EU priorities in the field of crime prevention and how the EUCPN can help advance them. The EUCPN's should play a role in helping to define what should be done at an European level in the crime prevention field, especially in a post-Lisbon Treaty context. This is an important aspect of the EUCPN's remit set out in the 2001 Council Decision and should be a key function of National Representatives.

21. At a national level, a priority for the National Representatives and their partners – supported by the EUCPN – should be to strengthen the networks at national and sub-national level in the crime prevention field. The EUCPN can only be effective in identifying and disseminating know-how if it is based on strong crime prevention networks at a national/regional level. Some National Representatives have been very active in helping to develop networks but others have not. The EUCPN should provide clearer guidelines on the role of National Representatives in this respect.

22. Consideration should be given to setting up a EUCPN National Focal Point in each EU Member State. Many EU-supported agencies and networks have a system of National Focal Points operating under the overall supervision of Board members in each country and handling tasks that in the case of the EUCPN are largely undertaken by the National Representatives. The report contains a suggested list of key tasks.

23. At the same time, the network of EUCPN Contact Points should be expanded. The 2001 Council Decision allows for up to three Contact Points per Member State including a representative of the national authorities (i.e. the National

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Representative), researchers and academics. The limit on the number of Contact Points should be removed so that an EU-wide thematic network covering all crime prevention themes can be developed.

(c) EUCPN Secretariat

24. The EUCPN's Secretariat should be strengthened and its functions extended beyond its current role. The EUCPN cannot function effectively without a strong core and the Secretariat has a key role in this respect. Many of the recommendations made in the report cannot be implemented unless the EUCPN Secretariat is strengthened. The report contains a suggested list of key tasks for the Secretariat.

25. To fulfill the suggested role, the EUCPN Secretariat should be expanded initially to the equivalent of two full-time persons. In some ways it would be better for the Secretariat to have its own office, perhaps provided by the Commission in Brussels, with its staff being based there. However, it could also function on a virtual basis although the feasibility of operating in this way would need to be tested. In the long term, a three-person Secretariat might also be considered (secretary, research officer and website manager, and administrator). If the Secretariat is expanded in this way, consideration should be given to creating an executive director or secretary-general.

26. The European Commission should make an official available on a full-time basis to undertake the EUCPN Secretariat function. According to Article 5(5) of the 2001 Council Decision, it is the Commission's responsibility to provide the EUCPN Secretariat and the fact it has done so in recent years is helpful in strengthening links between the EUCPN and Community institutions.

27. In addition to a full-time Commission nominee, the EUCPN Secretariat should be further strengthened by asking Member States to provide a person on secondment as a national expert. To perform the envisaged functions, the EUCPN Secretariat should have a second person working for it on a full-time basis. The report suggests key duties for both the Commission official and proposed national expert.

28. An alternative to relying on the Commission and/or Member States to provide the EUCPN secretariat function might be to contract out some or all tasks to a service provider. However, the 2001 Council Decision would almost certainly have to be amended to make this possible.

29. The Commission should be mainly responsible for meeting the costs of the strengthened Secretariat but Member States should be asked to contribute. Article 5(6) of the 2001 Council Decision states that the Secretariat and its activities shall be financed from the general budget of the European Union. However, Member States should also contribute (e.g. in kind through the provision of a national expert).

(d) Standing Committees

30. The EUCPN's Programme Committee (PC) should be given a wider brief and reflecting this, converted into an Executive Committee that supports the Board. The PC has a very limited (but nevertheless important) function at present. If other recommendations on the role of the EUCPN Board are accepted, with in particular a stronger focus on performing a strategic role and perhaps holding fewer meetings, then more 'routine' business could be transferred to an Executive Committee.

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31. The Research and Validation Committee (RVC) should be disbanded. Feedback from the evaluation indicates that it has not performed in line with expectations, partly because its members do not have the time to devote to unpaid EUCPN research activities and partly because EUCPN research priorities have been unclear.

32. Once the present contract comes to an end, we recommend that the EUCPN Research Officer function should be taken on by the (expanded) Secretariat. As argued earlier, the EUCPN should focus on using and disseminating the research undertaken by others (universities, etc), i.e. an information function, rather than being an active producer of research itself.

33. A key function of the Secretariat/Research Officer should be to help strengthen the EUCPN's relationship with the wider research community. In time, the option of setting up a 'scientific committee' or 'expert college', with a both academics and practitioners as members, might be considered to advise the EUCPN.

(e) Funding Issues

34. Assuming the EUCPN is developed as an EU network, some core funding should be provided to cover overheads. This would enable the EUCPN to develop more quickly and to achieve better results. Ideally, core funding should be used to cover not only the costs of the secretariat and other operating costs but also give some scope for supporting other activities (e.g. projects directly promoted by the EUCPN, development of the website).

35. At the same time, better use should be made of EU programmes and funding to support EUCPN crime prevention projects. As noted earlier, during the 2007-13 period, the Framework Programme 'Security and Safeguarding Liberties' is providing significant levels of funding for projects for the 'Prevention of and Fight Against Crime' (Title VI) and related fields such as criminal justice.

5. Methodological Note

The evaluation methodology for this assignment was set out in CSES's tender and further developed in an inception report.

As part of the evaluation, two surveys were carried out, one covering EUCPN Board members and the other (the 'general' survey) key stakeholders/target groups across Europe. All 27 National Representatives completed questionnaires and there were 127 responses to the wider survey. Interviews were undertaken with Board members and others involved in EUCPN activities (Substitutes, Contact Points, etc), officials from DG JLS and other Commission DGs, the Council, Parliament, various other European networks, and key international organisations. A total of 126 interviews were carried out (109 face-to-face). Wider research was undertaken with other EU agencies and networks to identify experience the EUCPN could benefit from.

CSES submitted an interim report in October 2008 and the final report in March 2009. Four presentations were made at key stages of the study to the EUCPN Board.

Introduction

This document contains the final report on the assignment 'Evaluation of the European Crime Prevention Network'. The assignment was carried out in 2008/09 for the European Commission's DG Justice, Freedom and Security (DG JLS) by the Centre for Strategy & Evaluation Services (CSES).

1.1   Resume of Study Aims

In the Commission's terms of reference, the purpose of the evaluation was defined as being to assess the extent to which the objectives of the EUCPN have been met with regard to:

- Identifying **good practices in crime prevention** and sharing knowledge and experience gained between member countries;

- Accumulating and **evaluating information on crime prevention activities**;

- Improving the **exchange of ideas** and information within the Network;

- Developing contacts and **facilitating cooperation** between Member States;

- Contributing to the **development of local and national strategies** on crime prevention;

- **Promoting crime prevention activities** by organising meetings, seminars and conferences.

The Commission's terms of reference list a number of more specific issues. These are summarised in Section 2.

Overall, the purpose of the evaluation was to assess the impact of the EUCPN on the European crime prevention sector and to examine how successfully and cost-effectively objectives have been met. Secondly, and looking ahead, the aim was to identify lessons to be learned from the experience gained so far, and to help determine how these lessons could be translated into future priorities.

1.2   Structure of the Report

The report is structured as follows:

- **Section 2: Background and Evaluation Framework –** examines the EU policy context and origins of the EUCPN before outlining the methodological framework adopted for the evaluation;

- **Section 3: Review of Strategy and Performance** – using the 2001 Council Decision as a basis, this section examines how well the EUCPN has performed in tackling key tasks and strategic goals;

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- **Section 4**: **Review of EUCPN Organisation** – assesses how well the various components of the network have functioned in terms of efficiency and effectiveness;

- **Section 5: Conclusions and Future of the EUCPN** – presents overall conclusions, options and recommendations with regard to how the EUCPN might be developed.

The report is supported by various appendices including a list of interviews and a detailed analysis of the surveys that were carried out as part of the evaluation.

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In this section we examine the background to the study. To put the evaluation into context, we begin by examining the EU and international policy framework for crime prevention, and the development of the EUCPN.

Section 2.2 summarises key issues set out in the terms of reference for the evaluation and outlines the methodology adopted to address them.

2.1   Background and EU Policy Context

We begin by reviewing the concept of crime prevention and then go on to outline the development of EU policy, and the role of the EUCPN, in this field.

2.1.1   Crime Prevention

Crime prevention can be defined as:

> "Strategies and measures that seek to reduce the risk of crimes occurring, and their potential and harmful effects on individuals and society, including fear of crime, by intervening to influence their multiple causes" (ECOSOC, 2002)

The concept of crime prevention has quite recent origins and marks a departure from more traditional approaches relying less on deterrence and criminal justice to combat crime with more emphasis instead being placed on preventative and more holistic strategies to tackle the multiple causes of crime rather than simply its manifestations.

Within the multiplicity of approaches to crime prevention there are different intellectual and policy orientations. One widely held distinction is between:

- **Primary crime prevention** – identifying the conditions of the social and physical environment that provide opportunities for, or precipitate, criminal acts. The aim is to alter those conditions so that crimes cannot occur;

- **Secondary crime prevention** – involving the early identification of potential offenders, seeking to intervene in their lives so that they do not progress to serious offending;

- **Tertiary crime prevention** – deals with actual offenders and involves intervention in their lives so that they do not commit further offences.[1]

Another generally accepted cross-cutting way of classifying crime prevention interventions is between:

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[1] Brantingham, P.J. and F.L. Faust (1976). 'A conceptual model of crime prevention'. *Crime and Delinquency*, 22, pp. 284-96. Reprinted in T. Hope (Ed.). (2000). Perspectives on Crime Reduction. The International Library of Criminology, Criminal Justice and Penology. Aldershot, Hants. Ashgate Publishing, pp. 3-15.

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- **Law enforcement and criminal justice** – relying upon the deterrent, incarcerative and rehabilitative effects of the criminal law and of criminal justice institutions;

- **Situational prevention** – which seeks to reduce the opportunities and increase the risks of committing crime;

- **Developmental prevention** – intervening in the lives of children, young people and their families to discourage the development of anti-social behaviour later in their lives;

- **Community prevention** – actions intended to change the social conditions and institutions that are believed to sustain crime in people's everyday environments, including their residential communities.[2]

As such, the notion of crime prevention embraces a very wide range of interventions including measures aimed at reducing economic disparities and social exclusion, interventions to improve safety and security in public spaces, restorative justice and victim support. It follows that the effective implementation of crime prevention strategies depends not just on law enforcement but on developing partnerships that mobilise the support of a wide range of public, private, educational, voluntary and other civil society organisations.

Although crime prevention policies ultimately have a legitimacy based on promoting human rights and the well-being of citizens, by definition, prevention of crime involves taking actions that have an uncertain effect because it cannot be established beyond doubt that a criminal act would occur if the actions were not taken. In this respect, the problem of establishing cause and effect, and added value, is no different to and equally difficult to establish as it is in other policy domains where having to rely on counterfactual scenarios is the basis for justifying actions.

The development of crime prevention strategies has been very uneven across Europe. Moreover, different countries have adopted varying mixes of the approaches identified above, reflecting their different political and cultural traditions and socio-economic conditions.[3] As a recognised academic discipline, Criminology and the study of crime prevention also have relatively recent origins. Although recognised quite early as a distinct field of scholarship in some countries (e.g. Belgium, Netherlands, Sweden, and the UK), elsewhere it has tended to be at the margins of other subjects such as Medicine and Law rather than being treated a

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[2] Tonry, M. and D. P. Farrington (1995) (Eds.). 'Strategic approaches to crime prevention'. In M. Tonry and D.P. Farrington (Eds). *Building a Safer Society*. Chicago: University of Chicago Press.

[3] A. Crawford (in press, 2009) (Ed.). Crime Prevention Policies in Comparative Perspective. Cullompton, Devon: Willan (ISBN: 978-1-84392-412-8).

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discipline in its own right. Nevertheless, intellectual and practical exchanges across Europe and internationally in recent decades (including those promoted by the EUCPN, Council of Europe and United Nations) have helped to promote a convergence around core concepts and ideas.

2.1.2   European Policy Context

The EUCPN's development has taken place in the absence of a strong EU legislative framework. The EU has very limited competence in the crime prevention and to the extent that it has powers, these lie mainly in the field of organized crime. Tackling 'volume' crime remains very much the responsibility of national authorities.

The legal basis for crime prevention activities at an EU level was established by the Treaty of Amsterdam in 1999. Article 29 states that the 'Union's objective shall be to provide citizens with a high level of safety within an area of freedom, security and justice'. It lists the prevention of crime – 'organised or otherwise' - as one of the means towards the attainment of this goal. The European Council of Tampere (October 1999) confirmed the importance of effective crime prevention policies. Crime prevention was identified as a common priority both in internal and external policies:

> 'The exchange of best practices should be developed, the network of competent national authorities for crime prevention and co-operation between national crime prevention organisations should be strengthened and the possibility of a Community funded programme should be explored for these purposes. The first priorities for this co-operation could be juvenile, urban and drug-related crime.' (OJ C 124 of 3 May 2000)

This standpoint was taken further in the **Communication on 'Prevention and control of organised crime: a European Union strategy for the beginning of the new millennium' (COM (2000)786 final).** In this, the Commission identified priority areas in crime prevention at an EU level. At the same time, an EU Forum on Organised Crime Prevention was set up. This brings together a wide range of stakeholders including national law-enforcement authorities, business and professional groups, academic researchers, non-governmental organisations and civil society to discuss new approaches in preventing organised crime.[4]

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[4] At the first Forum meeting, held in May 2001, the concept of prevention was applied to trafficking in human beings, fraud and counterfeiting of non-cash means of payment, the role of the private sector in the prevention of economic and financial crime, and the prevention of the illicit trafficking in cultural goods. In 2002 a number of workshops were organised by the Forum covering a range of topics (the role of the private sector in the prevention of economic and financial crime; money laundering; crime and terrorism

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The idea of setting up a European network was a further outcome from the Tampere summit. It was proposed by three Member States (France, Sweden and the UK) and was followed shortly afterwards by a **Council Decision 2001/427/JHA establishing the European Crime Prevention Network** (OJ L 153/1 on 8 June 2001).

Notwithstanding a limited EU competence in the crime prevention field, the rationale for cooperation between Member States was (and remains) strong. The 2001 Council Decision defined the mission of the EUCPN as being to promote crime prevention activity across the EU and to provide a means through which good practice could be shared. To advance this aim, Article 3 set out a number of more specific tasks (these are examined in the next section of the report). The scope of the EUCPN's activities was defined in the 2001 Council Decision as mainly – but not exclusively focusing on 'volume' crime. According to the Council Decision, the remit covers:

> "All measures that are intended to reduce or otherwise contribute to reducing crime and citizens' feeling of insecurity, both quantitatively and qualitatively, either through directly deterring criminal activities or through policies and interventions designed to reduce the potential for crime and the causes of crime. It includes work by government, competent authorities, criminal justice agencies, local authorities, and the specialist associations they have set up in Europe, the private and voluntary sectors, researchers and the public, supported by the media."

A Communication published in 2004 on 'Crime Prevention in the European Union' (COM (2004) 165 final) took stock of the EUCPN's progress and came to broadly positive conclusions. It noted that the EUCPN had so far achieved good results considering the then existing context. In particular, it highlighted the fact that: 'For the first time ever, Member States representatives and experts have begun meeting regularly to exchange experiences, set a common strategy and priorities for action and research on the basis of annual programs.' The collection of information on crime prevention policies and good practices, conferences, expert meetings and the website of the EUCPN were considered to have been particularly useful to Member States. The Communication also noted the importance of the progress being made with regard to the development of a common methodology to prepare, implement and evaluate concrete crime prevention projects.

The Commission's Communication emphasised the importance of role of local authorities and the primary responsibility of the Member States in the field of prevention of volume crime. Nevertheless, EU-level co-operation was

proofing - risk assessment at European level; application of the concept of prevention to trafficking in human beings; works of art - prevention of trafficking in cultural goods).

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also seen as important to "effectively support prevention activities in the Member States, to avoid duplication of efforts and to use resources more efficiently".

In 2004, the Hague Programme on 'Strengthening Freedom, Security and Justice in the European Union' (OJ C 53/2005 on 3 March 2005) reiterated the priorities for the EUCPN. The Hague Council went on to argue that the EUCPN should be professionalized and strengthened. It is noteworthy that in addition to its role in relation to EU Member States, the 2004 Hague Council highlighted the function of the EUCPN in helping the Council and Commission in developing crime prevention policies.

> "The Union [...] needs an effective tool to support the efforts of Member States in preventing crime. To that end, the European Crime Prevention Network should be professionalised and strengthened. Since the scope of prevention is very wide, it is essential to focus on measures and priorities that are most beneficial to Member States. The European Crime Prevention Network should provide expertise and knowledge to the Council and the Commission in developing effective crime prevention policies."[5]

The Hague Programme argued that the EUCPN's remit should combine promoting the sharing experience and ideas between EU Member States and 'provide expertise and knowledge to the Council and the Commission' (Paragraph 2.6). Under the heading of 'General crime prevention', the action plan included two more specific initiatives. Firstly, 'Strengthening and professionalising of the prevention of crime, including through the European Crime Prevention Network' and, secondly, 'establishment of European instruments for collecting, analysing and comparing information on crime and victimisation and their respective trends in Member States, using national statistics and other sources of information as agreed indicators'.

The Lisbon Treaty, which was signed by the Heads of State or Government in December 2007 but has not been ratified by all Member States, would give the EU a considerably stronger role in crime prevention. The Treaty highlights crime prevention as integral to the EU's core aim of promoting the well-being of European citizen. According to Article 2:

> 'The Union's aim is to promote peace, its values and the well-being of its peoples. The Union shall offer its citizens an area of freedom, security and justice without internal frontiers, in which the free movement of persons is ensured in conjunction with appropriate measures with respect to external border controls, asylum, immigration and the *prevention and combating of crime'*.

Reflecting this, Article 84 of the Treaty goes on to state that the European Parliament and the Council, acting in accordance with the ordinary legislative

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[5] Presidency Conclusions – Brussels, 4/5 November 2004. Annex 1. The Hague Programme: Strengthening Freedom, Security and Justice in the European Union.

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procedure, 'may establish measures to promote and support the action of Member States in the field of crime prevention, excluding any harmonisation of the laws and regulations of the Member States'. Elsewhere the draft treaty sets out the EU's role in promoting cooperation between 'all the Member States' competent authorities, including police, customs and other specialised law enforcement services in relation to the prevention, detection and investigation of criminal offences' (Article 87 - 1).

2.2   European Crime Prevention Network

As noted above, the EUCPN was established following the 1999 Tampere Council and adoption of the 2001 Council Decision. Its main goals were (in summary) defined as being to:

- Contributing to local, national and European developments on crime prevention;

- Promote the exchange, evaluation and dissemination of best practice and information on crime prevention;

- Cooperation with third countries and governmental, international and non-governmental organizations.

Although not precluded under the 2001 Council Decision from examining other forms of criminality, the focus has been on three types – youth crime, drug related and urban crime. The EUCPN's work programme provides a framework for actions to promote crime prevention.[6] These actions include a number of projects, an annual European Crime Prevention Award and best practice conference, periodic seminars and other meetings, and a website providing access to (amongst other things) material on crime prevention strategies and good practices.

The EUCPN is managed by a Board of National Representatives supported by a Secretary.[7] Apart from the National Representatives from the EU27 Member States, the Board also has representatives from the Commission and Council, and two observers (the EMCDDA and Europol). In 2006, following an internal review, two Standing Committees were set up – the Programme Committee (responsible for the preparation of the EUCPN's Work Programme) and the Research and Validation Committee (responsible for identifying and advising the Board on relevant crime

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[6] The current work programme has seven 'headline' themes: crime proofing of legislation; making goods less vulnerable to crime, developing a common methodology to evaluate best practices; an inventory of good practices; monitoring Member State crime prevention policies; a focus on specific and well-defined types of crime (juvenile, urban, drugs); and professionalising and strengthening the EUCPN.

[7] In the earlier years, until 2003, the Secretariat function was provided by a national expert from the Dutch Ministry of Justice and then by a secondee to DG JLS. Since 2006, the Commission has undertaken this role as originally envisaged in the 2001 Council Decision.

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prevention research activity and crime trend issues). The EUCPN also has a network of Contact Points across EU Member States.

2.3. Previous Assessments of the EUCPN

There have been several previous assessments of the EUCPN's activities and performance and it is obviously important that they are taken into account in this evaluation. The EUCPN's activities were first reviewed in an evaluation carried out in 2004. This assessment concluded that:

> "The EUCPN has worked to a wide ranging agenda, has raised awareness of a range of crime prevention approaches, has fostered a good spirit of co-operation among its members and has engendered a lively debate."

However, the 2004 evaluation also highlighted shortcomings in the EUCPN's performance which were seen as being due to institutional weaknesses and an inadequate budget. It was argued that the Secretariat with a staff of 1.5 full-time equivalent persons was too small to fulfill its tasks properly. Thus "in seeking to fulfill its role under the Council Decision the EUCPN has regularly set itself a challenging agenda but found very limited support in terms of resources with which to meet it".

More generally, the evaluation argued that the full potential of the EUCPN could not be realized unless all Member States committed themselves to formally adopting and implementing national crime prevention policies. The 2004 evaluation made a number of recommendations:

Summary of Recommendations from the 2004 Evaluation
• The EUCPN should either be given a legal personality, or a stronger **legal base** for the funding of its activities within the EU Budget;
• The European Commission should provide the EUCPN with adequate, dedicated, **secretarial support**;
• Greater **continuity among the membership** of the EUCPN's Board should be sought;
• The EUCPN **work programmes** should be aligned with the Commission/DG JLS work programme and continue to cover two year periods;
• The **EUCPN's website** should be kept up to date with relevant information to share good practices and disseminate information about the Network;
• To help share experience and ideas, **subgroups on specific subjects** should continue to be established as and when there is a specific need;
• EUCPN work programmes should be concise and set a few clearly defined **priorities**, derived from comparable statistical information and delivered through evidence-based policies and evaluated implementation.

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Very few of the recommendations made in the 2004 evaluation were in fact implemented. In particular, there has been no change in the EUCPN's legal status or in budgetary arrangements. Similarly, very limited steps were taken to strengthen the EUCPN's Secretariat and whilst several sub-groups were set up, these no longer exist. More positively, however, efforts have been made to develop the EUCPN's website and to keep it up to date; and some changes have been made to the way in which the work programme is planned and implemented. The two standing committees were also set up.

In 2007, a further exercise was carried out to obtain Board members' views on various issues. This exercise, which was done by carrying out a survey, is particularly relevant because it was seen as 'a good basis for the external evaluation to come'.[8] Overall, the Board survey reached positive conclusions on the extent to which the EUCPN was making progress towards the various aims set out in the 2001 Council Decision. The feedback was less positive with regard to the contribution of the EUCPN to the development of national and local crime prevention strategies and in the research area. Only one-fifth of the survey respondents agreed that the network had identified the main areas for research while significant majority argued that there was a weak scientific basis for the EUCPN work. It was argued that priorities tend to be decided in a reactive way and be driven too much by particular national interests.

The way in which the EUCPN is organised and functions (Board meetings, conferences/seminars, work programme, website, etc) was generally seen as 'effective'. Most National Representatives who responded to the survey (88%) held this view. Likewise the structure of the EUCPN was seen as offering an effective approach to delivering its objectives (94%). But the need for a more 'stable' Presidency and/or management system was highlighted as a priority to improve the EUCPN's organisation. Feedback from the assessment also indicated that National Representatives wanted the Commission to play a more active role in supporting the EUCPN.

The future scope of the EUCPN's activities was amongst the most controversial points highlighted by the 2007 internal assessment. There were divided opinions on the extent to which the EUCPN should cover both volume and organised crime with some National Representatives arguing that other crime categories (such as cyber crime or terrorism) should fall within the EUCPN's remit. Some of the feedback also suggested that the EUCPN needed to improve the way it defines its target audiences.

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[8] The questionnaire – and subsequent report – was divided into a number of sections - general observations on the EUCPN, actors within the EUCPN structure, 'appearance in public', dissemination of good practices, future scope of the EUCPN work, and personal involvement.

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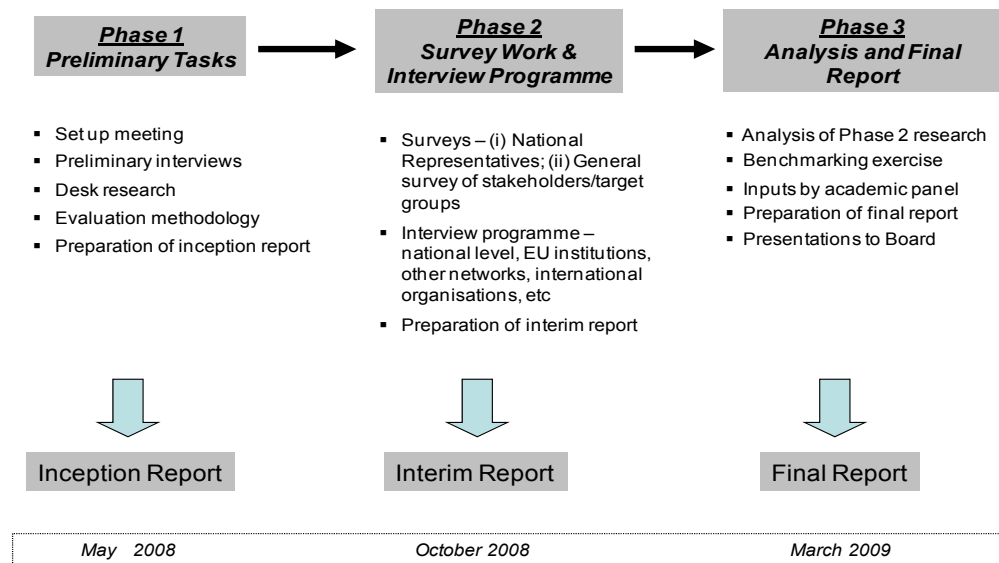**Strategy & Evaluation Services**

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2.4   Methodological Approach

Below we provide a summary of the methodological approach to the evaluation of the EUCPN, starting with details of the work plan and then explaining conceptual aspects of the approach.

2.4.1   Work Plan

The assignment was carried out in three phases. The following diagramme summarises the work plan.

Figure 2.1: Summary of Evaluation Work Plan

Phase 1 Preliminary Tasks	Phase 2 Survey Work & Interview Programme	Phase 3 Analysis and Final Report
▪ Set up meeting ▪ Preliminary interviews ▪ Desk research ▪ Evaluation methodology ▪ Preparation of inception report	▪ Surveys – (i) National Representatives; (ii) General survey of stakeholders/target groups ▪ Interview programme – national level, EU institutions, other networks, international organisations, etc ▪ Preparation of interim report	▪ Analysis of Phase 2 research ▪ Benchmarking exercise ▪ Inputs by academic panel ▪ Preparation of final report ▪ Presentations to Board
Inception Report	Interim Report	Final Report
May 2008	*October 2008*	*March 2009*

Phase 1: Preparatory tasks – a kick-off meeting took place with the Steering Group in early May 2008. CSES then examined background documentation on the EUCPN and finalised the evaluation methodology. This led to preparation of an inception report which was discussed with the steering group towards the end of May with a presentation to the EUCPN Board in early June 2008.

Phase 2: Survey work and interview programme – two surveys were carried out, one covering EUCPN Board members (the 'National Representatives' survey) and the other (the 'general' survey) covering key stakeholders/target groups across Europe. The two surveys were run in parallel over a six-month period. The general survey questionnaire could be accessed through a link on the EUCPN website from late July 2008 to mid January 2009. Those on the EUCPN newsletter mailing list were contacted by email and invited to complete the questionnaire on-line. The questionnaire was also sent by email to contacts at a national level provided by National Representatives and mentioned in an EMCDDA newsletter. The

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questionnaire was available in English, French and German. Table 2.1 provides a summary analysis of the responses that were received to the two surveys:

Table 2.1: Summary of Survey Responses

Country	Board	Others	Total		Country	Board	Others	Total
Austria	1	1	2		Lithuania	1	0	1
Belgium	1	4	5		Luxembourg	1	0	1
Bulgaria	1	0	1		Malta	1	0	1
Cyprus	1	2	3		Netherlands	1	0	1
Czech Rep	1	8	9		Poland	1	51	52
Denmark	1	4	5		Portugal	1	1	2
Estonia	1	1	2		Romania	1	3	4
Finland	1	4	5		Slovakia	1	1	2
France	1	2	3		Slovenia	1	2	3
Germany	1	1	2		Spain	1	0	1
Greece	1	4	5		Sweden	1	4	5
Hungary	1	2	3		UK	1	22	23
Ireland	1	1	2		Other	0	3	3
Italy	1	6	7		**Total**	**27**	**127**	**154**
Latvia	1	0	1					

Note: in the 'general' survey, a total of 153 individuals logged onto the survey website but 26 did not proceed further than the first few questions asking for basic information on the respondent. This reduced the number of effective responses to 127.

Those responding to the 'general' survey came from national and local authorities (45% of the 127, mainly from ministries of interior or justice), universities and research organisations (nearly 27%), the police (12%) and various other sources (NGOs, other European and international organisations). Overall, this provided a good spread across the EUCPN's stakeholders and target groups.

There was an exceptionally high response from one country (Poland), raising the possibility of bias in the general survey. However, as a large majority of the respondents from this particular country indicated that they were not at all familiar with the EUCPN and therefore did not answer many key questions, the danger of bias was avoided in large parts of the analysis. On other questions, bias has been checked for by analysing the characteristics of respondents to see if any particular country (including Poland) is disproportionately represented. If appropriate, the need for a cautious interpretation of the survey findings has been emphasised.

From a different perspective, there was a danger of bias with only those closely involved in the EUCPN's activities making an input to the research. Here, the survey results are helpful with half the sample (51%) having no prior familiarity with the EUCPN. Respondents who indicated they were not at all familiar with the EUCPN were not invited to answer questions about its achievements or

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effectiveness. As the following analysis shows, these respondents were spread across a number Member States:

Table 2.2: Analysis of 'Not Familiar with EUCPN' Responses (by country)

Country	Total	Unfamiliar	%	Country	Total	Unfamiliar	%
Austria	1	0	0.0	Lithuania	0	0	0
Belgium	4	1	25.0	Luxembourg	0	0	0
Bulgaria	0	0	0	Malta	0	0	0
Cyprus	2	0	0.0	Netherlands	0	0	0
Czech Rep	8	1	12.5	Poland	51	39	76.5
Denmark	4	2	50.0	Portugal	1	0	0.0
Estonia	1	0	0.0	Romania	3	1	33.3
Finland	4	0	0.0	Slovakia	1	0	0.0
France	2	0	0.0	Slovenia	2	0	0.0
Germany	1	0	0.0	Spain	4	0	0.0
Greece	4	1	25.0	Sweden	4	0	0.0
Hungary	2	0	0.0	UK	22	17	77.3
Ireland	1	0	0.0	Other	3	0	0.0
Italy	6	3	50.0	**Total**	**127**	**65**	**51.2**
Latvia	0	0	0				

A relatively high proportion of the survey respondents from Poland and the UK (76.5% and 77.0% respectively) were not familiar with the EUCPN. The other respondents falling into this category were spread across a number of countries – Belgium, Czech Republic, Denmark, Greece, Italy and Romania. But in these cases and in the other EU Member States providing survey responses, the proportion unfamiliar with the EUCPN was lower.

The following analysis is also of interest. It shows that lack of familiarity was quite evenly spread across different types of respondents.

Table 2.3: Analysis of 'Not Familiar with EUCPN' Responses (by organisation)

Types of respondents	Total	Not familiar with EUCPN	
	№	№	%
National authority	57	31	54.4
University, educational or research institution	34	19	55.9
Crime prevention organisation or agency	15	7	46.7
NGO	9	1	11.1
European institution	3	1	33.3
International/intergovernmental organisation	9	6	66.7
Total	**127**	**65**	**51.2**

As part of Phase 2 of the evaluation, an interview programme was also undertaken. In total, 127 interviews took place, of which most (110) were on a face-to-face

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basis.[9] In all EU 27 Member States apart from three (Ireland, Latvia, Malta) the interviews were carried out on a face-to-face basis.

The interview programme covered Board members and others closely involved in EUCPN activities (Substitutes, Contact Points, etc), officials from DG JLS and other Commission DGs, the Council, Parliament, various other European networks, and key international organisations. CSES was also present at the 2008 European Crime Prevention Award and EUCPN Best Practice Conference (December 2008) and at several EUCPN Board meetings (June and December 2008, February 2009).

An overview of the fieldwork is provided below. A full list of interviews is provided in Appendix A.

Table 2.4: Overview of Interview Programme

Interview programme	Face-to-Face	Telephone	Total
National interview programme	90	13	103
European Commission, Council, Parliament	7	3	10
International organisations, other networks	13	1	14
Total	**110**	**17**	**127**

Early findings from the evaluation were set out in an interim report that was submitted to the Steering Group towards the end of October 2008. Most of the Phase 2 fieldwork was brought to a conclusion towards the end of December 2008.

Phase 3: Analysis and final report – in the final phase of the evaluation, the outstanding interviews and other research were completed. Comparisons were made between aspects of the EUCPN's organisation and performance, and other networks to put the evaluation findings into a broader context. The evaluation results were then analysed and written up in a draft final report. A presentation of the draft conclusions and recommendations was made to the EUCPN Board in February 2009 before the report was finalised.

Academic Panel

CSES was assisted by an academic panel whose role was to review key deliverables, in particular the interim and final reports. The academic panel consisted of:

Catrien Bijleveld (NL) who is professor of Research Methods in Criminology at the Vrije Universiteit in Amsterdam, the Netherlands, as well as senior researcher at the Netherlands Institute for the Study of Crime and Law Enforcement (NSCR). Her research interests include criminal careers, inter-generational continuity in

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[9] The CSES tender had originally envisaged that a total of 76 interviews would be undertaken.

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offending, the experimental evaluation of judicial interventions, and international crimes.

Tim Hope (UK) has been Professor of Criminology at Keele University since 1997. Before this, he held positions at the Universities of Manchester and Missouri-St. Louis, CACI Ltd., and as a Principal Research Officer at the Home Office Research and Planning Unit. His research interests include victimology, crime prevention and community safety, and evaluation research methodology in criminal justice.

Anne Wyvekens (F) is a researcher at the National Center for Scientific Research (CNRS). Previously, she worked in the research department of INHES (the French National Institute for advanced studies on safety). Her research interests include crime prevention policies, urban policies, the criminal justice system and juvenile justice.

2.5   Key Issues and Evaluation Framework

The 2001 Council Decision provides an overall framework for evaluating the EUCPN. In addition, however, there are a number of key evaluation issues.

2.5.1   Key evaluation issues

The evaluation of the EUCPN has been carried out in a way that is consistent with the Commission's overall guidance for evaluating EU-supported organisations and programmes. Key evaluation issues and how they can be interpreted as applying to the EUCPN can be summarised as follows:

- **Relevance** - the extent to which the aims of the EUCPN are pertinent to the priorities of different stakeholders (Member States, EU institutions) and particular target groups (policy-makers, practitioners, etc);

- **Effectiveness** - the extent to which the EUCPN's activities contribute to achieving specific and general objectives. Related to this is the concept of 'utility', i.e. the extent to which outcomes benefit target groups;

- **Efficiency** - how cost-effectively the EUCPN's activities are carried out and the extent to which outcomes demonstrate value for money, i.e. whether the same financial inputs could have achieved more outputs or, conversely, whether the same outputs could have been achieved at a lower cost;

- **Impacts** – the effect of EUCPN's activities on crime prevention policies and practices in Europe and, ultimately, the contribution to reducing crime;

- **Community added value** – i.e. the added value/benefits to Member States from participation in activities promoted by the EUCPN.

The relationship between these key issues is summarised in the following diagramme:

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Figure 2.2: Overall Framework
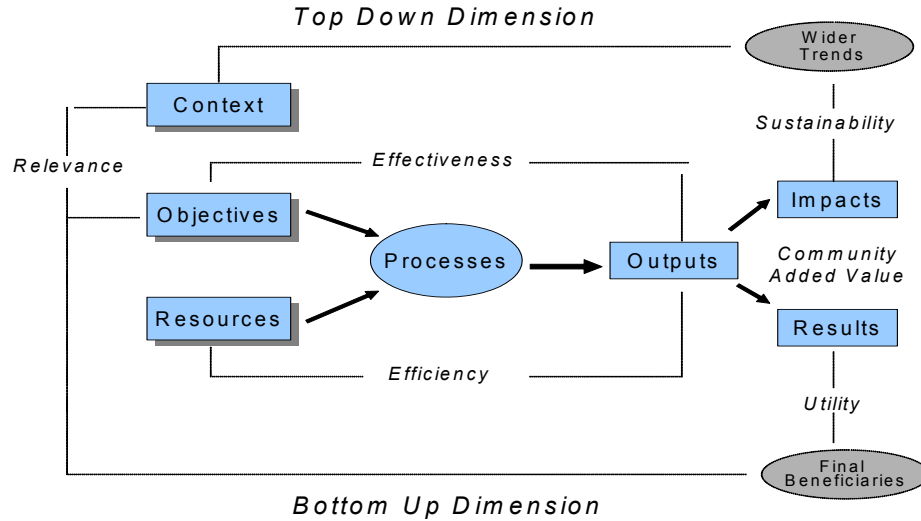
In the above diagramme, an important distinction is made between outputs, results and impacts. These terms can be defined as follows:

Outputs – these are activities and short-term outcomes, e.g. the EUCPN work programme projects, conferences and workshops, good practice materials, development of the website, etc.

Results are the intermediate outcomes, e.g. an improved understanding of the crime situation in Europe, development of national and EU strategies on crime prevention, increased contacts and exchange of information between EU Member States.

Impacts are the longer term effects, ultimately a reduction in volume crime rates although it is not realistic to identify a measurable correlation between such trends and EUCPN activities. Overall, whilst outputs are relatively easy to measure, this is difficult with the more socio-economic impacts.

2.5.2 Specific Questions from Terms of Reference

In addition to the more generic key issues set out above, the Commission's terms of reference listed a number of specific questions to be addressed by the evaluation. These are sets out in the text box on the next page. They are tackled at various points in the report.

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Questions from the Terms of Reference
Q1   What level of impact – both on the European level and on the national level – does the work of the Network have?
Q2   According to which standards can one measure whether the EUCPN has achieved its aims/had an impact?
Q3   Assess the sustainability of the findings/conclusions drawn by the EUCPN from its activities?
Q4   To which extent can the EUCPN benefit from relations with other crime prevention bodies (e.g. EFUS and Urbact)?
Q5   Is participation by Member States sufficiently broad to provide a legitimate basis for the Network to make recommendations to the Council/Commission?
Q6   If not, what can be done to broaden participation by Member States?
Q7   Local institutions are present at Best Practice Conferences, but not at Board Meetings. Moreover, crime prevention work is largely done by local authorities, police etc. Are the EUCPN's activities directed towards the right target group?
Q8   Is there a sufficient empirical/academic basis for the EUCPN's work?
Q9   Does the EUCPN provide sound arguments for the approaches taken/methods chosen?
Q10   Mirroring the rotation of Presidencies in the European Council, in the EUCPN every six months a new Presidency assumes responsibility for organising meetings and selecting which items are put on the agenda. This might result in a lack of consistency/stability as regards the issues with which the EUCPN is dealing. Do you think the EUCPN might benefit from a slower rotation of presidencies?
Q11   Is rotation within the EUCPN Programme Committee, Research and Validation Committee helpful? How can rotation schemes be improved?
Q12   Provide a general assessment of the Efficiency of the Network.
Q13   Is it problematic that the EUCPN does not have any funding at its own disposal?

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In this section, we review the EUCPN's strategy, activities and performance in delivering its remit. This has been done using the tasks set out in the 2001 Council Decision as an overall framework.

3.1   EUCPN Rationale, Objectives and Target Groups

We begin by examining feedback on the rationale for cooperation at a European level in the crime prevention field and the EUCPN's role in this respect.

3.1.1   Rationale for European Cooperation

Although the EU has only a limited legal basis to intervene in the field of crime prevention, the rationale for cooperation at a European level is nevertheless strong. In particular, it is generally accepted that there is a need to share experience and know-how at a European level to improve the effectiveness of crime prevention policies and practices at a national and sub-national level. Feedback from the survey work underlines this:

Figure 3.1: How important is collaboration at a European level in promoting crime prevention? (%)
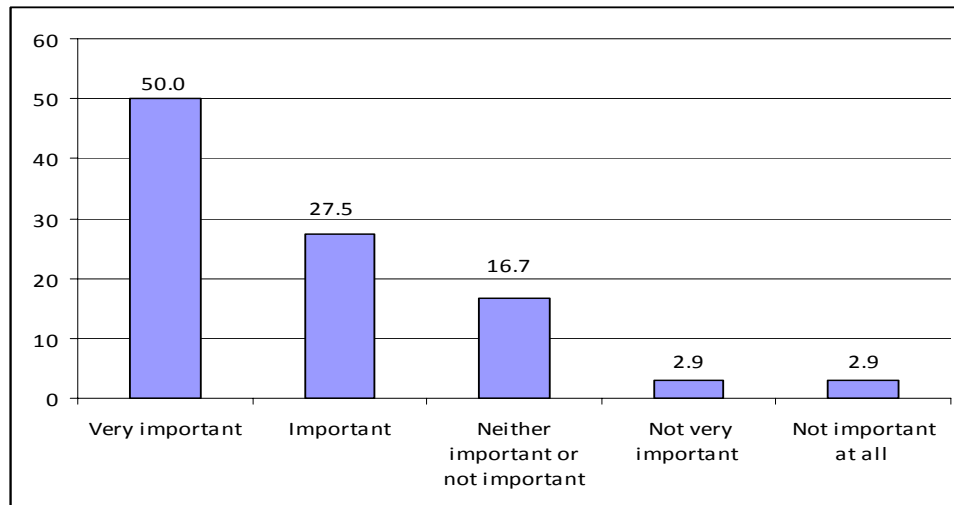
Source: general survey. Almost 20% of the survey respondents did not answer this question.

It is helpful to compare the feedback from the survey of the EUCPN's target groups ('general' survey) with the views of National Representatives. As can be seen from the following table, their views are more or less the same.

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Table 3.1: Comparison between views of National Representatives and target groups on collaboration at a European level in promoting crime prevention

Importance of European cooperation	National Reps		Target Groups	
	No.	%	No.	%
Very important	14	51.9	51	50.0
Important	8	29.6	28	27.5
Neither important nor unimportant	4	14.8	17	16.7
Not very important	1	3.7	3	2.9
Not important at all	0	0.0	3	2.9
Total	**27**	**100.0**	**102**	**100.0**

Feedback from the interview programme at a national and EU level indicates that there is a widespread view that the rationale for promoting European cooperation in the crime prevention field is, if anything, stronger now following successive EU enlargements than it was when the EUCPN was established in 2001.

From a different perspective, crime – and the fear of crime – remains amongst the highest concerns for citizens in most countries.[10] Moreover, all those we consulted stressed that it is 'volume' crime rather than organised crime that has the most direct impact on the daily lives of individuals and which is therefore of most concern to them.

3.1.2   EUCPN Objectives and Thematic Focus

The 2001 Council Decision defined the mission of the EUCPN as being to promote crime prevention activities across the EU and to provide a means through which good practice could be shared. To advance this aim, Article 3 of the Council Decision sets out a number of more specific tasks. These are summarised in the following table. In addition to the tasks set out in Article 3.1 and 3.2 (a) to (g), the EUCPN is required to report the Council on its activities each year.

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[10] Thus, in the most recent quarterly Eurobarometer survey, published in December 2008, 17% of respondents considered crime to be one of the two most serious issues facing their country. Only the issues of 'rising prices', the 'economic situation' and 'unemployment' were of greater concern. The proportion of respondents highlighting crime as a major concern has generally been in the range 17-25% in the last four Eurobarometer surveys (see Eurobarometer 70, First Results, December 2008).

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Summary - EUCPN Remit (Article 3, 2001 Council Decision)
•   Contribute to developing **crime prevention activities at a EU**, **local and national level** (Article 3.1);
•   Facilitate **cooperation, contacts and exchanges of experience** between Member States (Article 3.2(a));
•   Collect and analyse **information on existing crime prevention** activities, the evaluation thereof and the analysis of **best practices** (Article 3.2(b);
•   Contribute to identifying and developing the main areas for **research, training and evaluation** in the crime prevention field (Article 3.2(c));
•   Promote **crime prevention activities** by organising meetings, seminars and conferences (Article 3.2(d and (e));
•   Develop cooperation with **applicant countries, third countries** and **international organisations and bodies** (Article 3.2(f));
•   Provide expertise to the **Council and to the Commission** to assist them in all matters concerning crime prevention (Article 3.2(g)).

The EUCPN's mission was defined in the Council Decision in a way that makes it difficult to reach precise conclusions on the attainment or otherwise of objectives. The key statement in the Council Decision on the EUCPN's mission is that it should 'contribute to developing the various aspects of crime prevention at Union level and shall support crime prevention activities at local and national level' (Article 3). The vagueness of the terms 'contribute' and 'support' allows for widely differing conclusions to be reached on the extent to which the EUCPN is fulfilling its aims. That said, given the nature of the EUCPN and the types of activities it promotes, it is understandable that a more rigorous performance measurement framework was not adopted.

The EUCPN's goals are not seen as being of equal importance and this needs to be taken into account in evaluating the EUCPN's performance. Taking feedback from the survey of the EUCPN's National Representatives as a guide, this suggests that the aim of 'Identifying good practices and sharing knowledge and experience' is regarded as the most important EUCPN goal; conversely, the aims set out in the 2001 Council Decision to 'contribute to developing local and national strategies on crime prevention' is seen as considerably less important than the other aims.

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Figure 3.2: National Representatives - How important are the EUCPN's various aims and how successful has it been in addressing them? (%)
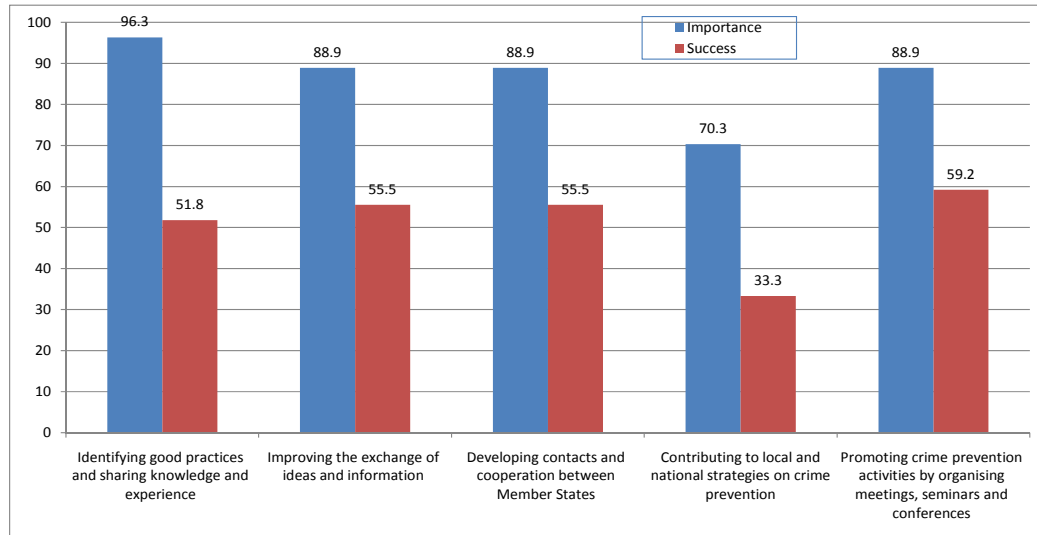
Source: survey of National Representatives. A five-point response option scale was adopted. The 'important' category shown in the chart combines 'very important' and 'important' response options with the 'success' category combining the 'very successful' and 'successful' responses.

Overall the EUCPN is seen as under-performing against its various objectives. An indication of this from the survey of National Representatives can be gained through a comparison between the 'importance' and 'success' in achieving EUCPN goals. As can also be seen from the chart above, the differential in the rankings for these two factors varies considerably but in all cases performance in addressing EUCPN aims is seen as lagging behind their importance.

The first of the EUCPN's goals is considered by National Representatives to be the most important ('Identifying good practices and sharing knowledge and experience') but this is an area where 'success' lags behind very considerably. The gap between 'importance' and 'success' is also relatively large with the aim of 'contributing to national strategies'. However, whilst it is perhaps to be expected that performance should be considered low in relation to aims that are ranked the least important, it is of concern that the EUCPN is also seen as under-performing against what is considered to be most important aim. In the other cases, there is little variation in the differential.

Although it is seen as under-performing, the EUCPN's remit as defined in the Council Decision is widely seen as continuing to be appropriate. However, some EUCPN activities are seen as being more important than others. As the following analysis of National Representatives' survey feedback shows, promotion

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of networking, and the identification and sharing of good practices in the crime prevention field, are seen as the EUCPN's most important functions although the difference between these and other activities in terms of perceived importance is not great (the exception here is 'development of local and national strategies').

Figure 3.3: National Representatives - What should the EUCPN focus on?
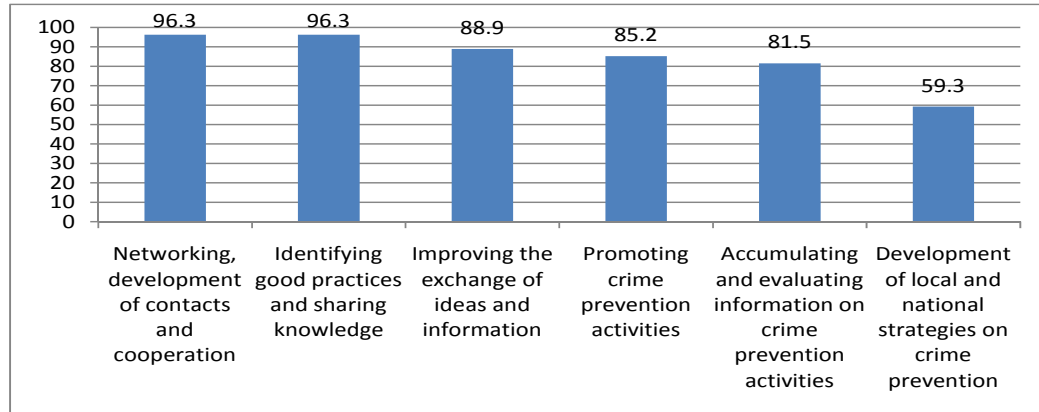
Source: survey of National Representatives. The analysis combines the two response options 'very important' and 'quite important'.

Thematic Focus

Feedback from the EUCPN's target groups broadly supports the focus on 'volume' crime. As can be seen from the analysis of the general survey feedback, in Figure 3.4 on the next page, apart from 'general crime prevention' which is seen as the highest priority, youth crime and drug-related crime - two of the three areas that the 2001 Council Decision highlighted as being at the core of the EUCPN remit – are seen as amongst the most important areas that European cooperation should focus on. Domestic violence, prostitution and trafficking, violent crime are also ranked alongside these as relatively high priorities whereas the categories of organised crime and terrorism are considerably further down the list.

It is again interesting to compare the target group feedback with responses to the same question from the EUCPN's National Representatives. Overall, there is a similar pattern. The top two priorities are the same – general crime prevention and youth crime. After that, although the rankings differ slightly, the top seven or so priorities for the EUCPN's target groups are the same as those for National Representatives. This is summarised in Table 3.2.

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Figure 3.4: What areas of crime prevention should European cooperation through the EUCPN focus on in the future? (%)
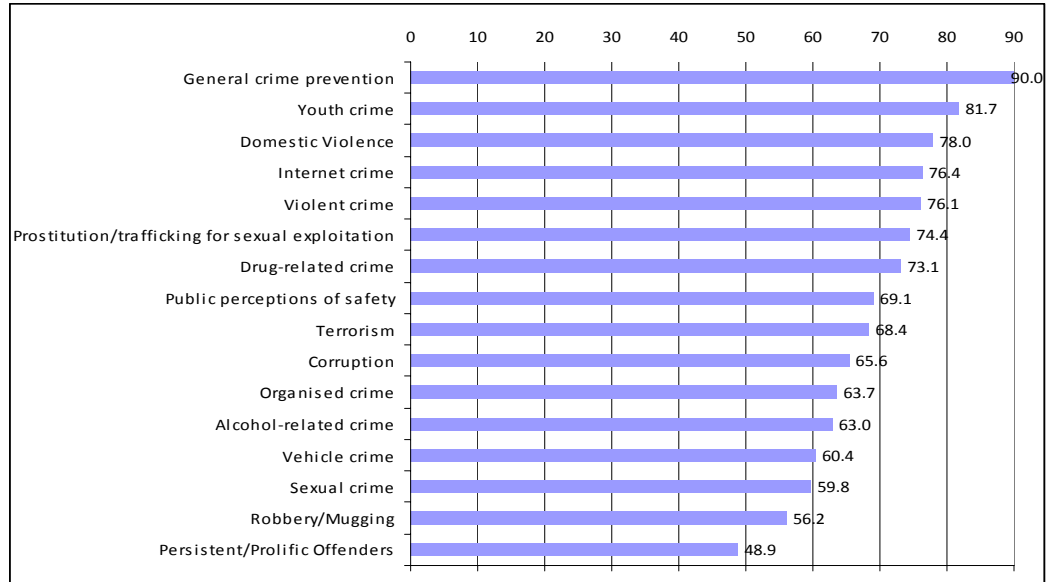
Source: general survey. Respondents were asked to rank the importance of different priorities on a five-point scale. The above analysis combines the 'very important' and 'quite important' responses. Some 23% of survey respondents did not answer this question.

Table 3.2: Comparison between views of National Representatives and target groups on future crime prevention priorities

| Category of crime	National Reps		Target Groups	
	%	**Ranking**	**%**	**Ranking**
General crime prevention	100.0	1	90.0	1
Alcohol-related crime	81.8	5	63.0	12
Drug-related crime	78.3	6	73.1	7
Corruption	40.9	14	65.6	10
Domestic Violence	65.2	10	78.0	3
Internet crime	82.6	4	76.4	4
Persistent/prolific offenders	72.7	8	48.9	16
Prostitution/trafficking for sexual exploitation	52.2	12	74.4	6
Public perceptions of safety	78.3	6	69.1	8
Robbery/mugging	68.2	9	56.2	15
Sexual crime	54.5	11	59.8	14
Vehicle crime	47.8	13	60.4	13
Violent crime	86.4	3	76.1	5
Youth crime	91.3	2	81.7	2
Organised crime	31.8	15	63.7	11
Terrorism	28.6	16	68.4	9

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3.1.4   Target Groups

The 2001 Council Decision did not define clear target groups for the EUPN but the focus has been on policy-makers, crime prevention practioners and the researchers. Feedback from the research suggests that this focus is continues to be appropriate. An analysis of the feedback from the target group survey is shown below.

Figure 3.5: Who should be the EUCPN's main target groups (%)
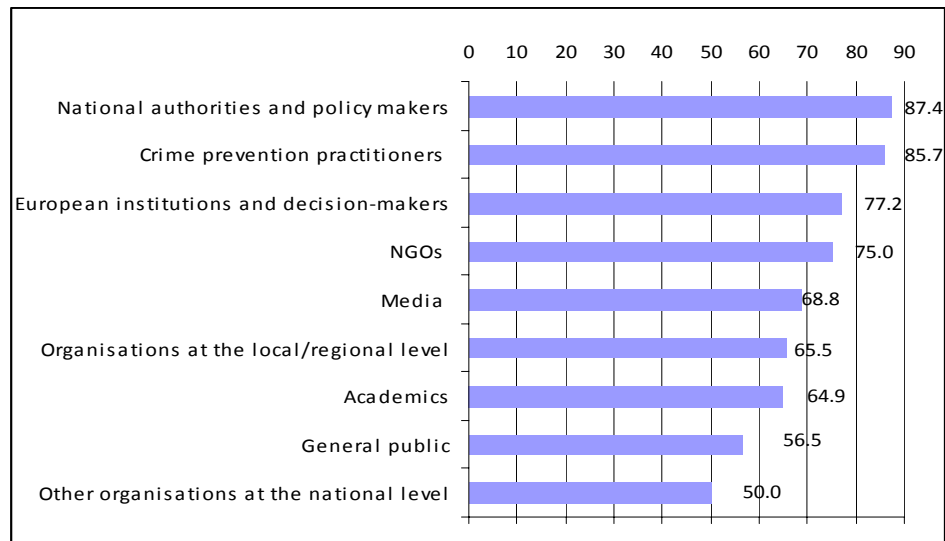
Source: general survey. Respondents were asked to rank the importance of different target groups on a five-point scale. The above analysis combines the 'very important' and 'quite important' responses. It should be noted that some 23% of survey respondents did not answer this question.

Interestingly, while NGOs and civil society are also seen as priority target groups, this is less so as far as researchers are concerned. The media and the general public are also seen as far less important target groups.

Again, it is worth comparing feedback from the wider survey on the EUCPN's target groups with the views of National Representatives. In both cases, national authorities, EU institutions and crime prevention practitioners are seen as the EUCPN's main target groups. After that there are differences. In particular, for National Representatives, the general public is seen as an important while local/regional organisations and researchers are considered less important. In the wider survey, the reverse is the case.

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Table 3.3: Comparison between views of National Representatives and target groups on EUCPN target groups

Target group	National Reps		Target Groups	
	%	**Ranking**	**%**	**Ranking**
National authorities and policy makers	92.6	1	87.4	1
Crime prevention practitioners	85.2	2	85.7	2
European institutions and decision-makers	66.7	4	77.2	3
NGOs	51.9	7	75.0	4
Media	63.0	6	68.8	5
Organisations at the local/regional level	29.6	8	65.5	6
Academics	29.6	8	64.9	7
General public	85.2	2	56.5	8
Other organisations at the national level	66.7	4	50.0	9

We now assess the extent to which the EUCPN has tackled each of the specific tasks set out in the 2001 Council Decision (Article 3), starting with 'collecting and disseminating information and god practices'.

3.2 Collecting and Disseminating Information and Good Practices

The EUCPN's most basis task is to collect and disseminate information on crime prevention. According to Article 3(2b) of the 2001 Council Decision, it should:

> 'Collect and analyse information on existing crime prevention activities, the evaluation thereof and the analysis of best practices, and collect and analyse existing data on criminality and on its development in the Member States, in order to contribute to consideration of future national and European decisions. The Network shall also assist the Council and the Member States with questionnaires on crime and crime prevention.'

Related to this is another task in the Council Decision, namely that the EUCPN should 'organise activities that stimulate and improve the exchange of experiences and best practices' (Article 3(2e)). The focus in this sub-section is on the EUCPN's role in identifying and disseminating good practices (other activities relating to the sharing of knowledge and experience are considered later in Section 3).

3.2.1 Collecting Information on Crime Prevention

Over the years, the EUCPN has collected and disseminated large amount of useful information on crime prevention activities across Europe. This includes descriptions of Member State policies and strategies, information on schemes to combat specific forms of crime, examples of good practices, access to documentation on relevant EU policies and programmes, etc. However, the quality

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of the information varies, as does the extent to which is to date and comprehensive in geographical and thematic coverage.

The EUCPN's capacity to collect and disseminate information on crime prevention depends on how well developed crime prevention schemes and networks are at a national regional level in different countries. The extent to which sub-national crime prevention networks have been developed varies considerably across EU Member States. In some countries (e.g. Belgium, Netherlands, Sweden and the UK), crime prevention partnerships are generally well-established at a national and regional level, and have strong links with each other and with the authorities.

In other European countries (particularly the 'newer' EU Member States), the development of crime prevention networks and strategies at a regional and local level is still at a relatively early stage and there is less material, for example on good practices, that can be made available to the EUCPN. The strength of sub-national networks is not so important from the point of view of disseminating information as the EUCPN's website is the main way of doing this (the role of the website and other dissemination mechanisms is examined later in Section).

The extent to which National Representatives are personally committed and proactive in fulfilling their functions in relation to the EUCPN is also a key factor. In some cases, there is a high degree of personal commitment with National Representatives being very engaged in the whole process of developing the EUCPN, identifying good practices, providing material for the newsletter, making sure information is disseminated at a national level, etc. But in other cases, the engagement of National Representatives seems to be more or less limited to attending Board meetings. In many cases, this could be because they simply do not have the resources available to fulfill more than the minimum tasks. The role of National Representatives is examined in more detail in Section 4.

3.2.2 Good Practices

Good practices are classified by the EUCPN under 19 headings ranging from alcohol abuse to youth crime. In total, details on 193 good practice examples are currently available on the website. If the fact that in some cases the same good practices appear under a number of different headings is taken into account, then the total is around 150.[11] Good practice material can be submitted by any organization and should be reviewed at a national level before being submitted to the EUCPN. Based on criteria developed by the EUCPN for screening good practices, some submissions have then been evaluated by the EUCPN's Research & Validation Committee (RVC) before being made available through the network.

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[11] For example, the scheme 'Girl Power in Lithuania' appears under three headings – sexual crime, trafficking in human beings, and youth crime.

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Criteria used by the EUCPN for the selection of good practices are that they need to be appropriately formulated, crime preventative, implemented in an EU Member State, of interest to several other countries, replicable and successful. However, although some steps have been taken to strengthen the criteria, the methodology used to decide what is/is not good practice is not based on clear and scientifically tested indicators. Overall, there is a lack of any real evidence-based assessment of the effectiveness of different prevention practices and the possibilities of replication. In some cases, the material has been criticised because the descriptions of the projects have not been detailed enough.

The amount of good practice material varies considerably across the various categories of crime. For example, there are 35 examples of good practice for the area of youth crime, but only two each in the case of burglary and the trafficking of human beings, and none for the category of robbery. Similarly, the number of examples contributed by different EU Member States varies considerably from one or two in some cases (e.g. Cyprus, Finland, Ireland and Slovenia) to 11 from the Netherlands and 25 from the UK. The following charts provide an analysis of the breakdown of good practice examples by category and in term of the country of origin.

Figure 3.6: Breakdown of EUCPN Good Practice Examples by Category
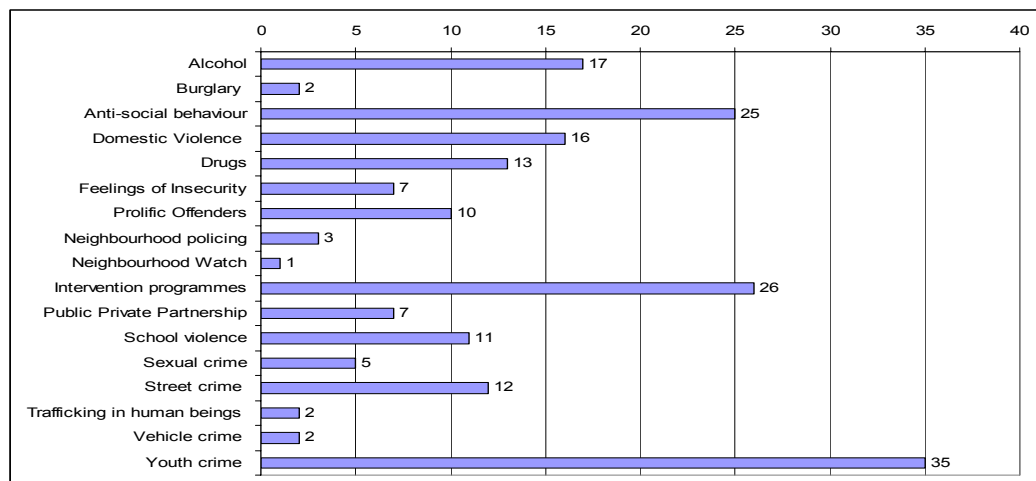
Source: CSES analysis of EUCPN website information.

With regard to the source of material (see Figure 3.7), an interesting observation to be made is that a quite high proportion of good practice examples have been contributed by the 'newer' EU Member States. Countries that have not provided examples cite lack of capacity to assess and evaluate projects, as well as the difficulty of finding materials in English, as factors restricting the inputs they can make. In one case it was argued that the good practice examples identified had not been subjected

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to sufficiently rigorous assessment at the national level to justify being submitted to the EUCPN for wider dissemination.

Figure 3.7: Breakdown of EUCPN Good Practice Examples by Country
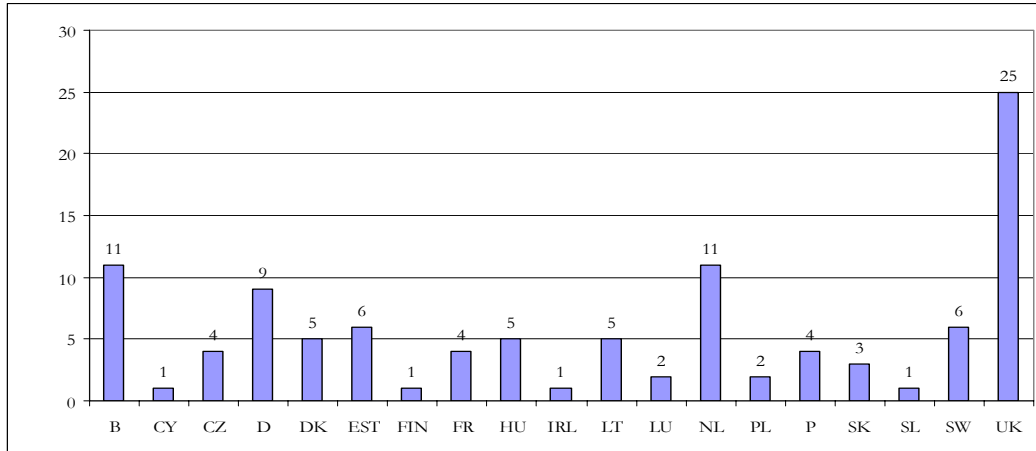
Source: CSES analysis of EUCPN website information

The amount of good practice material contributed to the EUCPN grew steadily to begin with but has declined since 2003-04. A reasonable expectation would be that there would be a steady growth in good practice material from one year to the next as the EUCPN develops, becomes better known and attracts more stakeholder involvement. Instead, and as the following chart shows, there was an increase in the number of good practice each year on the EUCPN website relating to the period before 2003-04 after which the number added each year declined.

Figure 3.8: Breakdown of EUCPN Good Practice Examples by Year

Source: CSES analysis of EUCPN website information

C S
E S
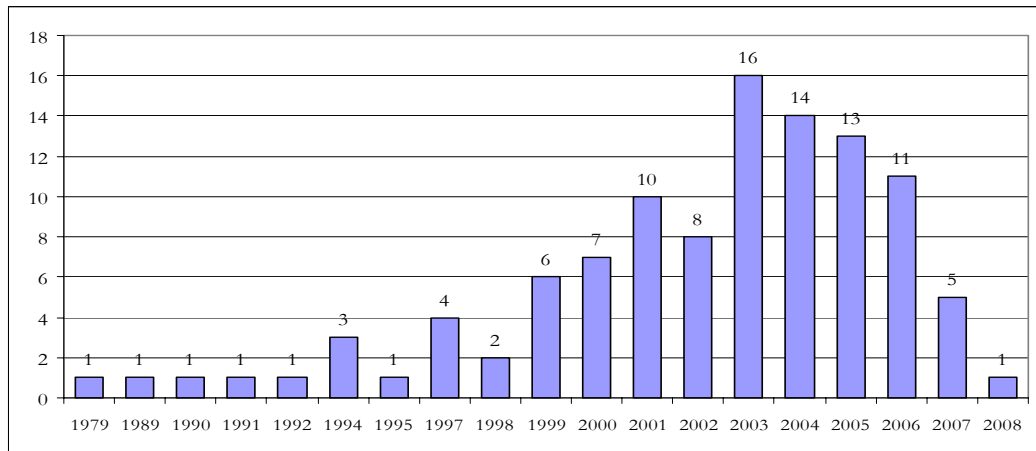*Centre for*
Strategy & Evaluation
**Services**

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The declining trend after 20003/04 may in part be because the 'year' in this context relates to when the good practices took place (rather than when they were put on the website) and there is bound to be a time lag between the two, for example to allow for identification and evaluation of the practices and writing up. That said, the steady upward trend before 2003-04 could be linked to EU enlargement as well as the development of the EUCPN although this does not explain the more recent downward trend.

Whilst there is some variation in the coverage and quality of the descriptions provided of good practices, overall the information available from the EUCPN is nevertheless a valuable resource for those engaged in crime prevention. As shown later in this section, an analysis of the visits to the website indicates that good practice information is the most used aspect of it. But at the moment the website resource does not seem to be widely known amongst the target groups as it should be. The fact that the website information is only available in English is also a constraint on its usefulness. This applies especially at the 'grass-roots' level of crime prevention where (unlike in the academic community and to a certain extent in national administrations) English is not widely understood. Also, the project descriptions on the EUCPN website need to be kept up-to-date (e.g. we understand that some of the projects posted on the website as good practices were closed some time ago and the contact information is outdated).

Overall, the EUCPN is seen as having played a positive role in identifying and disseminating good practices. Some three-quarters (84%) of respondents to the survey considered that the EUCPN had played either a 'very positive' or 'positive' role in this respect.

Figure 3.9: Survey feedback - EUCPN role in identifying and disseminating good practices (%)
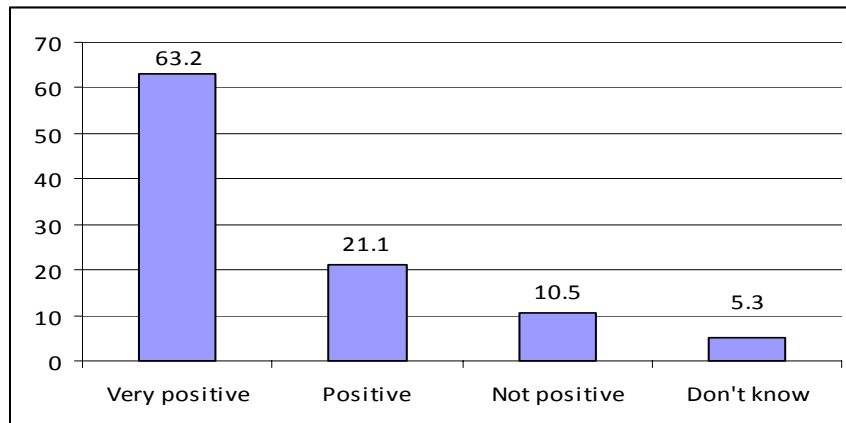
Source: general survey. It should be noted that the 'very positive' category combines two responses options 'agree completely' and 'agree partially' to the question: 'The

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EUCPN plays a very effective role in identifying and disseminating good practices on crime prevention'. The category 'positive' corresponds with the response option 'neither agree nor disagree' and 'not positive' combines 'disagree partially' and 'disagree'.

The annual European Crime Prevention Award (ECPA) conference and the EUCPN's website are the main channels for disseminating good practices. The role of the EUCPN website and other ways in which the EUCPN disseminates information on crime prevention is assessed in Section 3.4. Below we examine the role of the ECPA award and Best Practice conference.

3.2.3   European Crime Prevention Award and Best Practice Conference

The European Crime Prevention Award (ECPA) and Best Practice Conference, which has been organised annually for several years in conjunction with the EUCPN and with European Commission support, attracts a lot of interest and is a 'flagship' event. The ECPA scheme aims to contribute to the reduction of crime and the fear of crime, the sharing of good practices at an international level and the further encouragement of crime prevention activities. Each year the ECPA concentrates on a different theme.[12] The scheme involves selecting two crime prevention projects per country as entries for the European award each year, the wining entry then being announced at the conference. The theme that the competition focuses on is selected by the country holding the Presidency, which also hosts the conference.

Each participating country has the discretion to decide how to select projects for the scheme.[13] In the past, ECPA entries have originated from a wide range of sources - local authorities, police, educational institutions, community groups, sports clubs, youth organisations, business community, probation service, neighbourhood watch schemes, etc. As the following table shows, since 2004, a total of 18 of the EU27 Member States have provided entries for at least one year's ECPA scheme. Five Member States have provided entries every year while other countries were active to begin with but not in more recent years (and vice versa) and some have never participated. Again, it is interesting to see that the newer EU Member States have contributed their fair share of entries (just over a third of the total since 2004).

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[12] Thus, the European Crime Prevention Award (ECPA) 2008 was awarded to the best project on crime prevention in public spaces. There were three main themes: planning of public spaces; CCTV protection; and management of public spaces.

[13] There are some binding criteria: projects shall focus on prevention and/or reduction of everyday crime and fear of crime within the specified theme; have been evaluated and have achieved most or all of its objectives; as far as possible, be innovative, involving new methods or new approaches; based on co-operation between partners, where possible; and capable of replication by organisations and groups in other Member States.

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Table 3.4: ECPA Entries by Country 2004-07

Countries	2004	2005	2006	2007	Total
Belgium	1	1	0	1	3
Cyprus	1	0	0	1	2
Czech Republic	1	1	1	1	4
Denmark	1	1	1	1	4
Estonia	0	0	1	0	1
Finland	1	1	1	1	4
France	1	0	1	0	2
Germany	0	1	1	1	3
Hungary	0	1	1	1	3
Lithuania	0	0	1	1	2
Netherlands	1	1	1	1	4
Poland	0	0	1	1	2
Portugal	0	1	1	1	3
Romania	0	0	0	1	1
Slovakia	1	0	0	1	2
Spain	1	0	0	0	1
Sweden	1	1	1	1	4
United Kingdom	1	1	1	1	4
Total	**11**	**10**	**13**	**15**	**49**

Source: CSES analysis of EUCPN website information

The ECPA and Best Practice conference is widely seen as one of the most important EUCPN-supported activities. In particular, it helps to raise the profile of the EUCPN amongst its target groups and creates an important link with practitioners. There is also evidence that ECPA good practices are being replicated across different countries. In some countries (e.g. Estonia and Lithuania), ECPA procedures to evaluate good practice entries and their impacts have also been adopted as a model for the evaluation of projects at a national level.

But feedback from interviews with some of those who have attended the ECPA annual conference suggests that more could be done to facilitate discussions on specific issues/themes. This is also our own observation from having attended the 2008 event. More focused discussions, for example, be achieved by having more parallel sessions rather than relying too much on plenary sessions, as tends to be the case at present. Other criticisms are that the criteria and procedures for selecting the winning entry are not transparent and that more could be done to publicise the good practice examples. In some countries, the competition is carried out in conjunction with national good practice competitions. For example, in Sweden, the ECPA scheme is closely linked to a long-standing national award which shares the same theme each year. In Lithuania, a national competition has been instigated partly as a result of the incentive provided by the ECPA prize. Where such a national competitions exist, this probably improves the number and quality of

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ECPA entries as well as the visibility and impact of the scheme at a national level. At the moment, however, very few countries have their own crime prevention award schemes. The EUCPN could of course have a role in helping to develop this type of scheme more widely across EU Member States.

The annual ECPA theme is decided by the country hosting the conference and although this coincides with the EUCPN Presidency, the theme is not necessarily related to the work programme priorities. This means that the theme is sometimes more closely related to the crime prevention priorities of the particular country rather than based on what are seen as important questions from a European perspective. Wider consultation within the EUCPN over the ECPA theme is therefore desirable. Ideally, the themes of the competition should be linked to the longer term strategy of the EUCPN. This would not only ensure that the themes are of wider interest, but would also help National Representatives to prepare for the competition and maximise synergies with other activities and plans.

By way of comparison, examples of three other European good practice schemes are presented below.

Examples of other Good Practice Award Schemes
The **Stockholm Prize in Criminology** was established to recognise outstanding 'achievements in criminological research or for the application of research results by practitioners for the reduction of crime and the advancement of human rights.' The award is made by an independent jury comprised of criminologists from Asia, the Americas, Australia, Africa and Europe. Support is provided by the Swedish Ministry of Justice, Stockholm University, European Commission, Söderberg Foundations of Sweden, Japanese Correctional Association and others.
'Crystall Scales of Justice' Prize – has been awarded each year since 2005 by the European Commisison and Council of Europe for innovative practices in the civil justice system. The competition is open to those responsible for criminal justice affairs (courts, associations of legal professionals, prison administrations, etc).
European Good Practice Awards (GPA) in occupational health and safety are organised biannually by the European Agency for Safety and Health at Work. The GPA is closely tied in with the Agency's European campaigns. The theme of each campaign (and therefore the awards) is decided by the Agency Board in close cooperation with the National Focal Points (FOPs) of the Agency. At the national level, the FOPs coordinate receiving the entries (in many cases organising a national competition) and winning entries are selected by a national panel. For each country, up to two entries can be submitted to the European competition. Representatives of the nationally selected enterprises / organisations are invited to the campaign's closing event and award ceremony in Bilbao, as well as being presented in an Agency booklet, which is distributed across Europe and presented on the Agency's website. Evaluation of the GPA underlines the importance of national competitions as a basis for the European scheme.

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3.3   Projects and Research in the Crime Prevention Field

Article 3(2b) of the 2001 Council Decision requires the EUCPN to:

> 'Collect and analyse existing data on criminality and on its development in the Member States, in order to contribute to consideration of future national and European decisions. The Network shall also assist the Council and the Member States with questionnaires on crime and crime prevention.'

A related task set out in Article 3(2c) is to 'contribute to identifying and developing the main areas for research, training and evaluation in the crime prevention field.' Article 3(2d) then calls on the EUCPN to 'organise conferences, seminars, meetings and other activities designed to promote consideration of these specific matters, and to disseminate the results thereof' (this aspect of the EUCPN's remit is examined in Section 3.4).

3.3.1   EUCPN Work Programme and Projects

The EUCPN's work programme provides an overall framework for the activities set out in Article 3.2 (b) and (c) to be undertaken. Seven 'headline' themes have been agreed for the current Work Programme: crime proofing of legislation (where the EUCPN has a purely monitoring role at the moment); making goods less vulnerable to crime; developing common methodology to evaluate best practices; an inventory of good practices; monitoring Member State crime prevention policies; focusing on specific and well-defined types of crime (juvenile, urban, drugs); and professionalising and strengthening the EUCPN.

The projects undertaken as part of the EUCPN's work programme have helped to develop its capacity to collect and analyse information on crime prevention. A total of 17 projects received approval under the EUCPN's current work programme. Ten of the projects underway or planned when this report was written have addressed substantive issues in the crime prevention field (e.g. developing a methodology for monitoring crime prevention policies, research on the prevention of violence in the public domain) with the others primarily dealing with issues relating to development of the EUCPN itself (e.g. review of the current structure of the EUCPN website, a project on systems and procedures to support a new EUCPN structure). A summary of the status of the projects is provided below.

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Table 3.5: Status of Work Programme Projects (2005-08)

Key: A=completed; B=underway; C=withdrawn; D=not started (January 2009)

No.	Project title Status:	A	B	C	D
1.	Review of the current structure of the EUCPN website	√			
2.	Systems and procedures to support a new EUCPN structure	√			
3.	Review of options for a knowledge system	√			
4.	Development of a methodology for identifying good practice	√			
5.	Methodology for monitoring crime prevention policies		√		
6.	Review of national crime prevention strategies	√			
7.	Prevention of violence in the public domain	√			
8.	Internet threat to young people		√		
9.	Identification of a glossary of terms used in crime prevention			√	
10.	Contact point for measures to combat organised crime		√		
11.	ECPA as a tool for good practices in crime prevention		√		
12.	Theme page on the EUCPN website on sexual violence	√			
13.	A seminar on fear of crime	√			
14.	Variations in crime				√
15.	Willingness to pay				√
16.	Policy material for website on prolific offenders/robbery		√		
17.	Policy material for website on vehicle crime/youth crime		√		
	Totals:	**8**	**6**	**1**	**2**

Source: CSES analysis of EUCPN information

Financial support for EUCPN-backed projects has come mainly from four sources - contracts awarded by the Commission, the AGIS programme (and its follow up programmes), national funding, and the Work Programme Fund. The EUCPN has a Work Programme Fund (WPF) that has been created through contributions from a number of Member States (the fund currently has a balance of around euro 180,000). The source of funding in 2007 was not clear for all projects, but two received funding from the Work Programme and for three projects separate funding was not necessary. Eleven projects were funded by Member States (UK, FR, NL, FI), of which two had also sought funding from the AGIS programme. Table 3.6 below provides a summary of the project costs insofar as this information is available.

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Table 3.6: Cost of Work Programme Projects (2005-08)

No.	Project title	Cost €
1.	Review of the current structure of the EUCPN website	40,000
2.	Systems and procedures to support a new EUCPN structure	35,000
3.	Review of options for a knowledge system	39,000
4.	Development of a methodology for identifying good practice	10,000
5.	Methodology for monitoring crime prevention policies	n/a
6.	Review of national crime prevention strategies	15,000
7.	Prevention of violence in the public domain	n/a
8.	Internet threat to young people	n/a
9.	Identification of a glossary of terms used in crime prevention	35,000
10.	Contact point for measures to combat organised crime	n/a
11.	ECPA as a tool for good practices in crime prevention	n/a
12.	Theme page on the EUCPN website on sexual violence	n/a
13.	A seminar on fear of crime	n/a
14.	Variations in crime	n/a
15.	Willingness to pay	50,000
16.	Policy material for website on prolific offenders/robbery	n/a
17.	Policy material for website on vehicle crime/youth crime	n/a

Source: CSES analysis of documents 'proposal for a project to be included in the EUCPN work programme'.

Relatively few Member States have been actively involved in the various EUCPN projects. As Table 3.7 below shows, the UK promoted or has been involved in the highest number of projects (8 projects) followed by Finland (6), Sweden (4) and Denmark (3). 'Newer' EU Member States were quite well represented as project partners (Czech Republic, Cyprus, Estonia, Hungary and Lithuania). However, most countries did not participate in work programme projects at all during the 2005-08 period.

Table 3.7: Promoters of Work Programme Projects (2005-08)

No.	Project title	Promoters
1.	Review of the EUCPN website	**UK**, AT
2.	Systems to support EUCPN structure	**UK,** AT, B, ES, F, NL, SW
3.	Review of options for a knowledge system	**UK**, DK
4.	Methodology for identifying good practice	**UK**, DK
5.	Monitoring crime prevention policies	**CZ**, SW
6.	Review of national crime prevention strategies	**UK**, HU, FIN, SW
7.	Prevention of violence in the public domain	**NL**, FIN

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8.	Internet threat to young people	**DE**, FIN, SW
9.	Glossary of terms used in crime prevention	**FR**, FIN
10.	Contact point for combating organised crime	**NL**
11.	ECPA and good practices in crime prevention	**FIN**, B, DK, FR, LT, SK, UK
12.	Theme page on website on sexual violence	**UK**, B, CY, CZ, ES, GR, HU, L, P
13.	A seminar on fear of crime	**UK**
14.	Variations in crime	**FIN**
15.	Willingness to pay	**FIN**
16.	Material on prolific offenders/robbery	**NL**, UK
17.	Material on vehicle crime/youth crime	**PT**, UK

Source: CSES analysis of EUCPN project information

The EUCPN projects that have gone ahead have generally achieved their intended outcomes. However, whilst useful, these outcomes have been rather limited in their contribution to EUCPN goals. For example, a seminar on fear of crime led to a theme page being developed for the EUCPN website, while another project involved developing a theme page on sexual violence. Other projects, for example the proposed review of national crime prevention strategies, did not proceed because too few Member States were willing to contribute.

More fundamentally, the low number of projects that have proceeded, and their relatively small-scale, means that this aspect of the EUCPN's activities has made a very limited contribution to the EUCPN's goals. Later in this report we argue that the number and scale of EUCPN-supported projects could be significantly increased by making more effective use of the various sources of EU funding available for crime prevention activities.

Overall, the EUCPN has collected a lot of information on crime prevention schemes but the coverage, quality and quantity of material varies considerable across different countries of origin and themes. Moreover, most of this has not been formally evaluated before being made publicly available by the EUCPN. Although information that is made available via the website on crime prevention initiatives in different countries follows an agreed format, the EUCPN does not have the resources to carry out a full evaluation before it is made public. Some limited evaluation checks of projects have been undertaken by the Assistant to the RVC Committee but this exercise has only covered a very small number of good practice examples.

Arguably, it should be unnecessary for the EUCPN to check material because this is usually provided (or at least reviewed) by National Representatives or organisations known and trusted by them. Even where this is so, there is a the case for a more standardised approach to validating good practice information at a national level with common criteria for deciding what is/is not good practice being adopted and made

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transparent. Furthermore a more analytical approach to presenting the information would be preferable (this could of course be one of the factors that is standardised).

3.3.2 EUCPN and Crime Prevention Research

According to the 2001 Council Decision, (Article 3.2 (b)), the EUCPN should both collect and analyse data. Our assessment suggests that it has focused mainly on the collection and validation of existing material (e.g. on good practices) rather on new research or analysing data. The EUCPN's capacity to undertake research and analyses is very limited because it simply does not have the financial and human resources that would be needed to undertake this sort of activity on a meaningful scale. In Section 4 we assess the role of the Research and Validation Committee (RVC) and the reasons why it has not been able to fulfill the envisaged role.

The RVC has been supported by an Assistant since May 2007 but the tasks assigned to this person have not focused on new crime prevention research. The tasks assigned to this person included reviewing the best practice examples on the EUCPN's website, a project on crime prevention strategies, inputs to the newsletter (e.g. a piece on links between organized crime and corruption for the March 2008 edition), helping with preparations for the RVC meetings. But the brief has not included carrying out new research.

As we argue in Section 4, there is a need to tap into academic expertise and there is a potential role for the EUCPN in helping to steer crime prevention research and development in the EU. However, rather than conducting research itself, the EUCPN to work more closely with academic experts and research networks in the crime prevention field.

Other European Sources of Research and Networks of Researchers

There are a number of national centres of excellence in criminology and subjects that are relevant to crime prevention. At a European level, the **European Society of Criminology** (ESC), which was founded in 2000, brings together those actively engaged in research, teaching and/or practice. The ESC describes its aims as being to:

> 'Foster criminological scholarship, research, education and training, and to encourage scholarly, scientific and practical exchange and cooperation among criminologists in Europe and elsewhere. Its objective is further to serve as a forum for the dissemination of criminological knowledge at the European level.'

The ESC has ten working groups including one on 'European Governance of Public Safety Research Network' (EUGPSRN). Amongst its publications are 'The politics of prevention in Europe' which appeared in a special issue of the 'Community Safety Journal' in 2004. Regular publications include the ESC Newsletter and the quarterly European Journal of Criminology.

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CRIMPREV ('Assessing Deviance, Crime and Prevention') started in July 2006 and has been supported by the Sixth Framework Programme on Research (FP6). The 'coordinated action' project was proposed by the informal Groupe Européen de Recherches sur les Normativités (GERN) and involves a consortium of 31 universities and research institutions from 10 European countries. It defines its aim as being to produce:

> 'Comparative, European added value based on knowledge accrued within national frameworks about social, political, economic, legal and cultural factors conducive to socially deviant behaviour and crime, their perception among the public and the public policies pertaining to these phenomena'.

CRIMPREV is more of a network enabling knowledge to be shared than a source of research in its own right. In addition to promoting collaboration between academics in the criminology field, it also had the aim of providing decision-makers with 'guidelines for the measurement of deviant and criminal behaviours, the perception thereof, and the evaluation of public prevention policies'. At the outset, it was envisaged that the project would be used as a basis for 'constructing a lasting network, by federating and extending the pre-existing elements'.

The project has bee structured around five thematic work packages, one of which (WP6) addresses the theme of 'Public Policies on Crime Prevention'. As with the other work packages, WP6 activities have been structured around a number of seminars leading to 'CrimPrev-Infos' publications.[14] One of these was the 'CrimPrev-Infos' publication entitled 'Comparative Models of Crime Prevention and Delivery: Their Genesis, Influence and Development', published in July 2008. This provides a broad overview of crime prevention approaches in different European countries. The CRIMPREV project will come to an end in July 2009 and at present there is no follow-up initiative planned.

The **Council of Europe** has also been active in the field of comparative research. In 1993, the Council charged a Committee of Experts with the preparation of a feasibility study concerning collection of crime and criminal justice data for Europe.[15] There were reservations regarding the comparability of legal systems,

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[14] The WP6 seminars have covered various topics – methodological questions relating to the assessment of European trends in crime prevention; a comparative analysis of juvenile delinquency prevention policies in Europe and Canada; the relationship between housing, urban development and educational policies and delinquency and crime, and variations in their intensity; relationship between social segregation, school-leaving and delinquency and public action at various levels of intervention; the role of the public and private actors with respect to crime prevention.

[15] This led in 1995 to publication of *"Trends in crime and criminal justice: statistics and other quantitative data on crime and criminal justice system"* (PC-S-ST) by experts from France,

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offence definitions and data collection procedures between different countries but it was recognised that despite similar problems, the US 'Sourcebook of Criminal Justice Statistics' provides information on all the US states.

Following the feasibility study, the first 'European Sourcebook' project was launched in 1996. The analysis was extended beyond the limited scope of the 1993 feasibility study with information being collected from 36 European countries covering the period 1990 to 1996. Since then, further editions of the 'European Sourcebook' have been published with the support of the Dutch, Swiss and UK authorities. A third edition was published in 2006 covering the 2000-03 period for 37 countries. This was a limited edition and not all tables were updated. A fourth (full) edition is due in 2009 covering the 2003-07 period). The 'European Sourcebook' relies on a network of national correspondents to collect data from statistical sources within each country.[16]

The **European Survey on Crime and Safety (EU ICS)** is organised by a consortium lead by Gallup Europe and co-financed by the European Commission's DG Research. The survey was first undertaken in 2005 based on the same standardised methodology and (adjusted) questionnaire that had earlier been developed for the International Crime Victims Survey (see below).[17] The primary objective of the EU ICS is to compare levels of crime across countries

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Germany, Hungary, Netherlands, Sweden, Switzerland and the UK. The analysis covered 12 European countries.

[16] The 'European Sourcebook' is divided into a number of sections presenting an analysis of statistical information on: police statistics (volume of crime and the number of suspected offenders in each country); prosecution and conviction statistics; correctional statistics (i.e. an analysis of data on prison); and an analysis of data from international victimisation surveys on crimes against individuals. To avoid placing too onerous a data collection burden on national correspondents, a distinction is made in the 'European Sourcebook' between 'key items' (crimes, suspects and convictions - for selected offences only) and 'non-key items' (number of juveniles, women, aliens and sanctions/measures for selected offences; resources, prison capacity). Problems of comparability are highlighted in the European Sourcebook with a strong caution therefore being made on the interpretation of data.

[17] Apart from Gallop, the consortium consists of UNICRI, the Max Planck Institute for Foreign and International Criminal Law in Freiburg (Germany), CEPS/INSTEAD in Luxembourg and GeoX in Hungary. Fieldwork for the EU ICS covers the 15 'old' EU Member States, Estonia, Hungary and Poland. The survey is based on CATI telephone interviews, except in Poland and Estonia where the research has been carried out face to face in the respondents' homes. The targeted number of actual interviews in most countries is 2,000. Achieved response rates range from 36.9% in Luxembourg to 56.9% in Finland, averaging 46.9% overall in the 17 countries where sampling and interviewing is carried out over the telephone. In the 2005 EU ICS, there was a total of some 25,600 respondents across Europe.

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independently of police records. It is similar to most crime surveys of householders with respect to the types of crime it covers (car theft, motor theft, burglary, robbery, assaults, drugs etc.). By collecting social and demographic information on respondents, the EU ICS also allow analysis of how risks of crime vary for different groups within the populations in terms of age, income levels, etc.

The **International Crime Victims Survey (ICVS)** was initiated in 1987 by a group of European criminologists with expertise in national crime surveys. The core ICVS questionnaire was drafted and piloted in several countries building on the existing instruments of the national crime victim surveys in the Netherlands, Switzerland and UK.   The first survey was then undertaken in 1989 covering 14 industrialised countries. The ICVS project was started because there was a need for reliable crime statistics that could be used for international comparisons. Statistics on police-recorded crimes cannot be used for this purpose because the legal definitions of the crimes differ across countries.

A large portion of the data comes from the EU ICS. After the first round in 1989 the surveys were repeated in 1992, 1996, and 2000 and 2004/2005. The ICVS 2004/2005 was coordinated by the United Nations Interregional Criminal Justice Research Institute (UNICRI) and the United Nations Office on Drugs and Crime (UNODC). The fifth round of the project broke down in two parts – surveys conducted in EU Member States and the surveys done outside the EU. Over a time span of fifteen years more than 300,000 people have been interviewed for the ICVS about their experiences with victimisation and related subjects in 78 different countries.[18]

The **European Institute for Crime Prevention and Control**, affiliated to the United Nations (HEUNI) is the European link in the network of institutes operating within the framework of the United Nations Crime Prevention and Criminal Justice Programme. HEUNI was established in 2001 through an Agreement between the United Nations and the Government of Finland

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[18] The ICVS (and EU ICS) cover ten conventional crimes including vehicle related crimes, burglary, theft of personal property and contact crimes (robbery, sexual offences and assault & threat). In most countries, questions have been added on experiences with street level corruption, consumer fraud (including internet-based fraud and credit card theft) and drug-related crimes. Trends over time can be studied in a broad selection of countries with the latest ICVS publication providing data from 30 countries. Full standardization of all design aspects has proved to be impossible, especially with respect to surveys in developing countries. Also, since the samples interviewed have been relatively small (2,000 in most countries and 800 in most cities), all estimates are subject to sampling error. Last but not least, the ICVS does not cover the same issues in all countries. For example, in the latest ICVS, questions relating to drug-related crime were only covered in the EU ICS and in the USA and Australia.

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The primary objective of HEUNI is to promote the international exchange of information on crime prevention and control among the different European countries. Its main activities include the organization of meetings, the conduct of research and the provision of technical assistance to Governments on request. The topics covered by the institute at the moment focus on organized crime, violence against women, trafficking in human beings, analysis of the UN surveys on crime trends and operations of criminal justice systems, corrections and publications of profiles of European criminal justice systems.

At an international level, the **International Centre for the Prevention of Crime** (ICPC) is also active in the field of comparative research on crime prevention themes. In 2008, the ICPC published its first 'International Report on Crime Prevention and Community Safety'.

This 264-page report is divided into two main sections – a thematic analysis of the major problems related to community safety and a transverse analysis of the prevention response mechanisms that have been developed. It is described as being intended for decision-makers from different jurisdictions, as well as non-governmental organisations actively involved in the prevention and reduction of crime. The report is based primarily on a review of literature on crime prevention and consultations with international experts, ICPC Members States and other partners. ICPC plans to produce a regular review of emerging trends in crime every two years, as well as an inventory of responses and practices. The report is accompanied by a separate document 'International Compendium of Crime Prevention Practices' providing concrete examples of good practices from different countries around the world.

3.4 Facilitating Cooperation and Networking

Article 3.2(a) of the 2001 Council Decision requires the EUCPN to:

> 'Facilitate cooperation, contacts and exchanges of information and experience between Member States and between national organisations, as well as between Member States and the Commission, other constituent entities of the Council and other groups of experts and networks specializing in crime prevention matters'.

As noted earlier, Article 3.2(d) of the 2001 Council Decision also calls on the EUCPN to 'organise conferences, seminars, meetings and other activities designed to promote consideration of these specific matters', and to disseminate the results thereof' while Article 3.2 (e) says that it should 'organise activities that stimulate and improve the exchange of experience and good practices'. Taken together, these three articles define the EUCPN networking function.

3.4.1 Promotion of Networking

At a European level, the EUCPN has successfully helped to develop and sustain networking between senior officials who are responsible for crime

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prevention policies in their countries. As noted in the 2004 evaluation, just bringing the relevant authorities together from different countries for the first time has been important. Cooperation has been enhanced through the EUCPN-supported projects and other initiatives that have been carried out jointly by the authorities from different Member States. International networking between actors in the crime prevention field was not of course first introduced by the EUCPN. Before it was set up there was cooperation at a regional level as well as through the Council of Europe and UN bodies. However, the EUCPN has further intensified networking at an EU level and given it a more clearly defined focus.

Apart from EUCPN Board meetings, the European Crime Prevention Award conferences, the newsletter and the website are the main mechanisms through which ideas and information is shared and disseminated. However, the number of individuals directly involved in activities involving face-to-face contact - which have mainly been carried out at a European level - has been very limited. Moreover, the EUCPN has been less successful in networking and disseminating information beyond stakeholders to wider target groups.

At a national and sub-national level, the extent to which EUCPN information has been disseminated is difficult to assess but probably very limited for reasons explained earlier. Although the 2001 Council Decision focused on the exchange of ideas within the EUCPN, it should arguably be a priority to reach out further than this and to disseminate the information more widely so that the network is extended to embrace those engaged in crime prevention at a national and sub-national level. As also argued earlier, the role of the National Representatives and their partners in disseminating information is critical in this respect and the research evidence suggests that some have been more active than others in extending their networks.

Previously, the EUCPN had several working groups that were established to help promote joint working and an exchange of information on crime prevention themes. Feedback from our research suggests that the decision to disband the working groups is regretted as they were seen as an effective mechanism for exchanging information on crime prevention approaches. The importance of working in smaller groups has become more evident since EU enlargement which has made it more difficult to share information at the Board meetings or other gatherings attended by representatives from all 27 Member States. In Section 5 we suggest ways in which working in small groups to address specific issues and themes might be promoted by the EUCPN.

3.4.2   EUCPN Newsletter and Website

The EUCPN newsletter is a useful source of information on the activities of the Network but it is distributed to a relatively small number of readers. The newsletter was launched in 2005 and was produced on a monthly basis for a while (about six months). It typically consists of a few headline articles (e.g. the autumn

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editions have given quite detailed coverage of the ECPA/Best Practice Conferences) and then 3-4 pages with details of events and news from different countries). The frequency of the newsletter has fallen from six editions in 2005 to three in 2008. It is compiled by the EUCPN Secretary using information provided by National Representatives. Bearing in mind the limited resources available to produce it, the newsletter seems a reasonable quality publication. But it depends on the willingness of National Representatives to provide information and this has not always been forthcoming. The newsletter's distribution is also very limited (currently less than a 100 contacts). Making the newsletter more visible on the EUCPN's website and providing a form to enable people to subscribe might help increase its readership.

The EUCPN's website is the main tool used to share and disseminate information on crime prevention. The on-line library currently contains a total of 51 documents on crime prevention ranging from a report on the costs and benefits of crime prevention to a summary of a seminar held in Wiesbaden in 2007 on the dangers of the internet to children and juveniles. Material has so far been contributed by 10 Member States with Germany, the Netherlands, Portugal, Sweden and the UK being the main contributors. As can be seen from the following analysis, whilst there is a relatively large amount of material on some themes (general crime prevention, domestic violence, prostitution), the opposite is the case in other crime prevention fields (e.g. alcohol-related crime, corruption).

Figure 3.10: Breakdown of EUCPN Website Material by Theme
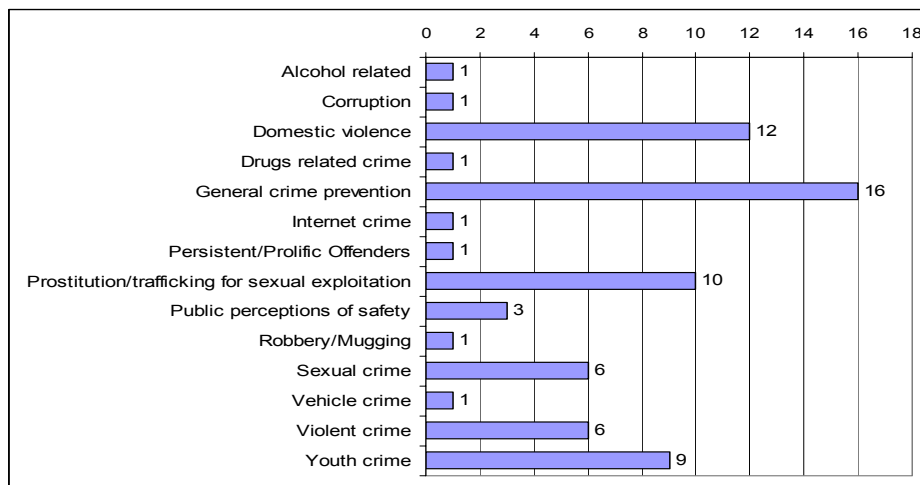
In addition to good practices, the EUCPN's website contains useful information on Member States' crime prevention strategies and policies. As with other part of the EUCPN website, the quantity and quality of information varies. A total of 17 Member States have contributed information but whereas Poland has provided a detailed 23-page description of its national crime prevention strategy, in other cases the description is limited to 2-3 pages or is missing for some

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countries altogether. This partly reflects the fact that not all countries have national crime prevention strategies, let alone a summary in English for the EUCPN's website.

The subjects covered in the more detailed policy summaries are domestic violence, prostitution and trafficking for sexual purposes, public perceptions of safety, and sexual crime. It is not, however, clear why these categories have been selected as they do not relate to the main areas of focus for the EUCPN. Sixteen countries have provided information on one or more of these policy categories:

Table 3.11: Policy Information available on the EUCPN Website

Countries	Domestic violence	Sexual crime	Prostitution/ trafficking	Public views of safety
Austria				●
Belgium				
Bulgaria				
Cyprus				
Czech Rep	●	●	●	
Denmark				●
Estonia	●	●	●	●
Finland	●		●	●
France				
Germany	●	●	●	●
Greece	●		●	
Hungary	●	●	●	
Ireland				
Italy				
Latvia	●		●	
Lithuania	●	●	●	●
Luxembourg	●			
Malta				
Netherlands	●	●	●	●
Poland	●	●	●	
Portugal				
Romania				
Slovakia	●		●	
Slovenia			●	
Spain				
Sweden				
UK	●	●	●	●
Total	**13**	**8**	**13**	**8**

Only Estonia, the Netherlands, Germany and the UK have so far provided information in all four categories. It should be noted, however, that in addition to the fact that some countries do not yet have national strategies or policies on crime

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prevention, in some cases the policies may not reflect the particular categorisations system used by the EUCPN for its website. The need for material to be in English is also a constraint on contributions. Overall, it is clearly important for the EUCPN to be able to accommodate information from countries with differing crime prevention approaches without an implicit preference for particular types of strategies.

Visits to the EUCPN website have grown steadily since it began monitoring usage levels in late 2006. The trend since then is shown in the diagramme below (it should be noted that the user statistics are usually produced for Board meetings and there can be some variation in the period between the measurement dtates).

Figure 3.11: Visits to the EUCPN Website (Sept 2006 to June 2008)
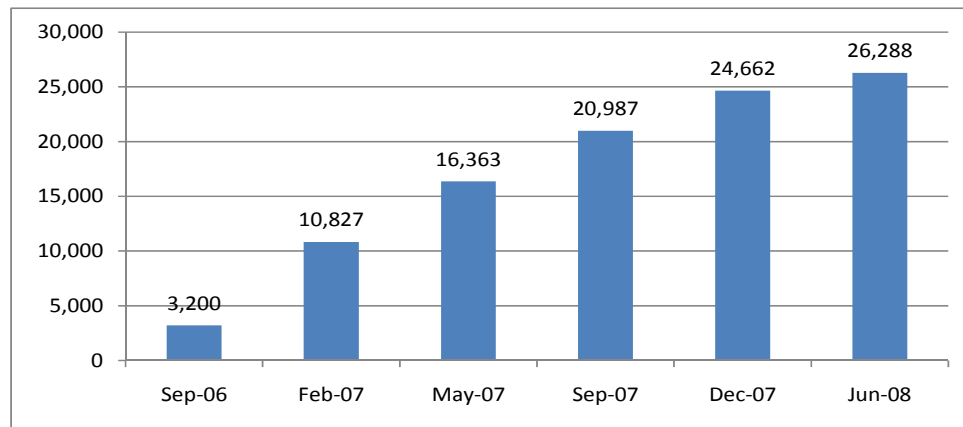
Source: Analysis of EUCPN website reports.

In the latest available website management report (June 2008), the three most visited pages on the EUCPN site were (in order): the ECPA, diary of events and good practice documents. The position of the top two ranked pages had remained more or less unchanged since the previous report. The most downloaded documents (again in order) were: 'a Review of Good Practices in Preventing the Various Types of Violence in the EU, a 'Review of Good Practices in Preventing Juvenile Crime', and 'Crime Prevention Strategy: Cutting Crime – UK'.

Overall, the research suggests that the EUCPN is seen as playing a generally positive, albeit limited role in promoting an exchange of experience and ideas in the field of crime prevention. An analysis of the survey feedback is provided below.

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Figure 3.12: EUCPN Role in Promoting Networking and an Understanding of Crime Prevention Methods/Strategies (%)
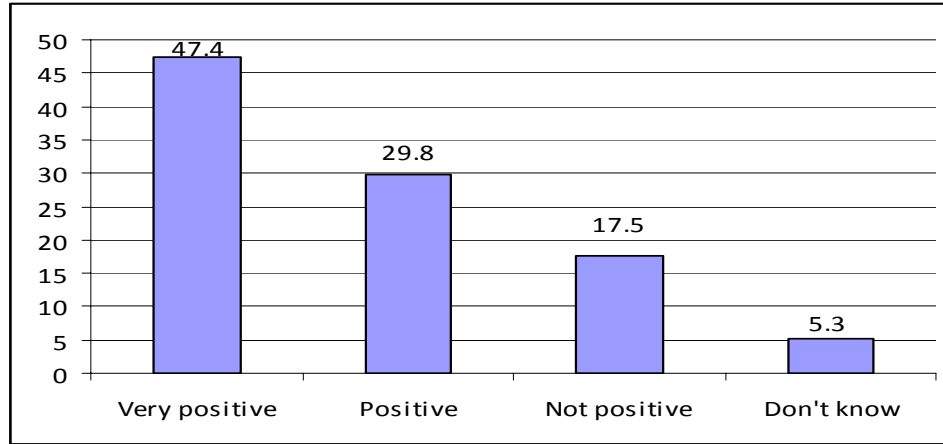
Source: general survey. The 'very positive' category combines two responses options 'agree completely' and 'agree partially' to the statement: 'The EUCPN has been effective in promoting networking and my understanding of crime prevention methods/strategies in other Member States'. The category 'positive' corresponds with the response option 'neither agree nor disagree' and 'not positive' combines 'disagree partially' and 'disagree'. Some 60% of respondents did not answer this question.

An indication of the relative importance of different EUCPN-supported activities to stakeholders and target groups can be obtained from the following survey feedback.

Figure 3.13: How useful EUCPN activities have been to your organisation (%)
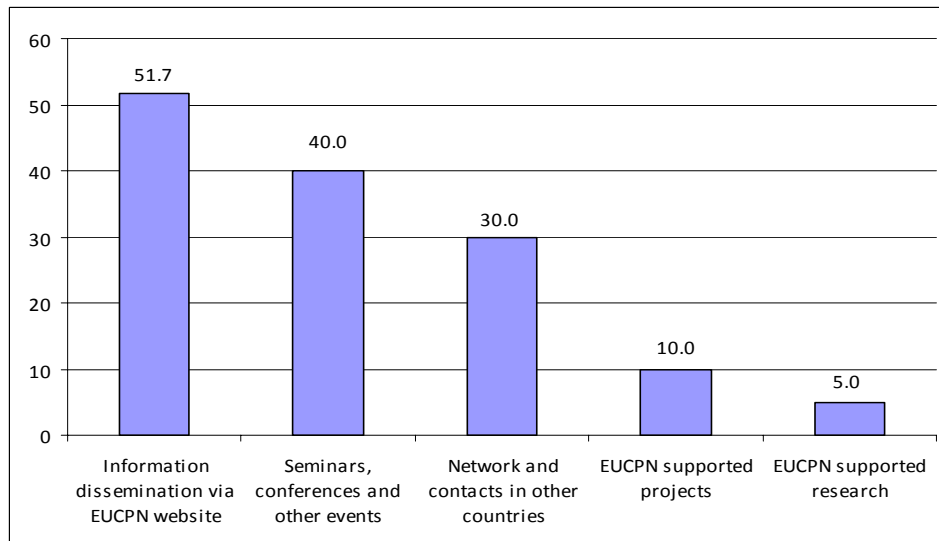
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Source: general survey. The analysis is based on combining the survey data for the response options 'very useful' and 'quite useful' for each EUCPN activity. It should be noted that over 50% of those responding to the target group survey did not answer this question.

As part of the survey work, National Representatives were asked a similar question ('Please rate the effectiveness of different activities undertaken by the EUCPN in promoting European cooperation on crime prevention'). As can be seen from the table below, there are broadly similar views to those of the target groups on the relative importance of different activities.

Table 3.12: Comparison – Views of National Representatives and target groups on usefulness of different activities

EUCPN activities	National Reps		Target Groups	
	No	%	No	%
Information from EUCPN website	20	74.1	31	51.7
Seminars, conferences and other events	21	77.8	24	40.0
Network and contacts in other countries	20	74.1	18	30.0
EUCPN supported projects	11	40.7	6	10.0
EUCPN supported research	5	18.5	3	5.0

Overall, the EUCPN's website is seen as a particularly important tool for reaching target groups and communicating information on crime prevention to them. Just over half (52%) of the target group respondents indicated that this was the most useful aspect of the EUCPN (the role of the website and newsletter is examined below). A relatively high proportion of the respondents also rated seminars, conferences and events as having been important to them. In contrast, EUCPN-supported projects and its research were far less highly rated. However, this is not surprising because most of the EUCPN's research and projects support other activities rather than being outputs in their own right.

The lack of translation and interpretation facilities has been a constraint on wider networking and the dissemination of information. Thus, it has been difficult for some National Representatives to provide information for wider dissemination via the EUCPN because of the requirement to produce this information in English. Moreover, once information is made available, its usability in different EU Member States is then limited by the fact that it is only available in one language. Also, the fact that discussions at EUCPN meetings are carried out in English at also makes it more difficult for some participants to contribute to the proceedings. As the experience of other European agencies and networks shows, there are considerable costs involved in translating materials into different EU languages and the EUCPN clearly does not have the financial resources needed to do this. However, it could encourage national authorities that want material in their own language to have it translated at their cost.

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3.5   Contributing to Strategies on Crime Prevention

Article 3.1 of the 2001 Council Decision requires the EUCPN to:

> 'Contribute to developing the various aspects of crime prevention at Union level and support crime prevention activities at local and national level. Although covering all types of criminality, the Network shall pay particular attention to the fields of juvenile, urban and drug-related crime.

The EUCPN has had very limited resources to deploy in directly helping to developing crime prevention strategies in Member States, whether at a national or regional level. The EUCPN's main role lies in promoting networking and the dissemination of information at a European level and this has undoubtedly been useful in the development national strategies. Indeed, this is widely seen as one of the main benefits of the EUCPN.

Figure 3.14: Contribution of the EUCPN to the promotion of crime prevention at a national and European level? (%)
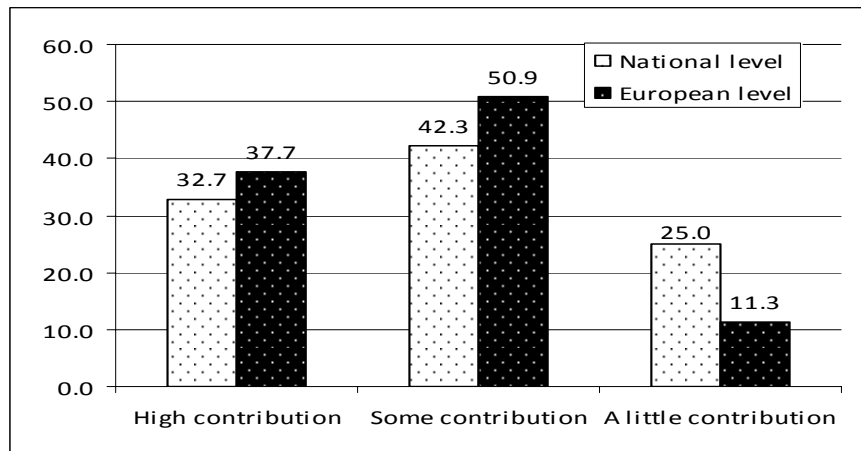
Source: general survey (see Table 7 in Appendix B). A five-point scale was used. The 'high contribution' category in the chart combines 'very high and 'fairly high; and 'a little contribution' combines the response options 'little contribution and 'no contribution at all'. Around 60% of the survey respondents did not answer questions relating to the contribution of the EUCPN to promotion of crime prevention at a national and European level.

On this question (as with many others) it is helpful to compare the feedback from the EUCPN target groups with the views of National Representatives. As can be seen from the following table, there is a considerable difference in views.

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Table 3.13: Views of target groups and National Representatives on contribution of the EUCPN to the promotion of crime prevention

EUCPN impact	National level				European level			
	National Reps		Target Groups		National Reps		Target Groups	
	No	%	No	%	No	%	No	%
Very positive	8	29.6	17	32.7	13	48.1	20	37.7
Positive	10	37.0	22	42.3	6	22.2	27	51.0
Not positive	9	33.3	13	25.0	8	29.6	6	11.3
Total	**27**	**100.0**	**52**	**100.0**	**27**	**100.0**	**53**	**100.0**

Overall, the National Representatives have more positive views than the target groups about the EUCPN's impacts with 29% suggesting that the effect at a national level has been 'very positive' (compared with 19% in the case of the target groups) and 48% saying this in relation to the European level (compared with 35%). However, that said, National Representatives seem to have more divided opinions with a relatively high proportion arguing the opposite ('not positive') compared with the target groups in relation to impacts at a national and European level.

Examples of Feedback on EUCPN Impacts on National Strategies

- "The EUCPN has been an inspiration for the work of our national Crime Prevention Council."

- "The EUCPN has helped to increase the prestige of crime prevention within the Police. It used to be significantly neglected when compared with criminal investigations activities. Overall, the tendency is to underestimate crime prevention in favour of repressive measures."

- "The main impact has been network itself and contacts we have got. The work in my unit has become more "European"".

- "The EUCPN has played a part in identifying policy needs in the area of crime prevention. The network has proved effective in establishing contacts in the member countries."

- "The impact of EUCPN in my country is not as significant as expected due to the fact that there is no specific domestic framework structure, at the governmental level, in the field of crime prevention. The success of EUCPN depends, to a large extent, on the existence of a national governmental body, managing a specific budget to implement a national strategy and managing a national network for general crime prevention."

- "The impact of the Network to my country is quite limited because from one hand crime prevention is considered as priority in political level but from other hand in reality no actual resources are provided to put crime prevention into practice."


Source: Survey of National Representatives

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The extent to which EUCPN-supported networking and information sharing at a European level has filtered down through national administrations to help those engaged in developing regional and local crime prevention strategies is very difficult to ascertain. Some of those we spoke to argued that it was in any case not the EUCPN's role to intervene at this level since Member States are wholly responsible for crime prevention strategies at a national and sub-national level. But according to the survey work and interviews, this is an area where the EUCPN has had the least success, at least compared with other aspects of its remit. As argued in Section 3.1, the lack of 'success' of EUCPN activity in this field could be seen as reflecting its relatively low prioritisation compared with other strategic goals.

Figure 3.15: Contribution of EUCPN to crime prevention strategies at a national and local/regional level (%)
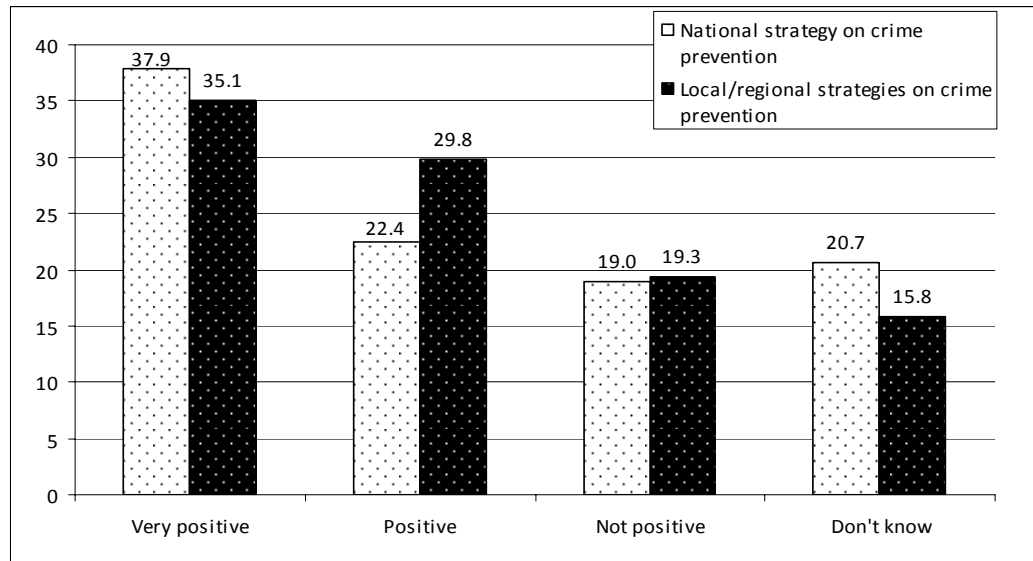
Source: general survey (see Table 6 in Appendix B). It should be noted that a five-point scale was used. The very positive category in the chart combines 'agree completely' and 'agree partially' (with the statement that the EUCPN has had a positive impact); positive corresponds with 'neither agree nor disagree'; and not positive combines the response options 'disagree partially' and 'disagree'. Around 60% of the survey respondents did not answer questions relating to the contribution of the EUCPN to promotion of crime prevention at a national and regional/local level

If anything, the survey feedback suggests that within EU Member States, the EUCPN's impact has been marginally greater on crime prevention at a local/regional local level than on policies at a national level. However, this view was not strongly held and many respondents did not have an opinion at all. The survey findings could reflect the fact that EUCPN activities tend to focus on sharing

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know-how on practical aspects of crime prevention with far less emphasis on the (national) policy level.

There are a number of good examples of how information made available through the EUCPN has contributed to national strategies and activities in the field of crime prevention. Thus, good practice examples disseminated via the EUCPN have been used in the design of programmes for crime prevention in areas such as community policing, approaches to dealing with burglaries and domestic violence (e.g. the 2007 Danish ECPA winning entry has reportedly been replicated in a number of countries). Similarly, EUCPN information has influenced national reports on, for example, internal security, which in turn has been used to inform national approaches to crime prevention (e.g. Portugal). In another case, a German police project which used EUCPN information obtained media coverage and led to increased funding for a particular crime prevention scheme. Likewise, according to interviewees, information on crime trends that is disseminated through the network has sometimes been used to focus attention on new crime problems and ways of combating them. Examples of the feedback obtained are provided below:

Role of the EUCPN at a Local and Regional Level

- "The EUCPN works well as a network of the national authorities. Local and regional institutions can have access to some activities only via national authorities and that varies between countries. Regional level actors are important only in some countries. Local level engagement should be organised via others, e.g. EFUS".

- "Would like to have more meetings with practitioners in crime prevention from other countries (not only once a year during ECPA)."

- "The one clear success is the annual ECPA which raises the profile and encourages local and regional institutions to review their activities and promote their successes, and then engage with practitioners in other countries. It needs to be recognised that EUCPN has little/no resources available so opportunities for conferences/seminars are very limited, but with EC help (especially funding) more could be done."

- "Firstly, Member States should do their homework previously and identify the relevant local and regional institutions, in the different areas of crime prevention, and upload them into the EUCPN website. Secondly, there should be more incentives for the engagement of those institutions in the activities of the Network, like participation in more seminars and concrete common projects funded by the EU ISEC programme and others."

- "It's a question of time. The engagement will come in the future."

Source: survey of National Representatives

It is clear from the research that the EUCPN's contribution to national crime prevention activities varies considerably from one country to another. In some cases, the EUCPN's activities have had no or only a very limited impact because

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strategies are well-developed and have been in place for some time. In some other countries, producing such strategies has not been a priority, at least until recently. There are also cases where the information provided by the EUCPN has simply not reached the appropriate people at the national level, or has not been utilised by them in drawing up approaches.[19] But in many countries, especially the 'newer' EU Member States, the information and contacts available through the EUCPN have played a role in the development of national strategies. This positive impact has not, however, been limited to the 'newer' Member States and there are examples from the 'older' Member States of the EUCPN helping to develop specific aspects of local and national strategies.

3.6   Relationship with EU Institutions and other Networks

Article 3.2 (g) of the 2001 Council Decision states that the EUCPN should:

> 'Provide its expertise to the Council and to the Commission, where necessary and upon request, with a view to assisting them in all matters concerning crime prevention'

The EUCPN is also required to 'report to the Council on its activities each year, through the competent working bodies, and indicate the areas for priority action in its work programme for the following year' (Article 3(2h).

Apart from the EUCPN, there are a number of other organisations that are active in the field of crime prevention at a European and international level. Some of the other organisations are represented on the EUCPN Board (European Monitoring Centre on Drugs and Drugs Addiction and Europol) while others have been invited to participate in EUCPN meetings as observers or have been asked to attend particular meetings to present their organisations.

In this sub-section, we start by examining the relationship between the EUCPN and EU institutions. We then consider the relationship with European agencies and other networks.

3.6.1   Relationship with EU Institutions

As an EU network, there is a close relationship between the EUCPN and the Commission. At an operational level, the Directorate-General for Justice, Freedom and Security has in recent years provided an official to work part-time as the EUCPN's Secretary (this is in line with the 2001 Council Decision. The role of the Secretariat is examined in Section 4). However, following the transfer of the responsibility for providing the secretariat function from the Government of The

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[19] This has depended, to some degree, on the position of the National Representatives in the national hierarchy. Where the National Representatives are more closely involved in national policy-making, it also tends to be more likely that information shared through the EUCPN inform national policies.

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Netherlands to the Commission in 2006, it was hoped that there might be an increased level of Commission support for the EUCPN. This was initially the case but not maintained. In carrying out this study, a number of those consulted have expressed disappointment that despite what was seen as a firm commitment to do so in 2006, this increased support has not materialised. More generally, there uncertainty over the extent of the Commission's commitment to supporting and developing the EUCPN which has caused a lot of frustration amongst some National Representatives.

Within the Commission more generally, the potential of the EUCPN to contribute to EU developments across a range of policy areas has not been fully exploited. Although the scope of the consultations within the Commission for this study was limited to DG JLS and a few of the other Directorate-Generals (see Appendix A), it is clear that the EUCPN should be better known and used. Many other DGs are involved in managing EU interventions that promote crime prevention either directly or indirectly. Thus, as discussed earlier, DG Research has supported the CRIMPREV research project; the European Social Fund is used to tackle social deprivation and exclusion which are root causes of crime, while the European Regional Development Fund is an important source of funding for urban initiatives in the crime prevention field; likewise, DG Education & Culture has a role in schemes that contribute to youth crime prevention. The EUCPN could have a role in promoting networking inside the Commission to help raise awareness of crime prevention as a priority and to encourage mainstreaming across these and other programmes/policies. The EUCPN could also be more closely involved with other Commission initiatives such as the Forum on the Rights of Children and the Forum on Justice.

The EUCPN has not fulfilled the role set out in the 2001 Council Decision to 'provide its expertise to the Council and to the Commission, where necessary and upon request, with a view to assisting them in all matters concerning crime prevention' (Article 3(2g)). The EUCPN is also required to 'report to the Council on its activities each year, through the competent working bodies, and indicate the areas for priority action in its work programme for the following year. The Council shall take note of and endorse the report and forward it to the European Parliament' (Article 3(2h)). This has been done. But another activity where the EUCPN has been asked to make an input, contributing to developments with regard to statistics on crime prevention and security research, has remained unfulfilled.

The EUCPN's organisational set up, particularly the rotating Presidency, makes it difficult to coordinate the type of inputs envisaged in the Council Decision and to ensure that this input is sustained over time and has an impact. Related to this, the lack of a close relationship between the EUCPN and EU working groups is also a complication. From a practical perspective, the impact

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of EUPCN could be significantly enhanced if there was closer cooperation between the EUCPN and other EU working groups, in particular the police cooperation working party, the multi-disciplinary group on organised crime, or the Forum on the Prevention of Organised Crime.

Although the EUCPN has the status of an EU network, it has not been able to obtain EU funding to directly support its operations. One reason for this is that the EUCPN does not have the required legal personality. More fundamentally, however, the lack of financial backing is widely seen as reflecting the fact that crime prevention – at least in relation to 'general' or 'volume' crime – is not a high EU priority or at least has been displaced in respect by more pressing concerns such as the need to combat terrorism. As discussed in Section 4 of the report, there are divided opinions on the question of whether or not the EUCPN needs to have financial resources of its own to successfully develop and pursue its mission; and amongst those who argue that this is necessary, views differ on whether financial support should come mainly from EU sources, Member States or a combination of these and other possible sources.

3.6.2 European Agencies

There are also a number of European agencies whose activities are especially relevant to the EUCPN. There have been contacts from time to time with some of these agencies but the links are not well-developed even where the organisations concerned have observer status on the Board.

European Monitoring Centre for Drugs and Drug Addiction (EMCDDA) monitors a set of harmonised indicators relating to the drugs problem with a view to providing the EU and national authorities with the information needed to develop more effective responses, including interventions that fall within the scope of crime prevention strategies. Because of the relevance to the EUCPN's priorities (and visa versa), the EMCDDA has observer status on the Board.

European Police Office (EUROPOL) is the EU's law enforcement organisation that handles criminal intelligence. Its aim is to 'improve the effectiveness and cooperation between the competent authorities of the Member States in preventing and combating serious international organised crime and terrorism'. This includes several areas of crime that are closely related to the EUCPN's priorities, in particular illicit drug trafficking and the trafficking in human beings. For these and other reasons, EUROPOL also has observer status on the EUCPN Board.

European Police College (CEPOL) - brings together senior police officers across Europe with the aim of encouraging cross-border cooperation in the fight against crime, maintenance of public security and law and order. After functioning for a while as a network of police training colleges, it was established as an EU-supported

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agency in 2005.[20] According to Article 6 of the original Council Decision (2000/820/JHA), CEPOL's remit includes helping to 'develop a European approach to the main problems facing Member States in the fight against crime, crime prevention, and the maintenance of law and order and public security, in particular the cross-border dimensions of those problems.' Several seminars have been organised on crime prevention (one in 2007 and two in 2008).[21] So far, there has been no contact between the EUCPN and CEPOL, notwithstanding the common interest in crime prevention.

EUROSTAT defines its role as being to 'provide the European Union with a high-quality statistical information service'. Together with DG JLS, it is a member of a working group that is helping to implement the 2006 action plan on criminal justice data. This is examining various fields (trafficking, money laundering, police cooperation, criminal justice) and the scope for Member States to develop harmonised data sets based on key indicators. The EUCPN is not contributing directly to the working group but a Research & Validation Committee member does participate in its proceedings.

3.6.3   European Networks

Apart from the EUCPN, there are several other European networks that operate in areas that are closely related to its remit. Here again, the links are generally weak.

The **European Forum for Urban Safety (EFUS)** is a Paris-based network of some 300 local authorities from urban areas and regions across Europe that promotes the exchange information on urban safety and crime reduction policies, and seeks to ensure that local authorities make an input to national and EU policies. It has been operating for around 20 years.

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[20] Council Decision 2005/681/JHA of 20 September 2005. At the October 1999 Tampere European Council it was agreed that a European Police College (CEPOL) should be established to train senior officers of police forces. Established by Council Decision 2000/820/JHA, CEPOL became operational on 1 January 2001. The CEPOL Secretariat was temporarily based in Denmark before being moved to the UK. In addition to the 27 EU Member States, Iceland, Norway and Switzerland are 'Associated Countries' of CEPOL.

[21] Overall, CEPOL runs between 80-100 courses, seminars and conferences each year. The implementation of these and other activities takes place at the national police training colleges of the Member States. Events that have taken place in the past year include a conference on crime control and traffic safety, another on the trafficking of human beings, and a third on the management of diversity in police forces. According to the most recent evaluation report, there were almost 2,000 participants in the seminars and conferences that took place in 2007. Feedback from participants was generally very positive.[21] CEPOL also maintains a quite extensive on-line 'e-library' containing documentation on good practices, scientific publications in the field of police and policing, and other information.

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EFUS was quite closely involved in the discussions that took place under the French Presidency of the EU in 2000 and that led to the 2001 Council Decision and establishment of the EUCPN. Since then, The EFUS Executive Director has occasionally attended EUCPN Board meetings, EFUS is also represented on the ECPA advisory group, and there have been contacts from time to time on specific initiatives. Overall, although there is no formal relationship between the two networks, this has not been a barrier to cooperation. But cooperation has been very limited. Looking ahead, EFUS is potentially a critical player in any attempt to develop the EUCPN's capacity to reach target groups at a local and regional level.

European Forum for Restorative Justice – this aims to 'help establish and develop victim-offender mediation and other restorative justice practices throughout Europe'. It was established in 2000 following a project supported by the EU's Grotius programme, originally as the 'European Forum for Victim-Offender Mediation and Restorative Justice'. Its membership consists of individuals, public authorities, and other national and international organisations. Although some services are designed specifically for members, a lot of the activities are aimed at broader target groups across Europe.

It is argued that some forms of restorative justice can have crime prevention effects (e.g. actions to discourage re-offending) and for this reason the Forum has recently considered a proposal for a project to examine the relationship between the two in more depth. For this reason, there is clearly common ground between the Forum and EUCPN and considerable scope for collaboration. However, until 2008, there was no real contact with the EUCPN at all. In that year, there were some contacts in connection with a conference and a presentation was made by a Forum representative to one of the EUCPN Board meeting.

International Observatory for Juvenile Justice (IOJJ) - was set up in 2006 and although not a purely European network has its headquarters in Brussels. The IOJJ describes its mission as being to 'bring an international and inter-disciplinary vision of juvenile justice in order to create a future for minors and young people all over the world who are in situations of exclusion leading to infringements of the law'.

Although the IOJJ focuses on juveniles, this term does not have an agreed definition and there is common ground with the EUCPN's in targeting young people. Similarly, the IOJJ has a broad interest in juvenile justice whereas the EUCPN is more narrowly focused on crime prevention but again there are overlaps in the subject matter. There was some contact with the EUCPN in 2005 as part of the consultations that led to the establishment of the IOJJ. Since then, there has been further contact from time to time but in a very informal manner (e.g. discussions at conferences).

European Urban Knowledge Network (EUKN) - was established in 2005 following an informal ministerial conference on urban policy. It describes its mission

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as being to "support policy makers and practitioners across Europe in developing effective urban policy and to promote the vitality of Europe's towns and cities". One of its priorities is to promote 'security and crime prevention' in urban areas (this is one of the EUKN's seven 'knowledge themes' and the webpage 'share your knowledge' currently has 41 documents on this subject that were produced between 2004-09). The EUKN is supported by 17 EU Member States, EUROCITIES, the URBACT Programme and the European Commission. Interestingly, although not a full EU network, the EUKN's country coverage includes both 'old' and 'newer' Member States. [22] So far, there have been no contacts with the EUCPN.

Overall, there is considerable common ground between these networks and the EUCPN in terms of their priorities and the scope for mutually beneficial cooperation. From an institutional perspective, the EUCPN is the only EU network as the others reviewed in this section are non-governmental with only partial coverage of EU Member States in some cases. Also, the EUCPN's remit is broader than that of the other networks which in each case have a quite specific focus in terms of subject matter.

That said, there is scope for much closer joint working, e.g. on projects and studies, than has so far taken place. However, so far there has been very little contact and to the extent that this has occurred, it has tended to be limited to making presentations at EUCPN Board meetings, informal contact at conferences, etc. One important explanation for this is that the EUCPN's Secretariat does not have the resources needed to develop and maintain relationships with other networks. Similarly, with a rotating Presidency, contacts are difficult to maintain. These considerations also apply to the relationship with European and international agencies.

3.6.4   International Dimension

Article 3.2(f) of the 2001 Council Decision states that the EUCPN should:

> 'Develop cooperation with applicant countries, third countries and international organisations and bodies'.

As the following assessment shows, there are a number of international organisations that are relevant to the EUCPN's activities. We did not identify any examples of cooperation with applicant countries or third countries except insofar as these are involved in the work of international bodies.

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[22] EUKN 'old' Member States are Belgium, Germany, Denmark, Spain, Finland, France, Greece, Italy, Luxembourg, Netherlands, Portugal, Sweden and the UK; the 'newer' Member States are Cyprus, Hungary, Poland and Romania. The EUKN Secretariat is based in the Nicis Institute in The Hague. The network is managed by the Dutch Ministry of Interior.

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Council of Europe – has amongst its aims cooperation to protect citizens from crime. The 2001 Council Decision setting up the EUCPN specifically mentioned the need to build on the work done by the Council of Europe, in particular by the Committee of Experts on Partnership in Crime Prevention (PC-PA Committee) which was set up in 1999. At the same time, in view of the EUCPN's establishment, the Council of Europe deferred a decision on the setting up of a European Observatory which had been under consideration. Over the years, the PC-PA Committee has coordinated a number of initiatives in the crime prevention field (conferences, a manual on local authorities and urban crime prevention, partnership development, comparative studies, etc). It reports to the Council's European Committee on Crime Problems (CDPC). There have been no contacts with the EUCPN although the Council of Europe has links of course with the Commission.

United Nations Office on Drugs and Crime (UNODC) - within the UN system, several bodies work on crime prevention. The most relevant of these is the UNODC which has a role in crime prevention, criminal justice and criminal law reform. The UN Commission on Crime Prevention and Criminal Justice (CCPCJ), which is hosted by the UNODC, is responsible for a global strategy to prevent crime and to support the development of criminal justice systems. The Commission formulates international policies and recommends activities in the field of crime control.

In 1990 the UN adopted a set of standards and norms in the field of criminal justice.[23] So far two standards have been adopted, one on urban safety and the other on technical assistance. In addition to promoting these standards, an effort is being made to mainstream crime prevention in UN activities and programmes generally in the criminal justice field. More recently, in 2002, the UN Guidelines for the Prevention of Crime were adopted. The priority is to now operationalise these guidelines, a task that is being coordinated by an expert group that includes representatives from several EU Member States.[24] Various initiatives are underway.[25]

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[23] These standards and norms are classified as 'soft' law because they have not been ratified by the UN General Assembly.

[24] The Technical Consultative Expert Group met in Berlin in July 2008 to discuss recommendations on implementing the UN Crime Prevention Guidelines. Two initiatives were discussed – preparation of a crime prevention assessment tool to help identify technical assistance needs, and a manual on how to implement the UN guidelines. The meeting was hosted by the German Federal Ministry of Justice and although there were participants from several EU Member States (Germany and Finland), the UNODC and the ICPC, the EUCPN was not represented.

[25] Thus in January 2009, the UNODC launched the 'Handbook on Planning and Action for Crime Prevention in Southern Africa and the Caribbean Regions' as part of its Criminal Justice Handbook series[25]. Drawing on experience from 40 crime prevention programmes, the handbook is the culmination of a project that started in 2004. The principal aim of the handbook is to serve as a reference tool to policymakers and practitioners engaged in

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The UNODC Crime Programme cooperates with a network of international and regional institutions, and the United Nations Crime Prevention and Criminal Justice Programme Institutes Network (PNI). The PNI, which promotes the exchange of information, research, training and public education, has 16 members of which five operate within the EU including the European Institute for Crime Prevention and Control (HEUNI) which is also a member of the EUCPN network. There are close links with the European Commission (as a donor organisation) and with several EU Member States (e.g. Germany and Sweden which are especially active in the UN Commission and in various projects in developing countries). However, there has been no direct contact between the UNDOC and the EUCPN.

Scope for collaboration nevertheless exists. From an UNDOC point of view, there is a strong interest in making European know-how in the crime prevention available to developing countries and this is of course relevant to the EU's external aid goals. In July 2008 the UNDOC held a meeting in Berlin to discuss crime prevention and although several EU Member State organisations participated, the EUCPN itself was not represented.[26] From an EU perspective, there is an interest in collaboration with the UN across areas such as anti-trafficking, migration, money laundering and drugs, all of which have aspects that are external to Europe but which are also relevant to crime prevention within the EU.

The work of the **International Centre for the Prevention of Crime (ICPC)** is also highly relevant to the EUCPN (and vice-versa). The ICPC, which was established in 1994 and is based in Montreal, is a network that seeks to promote a better understanding of crime prevention practices at an international level. Its work involves a number of activities: promoting the implementation of best practices and tools enhancing community safety; facilitating international exchanges between countries and cities, the justice system and civil society associations; providing access to awareness of, and access to an international knowledge base on crime prevention; and providing technical assistance and facilitate expert interaction. The ICPC has some 40 members including other international agencies and networks (e.g. EFUS, UNODC), national crime prevention councils (including those from Australia, Germany, and the USA), academic institutions, local authorities and police representatives.

The ICPC had originally hoped to have a place on the EUCPN Board but this was not permitted on the grounds that it is not a governmental body. It has, however, participated in a number of EUCPN Board meetings (most recently those in Lisbon

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actions to reduce the burden of crime on the poor, especially in Southern Africa and the Caribbean, and thereby improve the quality of life and mitigate poverty.

[26] It has also been suggested that the EUCPN could join the panel that is responsible for the International Crime Prevention Award scheme.

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and Paris, 2008). There is clearly considerable scope for developing joint working beyond these very limited contacts.[27]

As things stand, cooperation with other European and international organisations has mainly involved them making an input to the EUCPN's activities, rather than visa-versa. Thus, while other organisations have frequently presented their activities at EUCPN Board meetings, the EUCPN is less often represented in a similar way elsewhere. While some efforts have been made to increase cooperation, the possibilities are limited because that the EUCPN does not have the resources needed to represent the network or to help initiate and coordinate joint activities.

Beyond the question of joint working, there is much to be learnt from the experience of other European networks and agencies that is relevant to the EUCPN's development. In the final section of this report we identify a range of theoretical options for the EUCPN's development. Some of these could involve introducing similar arrangements to those for other networks reviewed in this section.

Thus, the European Judicial Network is an interesting precedent for a network that was originally free-standing now being hosted by an EU agency (seemingly without losing its identity and operational autonomy); CEPOL's development is also of interest from the point of view of this evaluation because it provides an example of an entity that started as a network but was then transformed into a fully-fledged agency (rather than simply being hosted by one); while the European Forum for Restorative Justice, EFUS and EUKN demonstrate ways of organising non-governmental networks (Section 4 examines what can be learnt in this respect - funding, organising the secretariat function, etc).

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[27] Suggestions made to us include collaboration in organizing best practice conferences and other events, joint working to develop tools (e.g. crime prevention diagnostic for crime prevention audits by local authorities), external cooperation programmes with third countries, setting up expert groups, joint research projects.

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3.7   Summary – EUCPN Strategy and Performance

Positive	Less positive
Overall • The EUCPN's remit as defined in the Council Decision is widely seen as still being appropriate. • Feedback from the EUCPN's key stakeholders and target groups broadly supports the focus on the various forms of 'volume' crime.	• Overall the EUCPN is seen as under-performing against its various goals. • But the EUCPN's mission was defined in the 2001 Council Decision in a way that makes it difficult to reach precise conclusions on the attainment or otherwise of objectives.
Collecting and disseminating information and good practices	
• Over the years, the EUCPN has collected and disseminated large amount of useful information on crime prevention activities. • The ECPA conference attracts a lot of interest and is a 'flagship' event. • Overall, the EUCPN is seen as having played a positive role in identifying and disseminating good practices. Some three-quarters (84%) of respondents to the survey considered that the EUCPN had played either a 'very positive' or 'positive' role in this respect.	• The number of good practice examples varies considerably across the various categories of crime with some areas (e.g. burglary and the trafficking of human beings) far less well covered. • There is a very uneven contribution form different countries. Overall, the quantity of material being made available has reduced in recent years. • The EUCPN does not have the resources to carry out a full evaluation of good practice material.
Projects and research in the crime prevention field	
• A total of 17 projects received approval under the current programme. The projects that have gone ahead have generally achieved their aims but these aims have been rather limited, • The EUCPN has focused mainly on the collection and validation of existing material (e.g. on good practices) rather on new research or analysing data.	• Relatively few countries have been actively involved in the EUCPN projects. Whilst useful, project outcomes have been rather limited in their contribution to EUCPN goals. • The EUCPN's capacity to undertake research and analyses is very limited because it simply does not have the required financial and human resources.
Facilitating cooperation and networking	
• At a European level, the EUCPN has successfully helped to develop networking between senior officials responsible for crime prevention	• The number of people directly involved in EUCPN-supported networking activities has been very limited and it has not bee particularly

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policies in their countries. • Visits to the EUCPN website have grown steadily since it began monitoring usage levels in late 2006 • Overall, the EUCPN is seen as playing a positive, albeit limited role in promoting an exchange of experience in the field of crime prevention.	successful in networking and disseminating information beyond key stakeholders to wider target groups • The EUCPN newsletter is a useful source of information on the activities of the Network but it is distributed to a relatively small number of readers.
Contribute to developing local and national strategies on crime prevention	
• The EUCPN's main role lies in promoting networking and the dissemination of information at a European level and this has undoubtedly been useful in the development national strategies. • There are a number of good examples of how information made available through the EUCPN has contributed to national strategies and activities in the field of crime prevention.	• The EUCPN has had very limited resources to deploy in directly helping to developing crime prevention strategies in Member States, whether at a national or regional level. • The extent to which EUCPN-supported networking and information sharing at an EU level has filtered down to those engaged in developing regional and local crime prevention strategies is very difficult to ascertain.
Relationship with EU institutions and other networks	
• There is a close link with DG JLS, partly resulting from the provision of the Secretariat. • There is considerable common ground between the EUCPN and other European networks in terms of their priorities and the scope for mutually beneficial cooperation. • Contacts have been developed, albeit on an informal and only periodic basis.	• Within the Commission more generally, the potential of the EUCPN to contribute to EU developments across a range of policy areas has not been fully exploited. • The EUCPN has not fulfilled the role to 'provide its expertise to the Council and to the Commission, where necessary and upon request, with a view to assisting them in all matters concerning crime prevention.'

Review of EUCPN Organisation

This section examines how well the EUCPN's organisational structure has performed as a delivery mechanism for the mission set out in the 2001 Council Decision.

4.1   Overview of EUCPN Structure

The 2001 Council Decision (in particular Articles 1, 2, 4 and 5) set out how the EUCPN should be organised. Key elements of the EUCPN's original set up were described earlier in Section 2. Following the 2004 evaluation, a working group was set up to help implement a number of changes which were subsequently introduced in 2005. The core elements of the EUCPN structure now consists of a Board of National Representatives supported by a Secretariat, and a website management team and two Standing Committees (the Programme Committee and the Research and Validation Committee). An overview of the EUCPN current structure is provided below:

Figure 4.1: Current EUCPN Structure (2008)
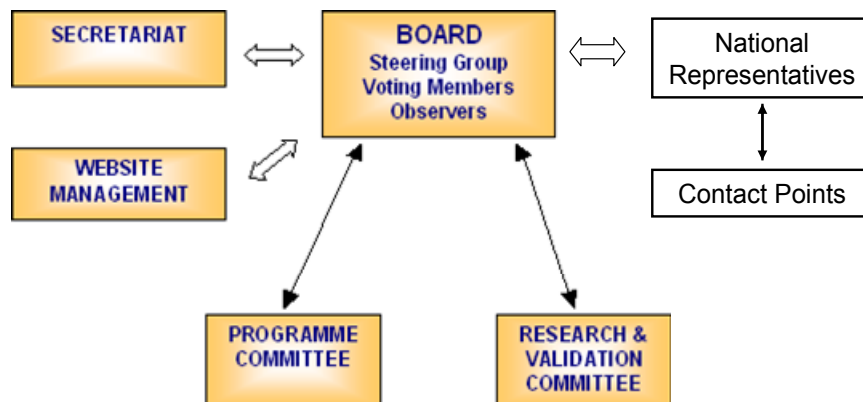
Source: EUCPN Website. The diagramme has been amended to include National Representatives and Contact Points.

The **EUCPN Board** has voting members and non-voting observers (the EMCDDA and EUROPOL). The **Steering Group**, which is responsible for developing the EUCPN's strategy for consideration by the Board, comprises a 'Quartet' of Presidencies (previous, current, incoming and incoming plus one) and is chaired by the representative of the current Presidency.

The **Secretariat** performs a number of functions which include support to the Board Chairperson in preparing meetings (agenda, meeting papers, minutes, etc); editing the EUCPN newsletter; and co-ordinating activity between the Board,

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Steering Group and the two standing committees. Under the 2001 Council Decision, the Commission is responsible for providing the Secretariat. The UK Home Office currently provides the EUCPN **website management**.

Although not foreseen in the 2001 Council Decision, two standing committees were established in 2005. The first, the **Programme Committee**, is responsible for the preparation of the draft Work Programme for consideration and approval by the Board, and thereafter for the effective delivery of the Programme. The **Research and Validation Committee** is responsible for identifying and advising the Board on relevant crime prevention research activities and crime trend issues, to help inform the strategic direction of the EUCPN.

4.2   Role of the EUCPN Board

The 2001 Council Decision defined the role of the EUCPN's National Representatives in quite modest terms. Thus, Article 1 simply states that: 'Network national representatives and a Secretariat shall ensure the proper functioning of the Network in accordance with this Decision'. Article 5(4) then goes on to elaborate:

> 'The national representatives shall decide on the Network's annual programme including a financial plan. They shall, in particular, determine: the priority fields to be examined; the main specific actions to be carried out (seminars and conferences, studies and research, training programmes …); and the structure of the web site'.

The 2001 Council Decision seemed to assume that there is a body external to the Board that would be responsible for implementing the EUCPN's work programme. In fact, Board members have more often than not led in implementing the activities. While it is generally seen as positive that the Board members actively contribute in this way to the EUCPN's activities, many National Representatives have not done so, either because they do not have enough time and/or do not have the necessary resources at their disposal.

A criticism made by some National Representatives we spoke to is that EUCPN Board meetings have tended to focus too much on internal organisational issues. Whilst the Board should obviously discuss such issues from time to time, the impression we have gained from the research is that this has tended to crowd out consideration of more substantive questions relating to the EUCPN's mission, e.g. sharing ideas on crime prevention priorities. With a stronger Steering Group and Secretariat, as well as less frequent rotation of the Presidency, more preparatory work could be carried out in advance of the Board meetings, making these sessions more effective in dealing with substantive matters. In addition, many have suggested that more time should be allowed for discussions to take place in smaller groups and on particular themes (similarly to the way that the working groups operated before the 2005 restructuring).

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The fact that the EUCPN Board has representatives with very varied backgrounds and roles in the crime prevention field makes it more difficult to focus proceedings on more strategic issues. An analysis of the current Board membership indicates that 14 of the 27 representatives are officials from Ministries of the Interior, Justice or other governmental institutions. A further nine represent police authorities and four other institutions (crime prevention councils and universities).

Table 4.1: Types of Institutions Represented on EUCPN Board

Institution	Board Member	Substitute	Total
Ministry of Interior	5	4	9
Police	9	7	16
Ministry of Justice	5	5	10
Other governmental body	4	1	5
Crime Prevention Council	3	3	6
Academic	1	2	3
Total	**27**	**22**	**49**

Source: analysis of EUCPN information. Notes: (1) Police - representatives of the police are sometimes from the Ministries of Interior; (2) 'Other governmental body' are inter-ministerial crime prevention bodies or security institutions (e.g. the Finnish Crime Prevention Council is which situated in the Ministry of Justice).

In many countries (e.g. Sweden, Portugal, Germany, Estonia) the National Representatives and the Substitutes represent different organisations – typically the Ministry of Interior and Justice. This has the advantage of helping to ensure that EUCPN information is disseminated as widely as possible. In other countries (e.g. Finland, Slovenia, UK), both the National Representative and the Substitute come from the same institutions which, in turn, can be helpful in coordinating national approaches.

Where National Representatives come from the national administrations, there are also differences between their roles in different countries – some have more of a policymaking role while others focus on policy implementation. EUCPN Board membership of course reflects national crime prevention structures and responsibilities but the varying backgrounds and interests of its members is a constraint on its ability to focus discussion on more strategic crime prevention issues. However, feedback from the National Representatives themselves indicates that an overwhelming majority consider that the current composition of the EUCPN Board is appropriate. Below is a summary of the survey feedback.

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Figure 4.2: Is the current composition of the Board appropriate? (%)
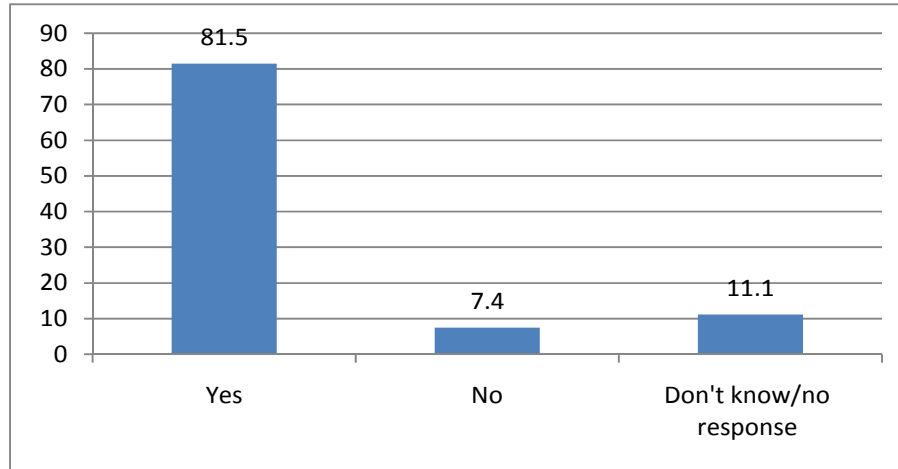
Source: survey of National Representatives. Analysis based on 27 responses.

In the survey feedback, one National Representative noted that in their experience: "the current composition of the Board fulfils the requirements of providing a network of contact points: all the requests we have made through any of the National Representatives have been fulfilled".

Another argued that: "Members of the Board are national representatives who can make decisions on behalf of their country. What is important is the agenda of the board meetings". But some feedback was less favourable: "There should be consensus on the role of the Board members so that all delegates are from the same level in every country. It is difficult discussing things if some represent the government, some the universities and some the national police force".

Rotation of the Board Chair (to coincide with EU Presidencies) and the fact that the venue for meetings also follows this procedure has some advantages but these are outweighed by the drawbacks. The question of the rotating EUCPN Presidency is discussed in Section 4.3. The fact that Board meetings have venues that rotate in line with the Presidency can be an unwelcome extra workload on the national authorities concerned and is a relatively inefficient way of operating. Although the location does not have to be Brussels, if this was chosen as a fixed venue for Board meetings, it would probably enable the Commission's meeting facilities and interpretation services to be used. This, in turn, might make it easier for some National Representatives to actively contribute to Board and other meetings.

Practices amongst other networks vary but some examples are summarised below.

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Examples - Procedures and Venues for Meetings
• Article 7 of the Council's Joint Action of July 1998 for the **European Justice Forum** states that: 'Meetings shall in principle be held on the premises of the Council in Brussels'. Contact points can have meetings elsewhere 'in the context of international judicial cooperation or of combating certain forms of serious crime'.
• The Governing Board of the **EMCDDA** meets at least once a year and consists of a representative from each Member State, European Commission and Parliament, and two independent experts Article 9.2 of the 'recast' Regulation (2006) states that 'The Chairperson and Vice-Chairperson of the Management Board shall be elected from amongst and by its members for a three-year period. Their terms of office shall be renewable once'. The Board is supported by an Executive Committee.
• The Board of the **European Forum for Restorative Justice** meets twice a year in Leuven where the Secretariat is based. The constitution states that the Board should consist of between 7 and 15 members from at least six countries. Every two years, one third of the Board retires by rotation. It is supported by an executive committee consisting of the chair, the vice-chair, the secretary and the treasurer. General meetings take place once a year at different locations.
• In the case of the **European Judicial Network**, the Council Decision (2008/976/JHA of 16 December 2008) stipulates that there should be at least three meetings a year of contact points. 'Once a year, the meeting may be held on the premises of the Council in Brussels or on the premises of Eurojust in The Hague … other meetings may be held in the Member States.'

4.3   EUCPN Network of Contact Points

In addition to the National Representatives, the 2001 Council Decision provided for a network of Contact Points. However, this aspect of the network has never been fully developed. The Council Decision did not define their role in precise terms but indicated that:

> 'Researchers or academics specialising in this field, as well as other actors in crime prevention, may be designated as Contact Points. In all instances Member States should ensure that researchers or academics, as well as other actors in crime prevention, such as non-governmental organisations, local authorities and the private sector, are involved through the appointed Contact Points'.

As the following table shows, at present, there are 31 Contact Points covering the 27 EU Member States. Most countries have one Contact Point but others do not have one at all.

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Table 4.2: EUCPN National Representatives and Contact Points (2008)

Member State	National Reps	Contact Points	Member State	National Reps	Contact Points
Austria	2	1	Italy	2	0
Belgium	1	3	Lithuania	2	2
Bulgaria	2	0	Luxembourg	2	0
Czech Republic	2	1	Latvia	1	0
Cyprus	2	1	Malta	2	0
Germany	2	2	Netherlands	2	1
Denmark	2	3	Poland	2	1
Estonia	2	1	Portugal	2	1
Spain	2	1	Romania	1	0
Finland	2	1	Sweden	2	1
France	2	2	Slovenia	2	1
Greece	2	2	Slovakia	1	0
Hungary	2	1	UK	2	4
Ireland	2	1	**Totals**	**50**	**31**

There are several reasons why the network of Contact Points has not been fully developed. Above all, their role is unclear and in most cases key tasks that they might carry out in relation to networking at a European level are undertaken by National Representatives. But although not originally defined as part of their remit, the Contact Points also have an unfulfilled potential in relation to crime prevention networks at the national level and links with relevant national organisations and bodies. Strong national networks are needed both to support the EUCPN and to provide mechanisms through which information can be collected and disseminated at the national, regional and local levels. It is not clear at all what role, if any, the Contact Points have played in this respect. In many cases Contact Points have not been appointed in the first place.

The experience of other European networks is also helpful in assessing the role of the EUCPN's Contact Points. As the examples below illustrate, in addition to geographical factors, the remit of contact points or their equivalents in other European networks often focuses on thematic specialisms. If the EUCPN were to adopt a more thematic orientation, then the limit in the 2001 Council Decision on the number of Contact Points per country should be reconsidered.[28] The EUCPN might, for example, develop a network across EU27 Member States with contact points in each country for the 19 categories of crime it has adopted as a

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[28] Article 2(2) of the 2001 Council Decision states that 'Each Member State shall designate not more than three contact points'.

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framework for information on good practices in the crime prevention field. This could be linked to a role in coordinating a 'pool of experts'.

Role of Contact Points in European Networks

- **EMCDDA -** coordinates Reitox, a European information network on drugs and drug addiction. This network collects and analyses information on drugs trends and comprises national focal points in each of the EU Member States, Norway, the candidate countries and at the European Commission. Just as the EMCDDA relies on the national focal points as sources of information and expertise, so they in turn rely on their own sub-national networks to help collect statistics.

- **European Migration Network –** the 2008 Council Decision envisages National Contact Points being established in each EU Member State. According to Article 5.2, 'The National Contact Point shall be composed of at least three experts. One of these experts, who shall act as the national coordinator, shall be an official or employee of the entity so designated. The remaining experts may come from either the same entity, or from other national and international public or private organisations based in the Member State'. Some EU financial support for the network is envisaged. According to Article 6.7: The Commission shall award operating grants to the National Contact Points which fulfill the requirements'.

- **European Judicial Network (EJN)** - has contact points in each of the EU27 Member States and the European Commission. National contact points are usually judicial authorities and other competent authorities with specific responsibilities in the field of international judicial co-operation. The network currently consists of almost 400 national contact points across the EU27 Member States. Contact points are "active intermediaries" with the task of facilitating judicial cooperation between Member States to help combat different forms of serious crime. The Council Decision 2008/976/JHA of 1 December 2008 states that 'each Member State shall appoint, among the contact points, a national correspondent for the European Judicial network'

- **European Urban Knowledge Network (EUKN)** - has a network of National Focal Points that are paid for in each case by the respective national authorities from the 16 Member States belonging to the network.

- **CEPOL -** the National Contact Points are the official links between the Member States and CEPOL. All official documents and publications are disseminated to a wider audience in each Member State via the NCPs. A 'National Training Coordinator' is responsible in each country for coordinating training information from CEPOL. A 'National Administrator' is sometimes employed in Member States to support the National Contact Point (NCP).

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4.4   Presidency and Steering Group

The EUCPN's Presidency coincides with that of the EU as a whole and rotates every six months. This has had the effect of reducing the capacity of the Board to provide strategic direction to the Network. Each EUCPN Presidency sets its own objectives for the six-month term and the themes tend to reflect the interests of the country concerned rather than being selected after consultation with colleagues to identify wider European priorities.

The rotating EUCPN Presidency is not helpful from a purely management perspective and in maintaining a focus on strategic priorities. Resources are also taken up in the transfer of know-how from one Presidency to another which again tends to divert attention away from pursuing longer term goals. Against this, having a rotating Presidency does encouraging a more equal engagement by Member States in the EUCPN. National Representatives were asked in the survey and interviews for their views on whether the EUCPN Presidency should continue to rotate.

Figure 4.3: Should the frequency with which the Board chairmanship rotates be changed?
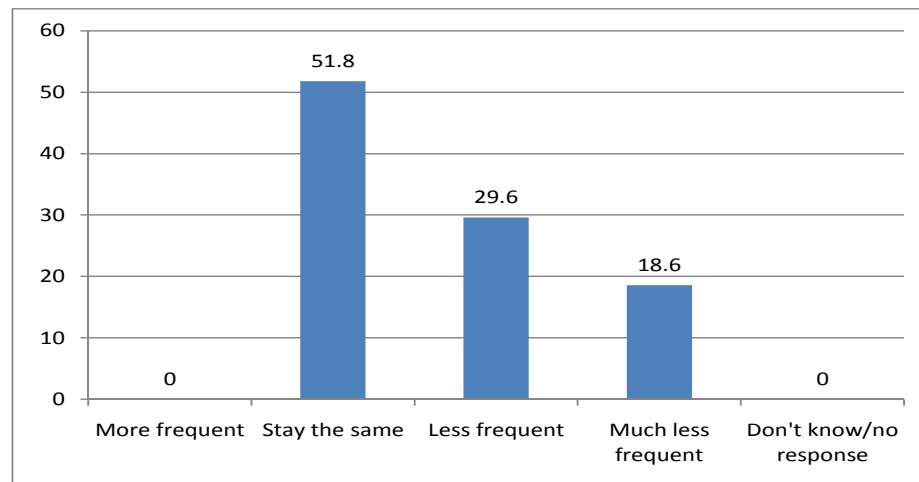
Source: survey of National Representatives

As the table shows, there are rather divided views. There are of course various possible options. For example, one possibility is to extend the Presidency's term (between one and four year terms have been suggested). Another option would be for the Presidency to rotate in a way that follows the Council Presidencies but with the rotation taking place every 18 months with the trio of Presidencies (former, current, future) forming a joint structure. Overall, although there are some benefits to having a rotating Presidency, the evidence suggests that the rotating principle has had an adverse effect on the EUCPN's operations and its capacity to deliver the

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results it has set out to do. Moreover, encouraging broad engagement in the EUCPN can be achieved through mechanisms other than simply having a rotating Presidency.

The EUCPN's Steering Group has played a useful role in supporting the Board and encouraging a more strategic approach to managing the network. The Steering Group consists of 'the Quartet' of Presidencies (previous, current, incoming and incoming plus one) and is chaired by the National Representative from the country holding the current EU Presidency. The Secretariat also has a seat on the Steering Group. It has helped to ensure that there is greater continuity with regard to handovers from one EUCPN Presidency to another. However, ideally the Steering Group should have greater powers to deal with administrative and day-to-day issues facing the EUCPN, thus freeing up the Board's time to discuss matters of substance.

4.5   EUCPN Secretariat

As defined in the Council Decision, the role of the Secretariat is mainly administrative. The 2001 Council Decision defined this role in the following terms:

> 'The Secretariat shall be responsible for drafting the Network's annual programme and the annual report on the Network's activities. It shall carry out everyday Network activities involving collating, analysing and disseminating information in liaison with the national contact points. It shall assist the Network members in devising, formulating and implementing projects. It shall establish and maintain the website of the Network. When performing its functions, the Secretariat shall work closely together with the Network National representatives' (Article 6(7).

The EUCPN Secretariat is a key part of the Network since it provides an element of management continuity - which would otherwise be lacking - as well as resources (albeit very limited) to perform important functions. When the EUCPN was established, consideration was given as to whether the Secretariat should be held by the Commission, the Council or one of the EU Member States. Article 5(5) of the 2001 Council Decision stated that 'the Secretariat for the Network shall be provided by the Commission'.

To begin with, the EUCPN Secretariat was provided by an expert seconded to the Commission from one of the Member States (The Netherlands). This person had a background in the criminal justice field, as did his successor, a Commission official. Having this subject knowledge is widely seen, according to our research, as important if the Secretary is to perform functions that go beyond providing purely administrative support and, instead, get involved in helping to develop the network and its connections with other organisations. Since the national expert secondment came to an end in 2006, the EUCPN Secretariat has been provided by the Commission. However, those acting as EUCPN Secretary have not had subject knowledge although their position in DG JLS has helped to strengthen links with the Commission. Many have suggested that if the resources of the Secretariat were to be increased so that functions beyond the basic administrative activities can be handled, crime prevention expertise would be of great benefit.

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A major constraint on the EUCPN's development is that fact that the Secretariat has always been under-resourced. The working group set up in the early days to advise the Board on the EUCPN's development recommended that the Secretariat should be manned by three persons and provided a detailed job description for the EUCPN Secretary. For a short time in 2006, the Secretariat did have increased resources. However, the resources available have subsequently been reduced to the point where EUCPN duties are now very much a part-time function.

It is helpful to examine the experience of other networks with regard to the secretariat funcrion. Some relevant examples are provided below.

Secretariat Function in Other Networks
• The **European Forum for Urban Safety** (EFUS) has a secretariat consisting of nine staff headed up by an Executive Director. Experts are also used to help manage projects. Secretariat costs are covered by membership subscriptions.
• The **European Forum for Restorative Justice**, based in Leuven, consists of an Executive Officer and two other people (a project officer and an assistant). At the outset, in 2000, the Secretariat was funded by the Belgian and Norwegian authorities. The costs of running the secretariat are now mainly covered by membership subscriptions with EU funding for projects also making a contribution to staff costs associated with these activities. The network's website was redesigned with a grant from DG JLS.
• The 2008 Council Decision establishing the **European Migration Network** states that 'For the organisation of the work of the EMN, the Commission shall be assisted by a service provider selected on the basis of a procurement procedure'. In effect, some aspects of the Secretariat function are contracted out to a third party (NGO, private sector, etc).
• The **International Observatory for Juvenile Justice** (IOJJ) has secretariat of three people based in Brussels (a Director, a press/public relations officer, and a website manager). The overheads are covered by grants from various national authorities and international bodies.
• The Secretariat of the **European Judicial Network (EJN)** forms part of the Eurojust secretariat but functions as a separate unit and carries out its tasks with full autonomy. But EJN Secretariat is able to draw on the resources of Eurojust that are necessary for the performance of the Network's tasks. The functions of the Secretariat are to provide overall co-ordination of the EJN with a view to enabling the contact points to fulfill their tasks; maintenance and improvement of the EJN information systems; organization of the EJN meetings; drafting of documents related to the activity of the EJN; and establishing relations with other organisations in the field of judicial co-operation in criminal matters. The Secretariat currently has six staff.
• The **International Centre for Crime Prevention** (ICPC), which is based in Montreal, has a secretariat consisting of 14 staff (analysts and project officers, communications manager, two directors and a Director-General). The costs are covered by membership subscriptions and grants from several national authorities.

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Note: In 2002, it was decided that the EJN Secretariat should be relocated to EUROJUST. By way of derogation from Article 9(3) of the EJN Joint Action, the Eurojust Council Decision of 2002 stated in Article 26(2)(b) that: 'the Secretariat of the EJN shall form part of the Eurojust Secretariat. It shall function as a separate and autonomous unit. It shall be able to draw on the resources of Eurojust which are necessary for the performance of the European Judicial Network's tasks'. Reflecting this, the EJN has a separate identity and branding, together with its own website (also accessible via the Eurojust website).

4.6   Programme Committee

The EUCPN's Programme Committee (PC) was established by the Board at an extraordinary meeting in July 2005. It is responsible to the Board for the preparation of the Work Programme and a number of other related tasks. The PC has six members.[29]

The Programme Committee's terms of reference define a number of key functions. This includes: liaising with the EUCPN Steering Group to determine current and future Presidency priorities and the tasks that should be included in the work programme; liaising with EUCPN Board members to get an understanding of national priorities, and with the RVC over research priorities for the work programme; liaising with Member States to encourage proposals for projects for inclusion in the work programme and advising the Board accordingly; maintaining a oversight of work programme projects once they are underway; and providing advice on the preparation of EUCPN's work programme proposals on issues of compliance with work programme criteria, relevance to the EUCPN work programme themes, projected costs, funding issues, timelines and delivery issues.

There is generally positive feedback on the performance of the Programme Committee. Most of those interviewed argued that the PC is working quite well and making useful inputs to the Steering Group and Board. In particular, its role in preparing the EUCPN's Work Programme is essential in providing the Network with strategic focus as this provides the overall framework for key activities. This would be difficult to achieve through the deliberations of the Board or Steering Group on their own and is a function that lies beyond the Secretariat's current terms of reference.

The PC is also seen by some as a way of ensuring the engagement of a wider range of Member States in helping to determine EUCPN priorities than is possible with

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[29] According to its terms of reference, the PC's membership consists of 'a small group representing six Member States, and the group membership will rotate regularly to ensure that all countries have the opportunity to be a part of the committee within a reasonable timeframe. Membership of the PC will be based on the rotating Presidency, starting in January 2006 and working clockwise'.

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just the Board and Steering Group. Notwithstanding the generally positive feedback, some of those were spoke suggested that PC has not performed as well as it could and should have done. As with other aspects of the EUCPN, having a chair that rotates every six months in line with the EUCPN Presidency is seen as an unnecessary complication in this respect. Feedback from the survey work and interviews suggests that this view is shared by most National Representatives.

Figure 4.4: Should the frequency of PC chair rotation be changed?
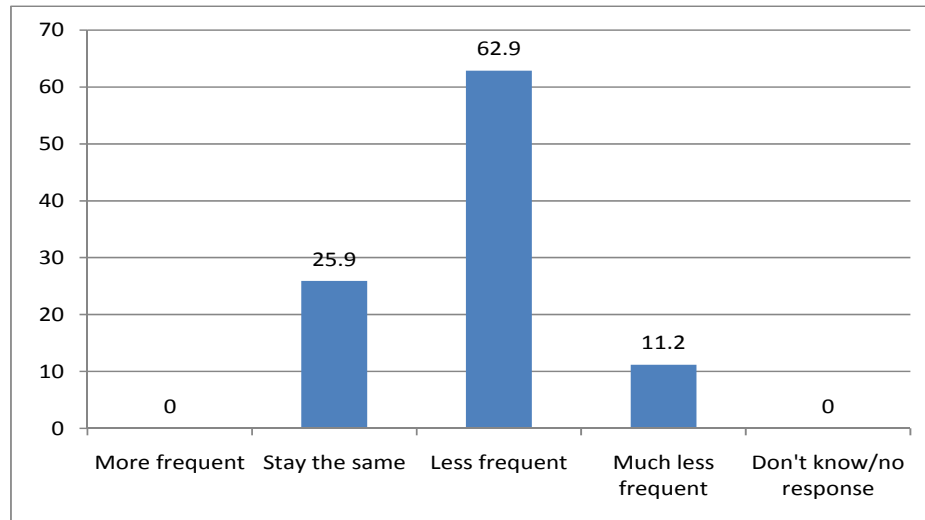
Source: survey of National Representatives

4.7   Research and Validation Committee

The Research and Validation Committee (RVC) is responsible for identifying and advising the Board on relevant crime prevention research activities and on other issues that help inform the strategic direction of the EUCPN. The proposal to have such a committee emerged from the EUCPN restructuring activity in 2005 and reflected the view that the academic community 'had no voice' in the Network. Like the PC, the RVC has six members.[30]

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[30] As with the Programme Committee, the RVC's terms of reference state that: 'The Research and Validation Committee will be a small group representing six Member States, and the group membership will rotate regularly to ensure that all countries have the opportunity to be a part of the committee within a reasonable timeframe. Membership of the RVC will be based on the rotating Presidency, starting in January 2006 and working counter clockwise.'

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The RVC's terms of reference, which were adopted in October 2005, defined a number of key functions. This included: liaising with the Programme Committee to advise on current research activities and priorities for inclusion in the work programme; providing assistance to those developing research proposals for possible inclusion in the EUCPN work programme; undertaking periodic reviews of the methodology to identify good practice in crime prevention initiatives; maintaining an oversight of EUCPN good practice and research material; and providing annual reports to the Board reviewing of the work of the RVC, key research activities of interest to the Board, etc.

In January 2007, the EUCPN Board decided to postpone the automatic rotation of RVC members and to establish an 'interim Research and Validation Committee'. This followed a period when the RVC was not seen as performing well, largely because of the turnover of members. In May 2007 the interim RVC was asked to undertake a number of specific tasks - to carry out good practice checks based on a random selection of four projects from the EUCPN website; to undertake an analysis of the EUCPN and Commission's 2007 Work Programmes from the crime prevention research point of view; to provide an overview of Eurostat statistics on crime and criminal justice; and to produce a short article for each EUCPN Newsletter on newly published research.

In February 2008, the RVC submitted a paper to the Board on 'Future Activities of the RVC' and this led to a bid being prepared for funding from the 'Prevention of and fight against crime' programme to support research activities as part of a wider interim RVC programme of work. The bid was, however, suspended after it became clear that there was already a similar project being supported under the CRIMPREV programme.

The interim RVC has, as noted earlier, been supported since May 2007, by a part-time Assistant. The tasks assigned to the Assistant have included reviewing the best practice examples on the EUCPN's website, a project on crime prevention strategies, inputs to the newsletter (e.g. a piece on links between organized crime and corruption for the March 2008 edition), helping with preparations for the RVC meetings. The Assistant, from the University of Vienna, has been paid for by the EUCPN Work Programme Fund.

Although the idea of the EUCPN bringing together experts in the crime prevention field to provide advice on research activities and how this can inform policies is generally accepted as potentially helpful, so far the RVC is not seen as having performed well. It is clearly appropriate that the EUCPN's deliberations and priorities should be 'evidence-based' and academic inputs are important in this respect. However, so far the RVC has not fulfilled the envisaged role. There seem to be a number of reasons for this.

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Firstly, without any budgetary support, it is difficult to get RVC members together for meetings and for the same reason, there seems to be very little incentive to carry out the sort of tasks allocated to Committee members, especially when they have other more pressing obligations in relation to their paid activities. The rotation of the RVC's chairmanship in line with that of the EUCPN as a whole also makes it more difficult to ensure that the Committee gets on with key tasks (here the findings from the survey work are identical to those highlighted earlier for the Board and PC). But above all, the RVC (and its Assistant) has not been given clear direction by the EUCPN Board or from any other source. A report produced by the RVC in November 2008 for the Board suggested that:

> 'It would seem that neither the EUCPN Board nor the Commission has any particular expectation of the RVC, and there is no strong indication that either body attaches any particular importance or relevance to the Committee's activities'

As evidence for this argument, the report cited as an example what it saw as a lack of interest in the results of the RVC's review of good practice examples. The report went on recommend that the interim RVC should be disbanded and three alternatives considered – no formal research function, employing a Research Officer, and extending the role of the Programme Committee to include functions originally foreseen for the interim RVC, in particular taking on an 'oversight role' in relation to good practice projects. The report concluded that the Research Officer option (effectively the RVC Assistant) should be the preferred way forward.[31]

The RVC's future was discussed by the November 2008 EUCPN Board meeting in Paris. This resulted in the decision to put the RVC on 'stand-by' pending the outcome of this evaluation.

Although the RVC has not performed in line with expectations, more fundamentally, there is the question of what role research should have in supporting EUCPN activities and whether the RVC is the best way of obtaining the desired academic inputs. RVC seems to have been caught between two positions, neither of which it is capable of addressing adequately: on the one hand, there is a need to commission experimental and forward-looking research that that can inform the development of crime prevention policies and practices; on the other hand, there is a need to commission evaluative research to help assess current examples of good practice that contributes to a reliable knowledge-base for sharing with practitioners across the EU.

It is questionable whether the work of the RVC could or should cover either or both of these tasks on an 'in-house' basis. Even if the necessary resources were to be made available, it is unlikely that such a capacity would constitute good value-for-

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[31] Report to the EUCPN Board on the Role of the Research and Validation Committee, 1 November 2008.

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money, not least because there might be a tendency to duplicate, or overlook, relevant research and evaluation activities being conducted elsewhere. Nevertheless, there is a need to tap into academic expertise and there is a potential role for the EUCPN in helping to steer crime prevention research and development in the EU.

Rather than trying to undertake research itself, an alternative is for the EUCPN to work more closely with a broad range of academic experts and organisations across Europe in the crime prevention field. As shown in Section 3, the EUCPN and current network of national contact points is far from being the only source in Europe of research on crime prevention policies. In the final section of this report we present recommendations on the RVC and the EUCPN's future role in crime prevention research.

4.8   EUCPN Funding Issues

A key issue facing the EUCPN, if it is to develop its role, is whether and how it can raise funding to help support activities. There is approximately €180,000 remaining in the Work Programme Fund (WPF) but otherwise the EUCPN has no resources of its own for reasons that were explained earlier. Contributions to the WPF are made on a voluntary basis by Member States and other NGOs.

As the following chart shows, the overwhelming majority of National Representatives consider that the EUCPN should have its own budget. It is envisaged that this would be partly used to help cover the costs of an expanded Secretariat and partly used to provide financial support to an expanded range of work programme projects and other activities.

Figure 4.5: Should the EUCPN have its own budget to support the development of its activities?
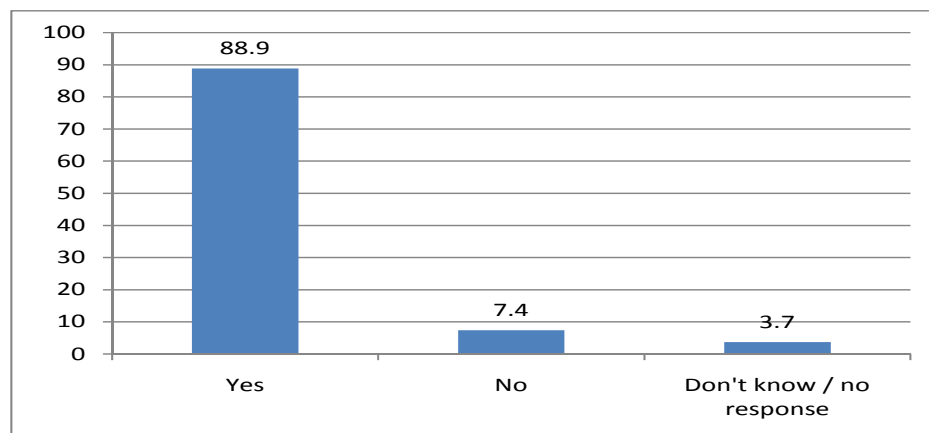
Source: survey of National Representatives

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Asked how a budget for the EUCPN should be funded, two-thirds of the National Representatives indicated in the survey that this should come from the European Commission with the remaining third saying that this responsibility should be shared by the Commission and Member States (none suggested that Member States alone should provide the EUCPN with a budget). Below, we provide examples of other models of core funding for European (non-governmental) networks.

Funding Arrangements for European Networks
• **European Forum for Restorative Justice -** depends mainly on membership subscriptions to cover overhead costs. These fees range from €45 p.a. for individuals to €675 p.a. for governmental bodies. Otherwise, most of the Forum's revenue comes from grants for EU-supported projects.
• The Council Decision setting up the **European Migration Network** stipulates that the budgetary resources allocated to the actions provided for in the Decision shall be entered in the annual appropriations of the general budget of the European Union.
• **European Forum for Urban Safety** – is an example of another network relying on membership fees to cover secretariat costs. In this case, the membership fee is linked to the population of the area so towns with less than 10,000 inhabitants pay €520 p.a. whilst regions pay €6,220 p.a.
• **International Observatory for Juvenile Justice** - relies on subsidies from a number of national authorities and international bodies to cover its costs. It does not charge a membership fee or charge for publications.
• **European Urban Knowledge Network** – funding provided by the 16 Member States covers the costs of the secretariat and annual conference. Member States provide funding for their own national focal points.

Although the EUCPN itself does not have direct access to EU funding, there are a number of sources of support for crime prevention initiatives. Relatively little use seems to have been made of these for EUCPN-supported activities. The various sources of EU funding for crime prevention projects and programmes with a bearing on crime prevention are outlined below. From time to time, the Secretariat has contacted National Representatives to draw their attention to funding possibilities, deadlines for submission of proposals, etc. The Assistant to the RVC has also provided some advice. However, although it is difficult to obtain an overview of what use is being made of the various sources of EU funding for crime prevention projects, it would seem that very little use of these sources has been made for EUCPN-supported activities.

EU Funding for Crime Prevention Projects

In the 2000-07 period, the EU supported crime prevention activities though various financial instruments. The **Hippokrates programme** was created in 2001 to fund EU-wide crime prevention projects, while some projects were also supported under

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the **AGIS framework programme** which ran from 2003 to 2006 and was created to help the police, judiciary and professionals from the EU Member States and candidate countries co-operate in criminal matters and in the fight against crime.

In addition, a specific research topic on crime prevention was introduced in the **Sixth EU Framework Programme RTD** (Research and Technological Development) and amongst other things, this supported the project **'**Assessing Deviance, Crime and Prevention in Europe' (CRIMPREV) discussed earlier. Relevant projects have also been supported under the **Seventh Framework Programme**. Crime prevention is also addressed in the work carried out by DG REGIO, and activities are undertaken in DG ENTR on establishing closer links between security and technology in DG ENTR.

The Hippokrates and AGIS programmes have been followed up in the 2007-2013 period by the **Framework Programme "Security and Safeguarding Liberties"**, and in particular by the new specific programmes "Prevention, Preparedness and Consequence Management of Terrorism and Other Security-Related Risks" and "Prevention of and Fight Against Crime". Support for actions to combat crimes against children, young people and women are also available under the Daphne programme.

The programme **"Prevention of and Fight against Crime"**, which replaces AGIS, focuses on preventing and combating crime, particularly terrorism, human trafficking and offences against children, drug trafficking, arms trafficking, corruption and fraud. It consists of four main themes: crime prevention and criminology; law enforcement; protection and support for witnesses; and protection of victims. Within these main areas of action, the programme seeks to develop coordination and cooperation amongst law enforcement agencies, other national authorities and EU bodies; promote best practices for the protection of victims and witnesses; and encourage the methods necessary for 'strategically preventing and fighting crime and maintaining security' (including, potentially, the work carried out by the EUCPN). The specific programme is part of the framework programme "Security and Safeguarding Liberties" (COM(2005) 124 final) which has a budget of EUR 745 million.[32]

Another initiative under the General Programme is **DAPHNE III**. This aims to 'contribute to the protection of children, young people and women against all forms

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[32] Council Decision 2007/125/JHA of 12 February 2007 establishing for the period 2007-2013, as part of the General Programme on Security and Safeguarding Liberties, the Specific Programme "Prevention of and Fight against Crime". The framework programme forms part of a package of three coherent measures -" Solidarity and management of migratory flows ", "Security and protection of liberties" and "Fundamental rights and justice" - which replace the plethora of instruments the Commission used to manage in the field of justice, liberty and security.

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of violence and to attain a high level of health protection, well-being and social cohesion'. The 2008 Work Programme, which was supported by a budget of €15 million, focused on a number of themes: sexual abuse and trafficking in human beings; violence and abuse committed against women, young people and children, insofar as such violence or abuse is linked to harmful traditional practices; violence committed against particularly vulnerable categories of women, young people and children (e.g. infants and pre-school children); collection of data on children's rights and mapping of existing national legislation in this area (based on the Convention on the Rights of the Child); and violence committed against women, young people and children within the context of family and school environment or in the context of sports and leisure activities.

There are several other EU programmes that are relevant. This includes: the **Criminal Justice Programme** for 2007-2013, promoting cooperation between EU Member States in the field of criminal justice; the 2007-2013 **Youth in Action Programme,** one of the main priorities of which is support for young people with fewer opportunities or from less privileged backgrounds; the **European Social Fund** and **Equal Programme** which seek to promote social integration and combat discrimination and facilitate access to the employment market for those with fewer opportunities; and the **URBACT Programme** which promotes an exchange of best practices between European cities on promoting a more sustainable living environment and includes measures to improve urban safety.

4.9   Summary – Review of EUCPN Organisation

Positive	Less positive
National Representatives and Steering Group	
• National Representatives have in many cases a strong personal commitment to the EUCPN and its development. A core of the Board membership provides the EUCPN with a strong driving force. • The Steering Group has played a useful role in supporting the Board and helping to ensure a coordinated approach to managing the network.	• The fact that the EUCPN Board has representatives with very varied backgrounds and responsibilities makes it more difficult to focus proceedings on more strategic issues. • Rotation of the Presidency and the fact that the venue for meetings also follows this procedure has some advantages but these are outweighed by the drawbacks.
EUCPN Secretariat	
• The Secretariat is a key part of the EUCPN and provides an element of management continuity as well as resources to perform a number of important functions.	• A major constraint on the EUCPN's development is that fact that the Secretariat has always been under-resourced and only a part-time position.

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• The Commission has been helpful in providing the Secretariat since 2006, as have certain Member States in helping with the Secretariat and other key tasks (website management).	• Also, the Secretariat's role is defined in purely administrative terms in the Council Decision whereas the tasks it has been expected to perform go beyond this.
Programme Committee and Research & Validation Committee	
• The PC is working quite well and provides the EUCPN with strategic direction through the Work Programme. • It has also helped to secure the engagement of a wider range of Member States in helping to determine EUCPN priorities than would be possible with the Board and Steering Group alone. • The RVC/Assistant has done useful work to help develop methodologies for assessing good practices and other tools.	• Although the idea of the EUCPN bringing together experts in the crime prevention field to provide advice on research activities is generally accepted as potentially helpful, so far the RVC is not seen as having performed well. • This is largely because RVC members do not have the time or incentive to undertake tasks for the EUCPN. • There has also been a lack of clarity in setting objectives for the RVC/ Assistant. More fundamentally, it is not clear what the EUCPN's role in crime prevention research should be.
Funding issues	
• Although the EUCPN itself does not have direct access to EU funding, there are a number of sources of support for crime prevention initiatives.	• Apart form the Work Programme Fund, which was created by Member States, the EUCPN has not been given any financial resources of its own. • Relatively little use has been made of the various EU funding sources for crime prevention activities.

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This section presents overall conclusions and then sets out various recommendations on the EUCPN's future. At the end of the section, we summarise key recommendations in a draft action plan.

5.1   Overall Conclusions

Since 2001, the EUCPN has played a positive role in raising the profile of crime prevention at a European level and facilitating networking between Member States. Given the challenges the EUCPN has faced – in terms of both organisational issues and the operating environment – the EUCPN's achievements should not be understated. Over a relatively short period of time, an EU-wide network has been set up that brings together crime prevention policy-makers and practioners to share experience and information in a way that would almost certainly not have occurred if the EUCPN had not been established. The element of European added value is pronounced.

The rationale for cooperation at a European level in the crime prevention field, and the EUCPN's role in this respect, is strongly endorsed by key stakeholders and the EUCPN's wider target groups. It was possible as part of this study to consult widely in Member States beyond those who are involved in the EUCPN's activities. However, it is reasonable to assume that National Representatives and others representing the authorities that we spoke to articulated views that reflect the attitude of Member States towards EU-level cooperation on crime prevention. As far as the EUCPN's role is concerned, here is generally positive feedback on its activities in collecting and disseminating information on crime prevention, promoting networking, etc. The main criticism is that the EUCPN has not been active enough in tackling these and other aspects of its remit.

Overall, the EUCPN's impacts have so far been very limited and there is little awareness of its activities. In short, the Network's potential is far from being realised. The networking and sharing of information promoted by the EUCPN has involved a relatively small number of individuals with probably only around 100 actively engaged at any one time. Beyond the Board, two standing committees and those involved in the ECPA/Best Practice Conference and work programme projects, the EUCPN is not well-known. Moreover, networking has largely been restricted to the European level with little filtering down through national administrations of good practices and other information to practioners engaged in crime prevention at a regional and local level in different countries.

The performance of the EUCPN in relation to the specific goals set out in the 2001 Council Decision has been mixed. The table on the next page provides a summary of progress made by the EUCPN in relation to the key tasks that were set out in the 2001 Council Decision.

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Summary - EUCPN Performance against Key Aims
• **Developing crime prevention activities at the EU, local and national levels** (Article 3.1) - the EUCPN has not provided assistance directly to particular countries because it lacks the necessary resources. However, there is positive feedback from target groups across different countries on the usefulness of information disseminated via the EUCPN.
• **Facilitate cooperation, contacts and exchanges of experience between Member States** (Article 3.2a) – the EUCPN has successfully promoted networking at an EU-level but this involves only a small number of individuals. The EUCPN has had very limited impacts beyond this at a national and regional level and awareness of its activities is low.
• **Collect and analyse information on existing crime prevention activities, the evaluation thereof and the analysis of best practices** (Article 3.2b) - the EUCPN has developed an impressive database of good practices in crime prevention. But the quality and quantity of material varies considerably across the different categories of crime.
• **Contribute to identifying and developing the main areas for research, training and evaluation in the crime prevention field** (Article 3.2c) – various projects have been successfully carried out under the EUCPN's work programme to help develop its capacity to evaluate good practices/other information on crime prevention Apart from this, the EUCPN has not been successful in developing research activities and it is doubtful whether attempting to do so is appropriate.
• **Promote crime prevention activities by organising meetings, seminars and conferences** (Article 3.2d and 2.2e) - the ECPA Board and standing committees have met regularly but few meetings or events have been arranged by the EUCPN for the wider stakeholders/target groups. The main exception is the ECPA and Best Practice conference which is a 'flagship' event.
• **Develop cooperation with applicant countries, third countries and international organisations and bodies** (Article 3.2f) – there have been some contacts with other networks and two European agencies (EMCDDA, Europol) have observer status on the EUCPN Board. The six-monhtly rotation of the EUCPN Presidency, coupled with the very limited Secretariat resources, have made it difficult to develop and sustain relationships with other organisations and networks.
• **Provide expertise to the Council and to the Commission to assist them in all matters concerning crime prevention** (Article 3.2(g)) – apart from an 'unofficial' input to a working group, this function has not been fulfilled.

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Several factors have influenced what the EUCPN has so far been able to achieve.

Firstly, the EUCPN's development has been held back by a lack of political will to develop crime prevention at a European level and the absence of a strong EU legal basis. At an EU level, various Communications have emphasised that preventing crime is important to the well-being and security of Europe's citizens. But in the absence of the Lisbon Treaty's ratification, the EU has only very limited competence in the crime prevention field. Also, crime prevention tends to be treated as secondary to priorities that are rated as being of higher political priority (combating terrorism, organised crime, etc). Whilst this situation does not prevent cooperation between Member States, it has not always been clear where the boundaries of cooperation in the crime prevention field should lie in terms of actions at a national/EU level.

Secondly, the diversity of approaches to crime prevention at a national level, accentuated by EU enlargement, has also been a complication in the EUCPN's development. Thus, while in some EU Member States broadly-based national councils for crime prevention lead the effort, in other countries crime prevention is still essentially a police responsibility with little or no involvement of other civil society partners.

Overall, whilst some EU Member States have deeply-embedded strategies, in other countries the concept of crime prevention has only recently taken root. While the differences in national approaches and responsibilities do not in themselves preclude cooperation – indeed it is one of the justifications for it - this situation does make it more difficult to create a cohesive network at a European level with a clear and shared sense of purpose. The weakness of crime prevention networks at a national and regional level in many countries has also had an adverse effect on the EUCPN's capacity to identify and disseminate information on crime prevention.

Whilst these and other factors have been complications, the main explanation for under-performance lies with the EUCPN itself and in what can be described as an organisation failure. There are two theoretical possibilities that could explain under-performance – the EUCPN functions efficiently but its remit is inappropriate and/or unachievable, or conversely, the goals are appropriate/achievable but there are shortcomings in the organisation required to pursue them. Our assessment suggests that the latter situation applies.

A non-exhaustive list of organisational shortcomings includes: the rotation of Presidency every six months has made it difficult to adopt a strategic approach to developing the EUCPN and to ensuring continuity in the focus on key activities and priorities; the effectiveness of the two standing committees has been adversely affected by the same procedure; the lack of a strong Secretariat has meant there has been very little support for key activities and this has also made it difficult to develop the EUCPN's relationship with other organisations with a role in the crime prevention field; without financial resources it has been difficult to launch new

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projects aimed at developing crime prevention tools, disseminating good practices, etc; there is a lack of clarity over the role of the EUCPN in crime prevention research out; and the definition of target groups and what it is that the EUCPN is seeking to achieve in relation to them has remained unclear.

5.2   Possible Future Options for the EUCPN

Looking ahead, there are various options for the EUCPN:

- **Option A: Status quo** - no significant changes to the EUCPN's organisation, activities or remit/strategy.

- **Option B: Further development of the EUCPN as an EU network.** There are a number of sub-options including:

    (i)   Development based of the current legal/financial status;

    (ii) Giving the EUCPN a legal personality and its own budget;

    (iii) Combining the EUCPN with a European agency/network.

- **Option C: Winding down the EUCPN** – a scenario where the EUCPN ceases to exist, at least as an EU-wide network. Some EU Member States might continue to collaborate but not on a EU27 basis. (Option C could also effectively come about if the EUCPN was merged into an existing European agency/network (Option B (iii) above) and lost its own identity as a result).

Below, we review the arguments for and against these various options.

Option A: could be justified on the grounds that the scope for cooperation at a European level is limited given the nature of crime prevention and responsibilities for it, and that the EUCPN does not need to be further developed to fulfill the basic role of facilitating such cooperation. Therefore, beyond some very minor changes to help make sure that the existing EUCPN set-up functions more effectively, there is no need for the network to be developed.

Option B: the rationale for promoting European cooperation in the crime prevention field is, if anything, stronger now following successive EU enlargements and other developments than it was when the EUCPN was established in 2001. Moreover, if the Lisbon Treaty is ratified and the EU's competence in the crime prevention field is extended, the EUCPN should play a role in helping to define policies. At present, however, the EUCPN is not fully 'fit for purpose' in relation to these or other challenges. As such, it needs to be further developed to perform the desired functions both in relation to the existing remit and possible future role.

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Option C: on the basis that the status quo (Option A) is unacceptable, and in the absence of steps being taken to further develop the EUCPN (Option B), some Member States might loose interest in participating in the network as presently constituted. Their argument might be that because change is unlikely to occur if it remains an EU network, the EUCPN should be converted into a purely inter-governmental entity supported by those countries that want to see it developed. Alternatively, the EUCPN might become dormant or be merged into another entity but either way effectively ceasing to exist in its current form.

Overall, our conclusion is that the EUCPN should continue to be developed as an EU network covering the 27 Member States (Option B). We see this as being in the best long term interests of Member States and the EU as a whole. This conclusion is supported by feedback from the evaluation suggesting that there is a broad consensus in favour of developing the EUCPN and making it function more effectively.

A precondition for the EUCPN's development is the political will to develop crime prevention at a national and European level. Until such time as the EU acquires specific competencies in the crime prevention field (foreseen in the Lisbon Treaty) there is little scope for significantly increased EU support (Option B (ii)) although some possibilities may exist (see Section 5.3.3). But this should not be justification for inaction and a lot can nevertheless be done to develop the EUCPN and to make it operate more efficiently and effectively (Option B (i)). Moreover, although the EUCPN itself is unlikely to receive much if any EU funding unless its status is changed, there are a number of other sources of financial assistance for projects and other activities in the crime prevention field and these sources could be more effectively exploited. If the Lisbon Treaty is ratified, then other options for developing the EUCPN might become appropriate. [33]

In summary, Option B (i) should be pursued in the short-term. Assuming EUCPN organisational shortcomings are rectified, Option B (ii) should be the medium-term goal. If neither of these Options proves feasible, Option B (iii) should be considered and only then Option C.

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[33] One theoretical option is to convert the EUCPN into an EU-supported agency (effectively a more developed version of Option B (iii)). This would mean a new Council Decision giving the EUCPN a legal personality and its own funding from the EU budget. But at present, this is not a realistic option. The Commission is undertaking an evaluation of the agency system and has indicated that it will not propose the establishment of any new regulatory agencies until this exercise is completed ('Commission seeks to improve governance of EU agencies', press release dated 12 March 2008, EurActiv.com). However, assuming this does not lead to a permanent freeze on the setting up of new EU-supported agencies, and the Community acquires enhances competencies in the crime prevention field, this might be a longer term option.

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5.3 Recommendations - EUCPN's Development

Below we set out recommendations on the EUCPN's development, starting with key activities and then the organisation, resources and delivery mechanisms needed to implement activities. Within each of the sub-sections, recommendations are presented in broad order of priority. At the end of this section, we provide a draft action plan that could be used as a framework for taking recommendations forward.

5.3.1 Key Activities

Recommendations in relation to the EUCPN's key activities are presented in relation to its main goals:

- Exchange, evaluation and dissemination of best practice and information;

- Contributing to local, national and European developments on crime prevention;

- Cooperation with third countries and governmental, international and non-governmental organizations.

Overall, the priority should be to ensure that the EUCPN's successfully tackles its existing remit as set out in the 2001 Council Decision. The EUCPN's remit focuses on providing EU Member States with a framework for sharing ideas and experience in the volume crime field, in particular urban, drugs-related and juvenile crime which remain high priorities in most if not all countries. However, there needs to be some flexibility and the EUCPN should not be precluded from addressing other related types of crime (e.g. cybercrime, domestic violence). In effect, it is a question of prioritizing the EUCPN's work programme so that it fulfils its remit in relation to aspects of crime prevention that are of most concern to the Member States and EU as a whole before tackling other issues.[34]

(a) Exchange, evaluation and dissemination of best practice and information

The EUCPN's work programme, and the 'key themes' set out in it, remain broadly appropriate but there is a need to ensure continuity in focusing on key priorities. A longer term strategy, with emphasis on key issues in the area of crime prevention, would give the EUCPN's activities, as set out in the various work programmes, greater focus. The theme of the ECPA conference could, for example, become the focus ('meta theme') of the EUCPN's work programme each year. A 'meta' theme of this sort would underpin the work of the EUCPN and enhance conceptual and practical coherence.

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[34] The 2001 Council Decision (Article 3(1)) allows for such flexibility in stating that the EUCPN should cover 'all types of criminality'.

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The EUCPN should focus on developing its core functions - promoting the sharing of know-how and networking at a European level. As a way of strengthening this networking function, and providing more opportunities for detailed discussions, the EUCPN should coordinate an annual programme of seminars and workshops for crime prevention practitioners.[35] We would see this programme being driven in an essentially 'bottom-up' way by demand from Member States for an opportunity to discuss particular issues. The EUCPN Board might also make suggestions from time to time. This 'top-down' input could be especially helpful in ensuring the EUCPN addresses emerging issues (a type of 'early warning' function) and strategic priorities. Issues of this sort may not be identified through a purely 'bottom-up' process. [36]

One outcome of a seminar might be to commission a research project to investigate an issue in more depth. The EUCPN's research agenda should be driven in this 'bottom-up' manner. We would see the costs of participating in seminars being covered by participants themselves. Participants would not necessarily come from all EU Member States but instead from only those interested in a particular topic.

Another outcome of the proposed seminar programme could be to establish a working groups focusing on a particular crime prevention theme that brings together key players (e.g. police, education, social work, etc) to explore issues in more detail. However, any working groups would have clear and time-limited

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[35] As the report has argued (Section 3), at present, the extent of networking and opportunities to share ideas and experience is quite limited. The annual ECPA conference is the main initiative undertaken to promote the sharing of know-how in the crime prevention field. Whilst this is an important 'flagship' event, and one that is generally well organised and useful to participants, it is not a purely EUCPN event and only takes place once a year. Moreover, the ECPA conference tends to focus on set-piece presentations rather than more interactive discussions and sharing of know-how. Board meetings also provide an opportunity for networking but direct participation is limited. The EUCPN's newsletter and website are the other mechanisms for sharing information but these are of course purely virtual methods of communication.

[36] Either way, a request would be made to the EUCPN Secretariat which would then contact National Representatives to establish if there was wider interest in holding a seminar or workshop on the topic in question. If so, the Secretariat would then provide logistical support – identifying a host for the event (perhaps the Member State originating the idea), disseminating information to potential participants via the EUCPN network, facilitating the seminar, producing a summary report, etc. Any EUCPN research activities should be closely linked to the seminar programme. Participants would not necessarily come from all EU Member States but instead from only those interested in a particular topic. A threshold (e.g. a minimum of five Member States) might need to set as a condition of EUCPN secretariat support.

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function and cease to exist once this had been achieved (in this respect the working groups would differ from the EUCPN's earlier sub-groups and expert groups). They would report to the Board and their activities would be designed to help promote specific EUCPN priorities. The Board should also have the right to suggest the establishment of a working group but, in general, we would see this activity being driven in a 'bottom-up' way by those participating in the seminar programme.

The EUCPN needs to have access to crime prevention research but its role should mainly be to help shape the research agenda in Europe, and to use and disseminate the results (i.e. an information function) rather than being an active producer of research itself. Some limited research activities might be carried out, e.g. linked to the proposed seminar programme or to help develop the EUCPN work programme (e.g. reviews of existing research, position-papers and think-pieces). It would be the role of the EUCPN Secretariat (and ultimately the Board) to establish whether a particular research activity is of interest to the wider Network and, if so, to help identify the funding and expertise to carry it out. The necessary funding might come from either EU sources and/or perhaps be raised, as at present, by asking interested Member States to contribute to costs through the Work Programme Fund.

Assuming this approach is adopted, the EUCPN should strengthen its relationship with the wider crime prevention research community. The possibility of developing a closer relationship with the European Society of Criminology in particular might be considered, as well as ensuring that the (expanded) network of EUCPN Contact Points includes a contact in each Member State in relevant research bodies. Consideration might also be given to working with partners to develop a successor to the CRIMPREV project when it comes to an end in July 2009.

Apart from individual experts, universities and other research centres in the crime prevention field, and the ESC, the EUCPN should also collaborate with the ICPC and UNODC (e.g. to identify and undertake comparative research and benchmarking in the crime prevention field). Other priorities should be to work more closely with the Commission working group that was established to help implement the 2006 Action Plan to collect criminal justice data. Although the EUCPN has been represented by an individual expert on the working group, the Network as a whole could be more fully engaged in helping to develop key EU-level volume crime indicators and supporting harmonised data sets as well as other initiatives such as the 'European Crime Report'. In general, the EUCPN should be providing guidance on what sort of information is needed to support policy-making at a national and European level. It should also be helping to develop benchmarks and standards.

The BPC conference and ECAP themes should be more closely linked to the EUCPN's work programme. As the report has noted (Section 3), the EU Member State holding the Presidency is responsible for deciding the theme and hosting the ECPA conference. There should be much wider consultation on this so that the

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theme reflects EUCPN work programme priorities for the particular year in question. The criteria and procedures for the ECPA should also be made more transparent. Last but not least, improvements could also be made to the format of the conference itself to allow more time for detailed discussion (e.g. by having more break-out sessions). Some changes along these lines are now being planned for the 2009 ECPA conference.

The EUCPN should seek to improve the availability of information on crime prevention projects generally in Europe. At present there is no single source of information on projects that have been undertaken in the crime prevention field across Europe, whether under the auspices of the EUCPN, other EU bodies or at the Member State level. Notwithstanding the role of the Research and Validation Committee, there is a danger of new projects duplicating work that has already been done, or at least not benefiting from it. The lack of an overview of past projects is also a barrier to sharing and disseminating good practices. This problem could be rectified by the EUCPN by creating a section on its website for a project database .[37] To ensure the widest possible accessibility to information, project summaries should be available in several official languages. Where new projects are EU-funded it should be a condition that the beneficiary produces a summary in several languages as a project output for the EUCPN database. For projects that have already been completed, this approach would not of course apply and other ways of ensuring that information is translated would need to be found.

More of the good practice and other information made available by the EUCPN on crime prevention should be translated into languages other than English. A constraint on the EUCPN's ability to act as a forum for sharing good practice is the fact that material it produces is only available in English (National Representatives often struggle in translating national materials into English for the purpose of the website). The fact that good practice guidance and other information for practitioners in particular are not available in different EU languages reduces its usefulness. However, except for some key documents and information (e.g. project summaries – see above) it should be mainly up to the Member States that want material in their own language to have it translated rather than this being done by the EUCPN itself.

The EUCPN's website and the EUCPN newsletter should be further developed as tools for disseminating information and promoting networking. As the report has shown, survey feedback indicates that the website is the most important channel through which the EUCPN disseminates information. The website has been substantially developed in recent years but there is a need to ensure

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[37] Project databases of this sort are widely developed and there are some good examples in the Commission. In time, so as to ensure the widest possible accessibility to information, project summaries should be made available in several official languages. However, the first priority should be to collect the information.

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that the material contributed by Member States is kept up-to-date, which is not always the case now. Considering that the EUCPN website is far the most widely accessed source of information, it should be structured according to the needs of different target groups. The web manager should have the authority to remove items if they are not updated within a reasonable period of time.

The EUCPN Newsletter is also an important information tool but an effort should be made to increase its dissemination. The quality and usefulness of the EUCPN newsletter depends partly on contributions from National Representatives (e.g. to provide information on forthcoming events) and this has not always been provided. Equally, there is a need to disseminate the newsletter more widely to help raise awareness of the EUCPN and its activities but this partly depends of course on the quality and usefulness of the information provided. Enabling potential readers to subscribe to the newsletter via the EUCPN website would be helpful.

(b) Contributing to national and European developments on crime prevention

Since the EUCPN's establishment, the EU has been enlarged from 15 to 27 Member States and this has and will continue to pose a challenge to the Network. Meeting this challenge should be a key strategic priority. The newer Member States have been major beneficiaries of EUCPN membership with their participation in activities helping with the development of crime prevention strategies in these countries. A challenge for the EUCPN is to develop more effective ways of providing practical help to develop crime prevention strategies in the newer Member States at a regional and local level. At the same time, the EUCPN needs to ensure that the 'older' Member States also benefit from being part of the network.

The EUCPN should set up a pool of experts that can be used to help Member States to develop their crime prevention strategies and schemes. To the extent possible given limited resources, the EUCPN should be more active in helping EU Member States to develop their approach to crime prevention. Apart from the information available via the EUCPN, and bilateral contacts that result from the networking around events, relatively little has been done to directly help Member States that need support to develop their approach to crime prevention. One idea would be for the EUCPN to create a pool of experts in the crime prevention field who could be used to provide advice on the development of crime prevention strategies, approaches and on specific aspects/issues.[38]

The terms and conditions of such advisory support would need to be a matter of negotiation between the parties concerned although the EUCPN could provide

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[38] Apart from consultancy inputs, this assistance might also include providing speakers for seminars and conferences, and perhaps an opportunity for personnel from national administrations to gain direct experience through a secondment programme.

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some general guidelines. The Secretariat should be responsible for maintaining a database of experts and helping those requesting support to identify a suitable provider.

Steps should be taken to improve the EUCPN's capacity to reach key target groups and to develop the network generally at a national and European level. At present, it seems that the EUCPN's newsletter is distributed to less than 100 contacts across Europe while participation in the annual ECPA and Best Practice Conference does not exceed 500 individuals. Although not precise indicators, and the website is also an important communication tool, this level of direct engagement in EUCPN activities is very modest compared with the large number of policy-makers, practitioners and academics in the crime prevention field across Europe. The EUCPN Secretariat should work with National Representatives to identify the key individual/organisations at a European and national level making up the target groups so that they can be contacted, e.g. with regard to EUCPN events, the proposed seminar programme, newsletter dissemination. This exercise clearly needs to be undertaken sensitively at a national level because in some cases national authorities may not want the EUCPN to communicate directly with sub-national networks in the crime prevention field.

The EUCPN's should play a more proactive role in helping to define priorities at an European level in the crime prevention field, especially in a post-Lisbon Treaty context. An important aspect of the EUCPN's remit set out in the 2001 Council Decision is to provide advice to the Commission and Parliament but as Section 3 of the report has shown, this task has so far not been accomplished. The Lisbon Treaty, if ratified, would give the EU a more important role in crime prevention. But it does not specify in detail what this role should involve. The Treaty is important to the EU's efforts to strengthen crime prevention and to the EUCPN as an organisation, and the Network should therefore make an input to identifying priorities and developing policies. It should also work with other EU institutions with a similar aim in mind.[39] There is also a role to be played in developing EU-level statistics, benchmarks and standards in the crime prevention field.

Within the Commission, the EUCPN should help promote more effective networking across DGs/policy areas on crime prevention. There is a role for the EUCPN in helping to mainstream crime prevention in EU policies and

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[39] For example, the European Parliament's report on juvenile delinquency, the role of women, the family and society (Batzeli report, 2007/2011(INI)) mentions the role of the EUCPN in relation to combating juvenile crime. The European Social and Economic Committee has also highlighted the EUCPN's role in relation to juvenile crime (see the ECSC Opinion on 'The prevention of juvenile delinquency. Ways of dealing with juvenile delinquency and the role of the juvenile justice system in the European Union', 15 March 2006). There are also several Committee of the Region's Opinions on the role of regional and local authorities in crime prevention.

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programmes. As shown earlier in the report, many EU policy areas (education and culture, employment and social affairs, regional development, etc) have a bearing on crime prevention and vice versa. An important role for the EUCPN should be to collect and coordinate information on the crime prevention related activities that already take place. To this end, one idea would be for the EUCPN Secretariat to help organise meetings, perhaps on a biannual basis, for officials from DG JLS and other DGs, as well as MEPs, to discuss crime prevention issues and priorities, and to share information on activities already taking place.

(c) Cooperation with third countries and governmental, international and non-governmental organisations

The EUCPN should strengthen operational joint working with other European agencies/networks (e.g. EFUS, IOJJ, European Forum for Restorative Justice, selected EU agencies) and civil society. As the evaluation has shown, contact has been very limited with these and other potential partners, largely because the EUCPN had not had the human resources needed to develop and sustain relationships. Joint working on projects and in other ways (e.g. jointly organising conferences) should increase the EUCPN's influence and impacts.

At a wider international level, the same applies with organisations such as the United Nations Office on Drugs and Crime (UNDOC) and the International Centre for the Prevention of Crime (ICPC). In most cases, contact has been mainly limited to representatives from the other organisations making presentations to the EUCPN Board. For closer collaboration to be developed with other organisations, the EUCPN needs to have a stronger Secretariat. Collaboration could be developed in an informal way but another option would be to negotiate a memorandum of understanding with other European agencies/networks.

Closer collaboration with other organisations and networks should, amongst other things, be aimed at helping the EUCPN to reach target audiences and increase its influence on policy-makers. The local level could be reached more effectively through cooperation with other organisations such as EFUS which have extensive networks. More generally, whilst the existence of different European networks and fora to tackle specific priorities is appropriate in many ways, there is a case for closer cooperation between the EUCPN and these organisations and networks to help raise the profile and perceived coherence of crime prevention as policy field, and to promote common priorities. To the extent that they have a lobbying role, or aspire to influence policy, closer joint working should mean that the EUCPN and other organisations are able to exert more influence on policy-makers than is possible acting on their own.

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(d) Target groups

Target groups - and what the EUCPN is seeking to achieve in relation to each target group - should be more clearly defined. Although the 2001 Council Decision did not define the EUCPN's target groups with any great precision, these are effectively policy-makers at a European and national level, crime prevention practitioners and the academic community.[40] This definition of the EUCPN's target groups (or an alternative definition) should be made explicit.

EUCPN Role and Target Groups

- **Policy makers –** the EUCPN should facilitate networking between the authorities at a national, regional and local level in the crime prevention field and work with Member States and the Commission and Parliament in helping to shape EU priorities and strategies.

- **Crime prevention practioners –** the priority should be to disseminate practical information on crime prevention measures - supported by examples of good practices - to those responsible for implementing policies at a national, regional and local level. The EUCPN should also develop the capacity to act as a delivery mechanism for 'hands-on' support via a 'pool of experts'.

- **Researchers** – the EUCPN should not carry out research itself but should have a close relationship with those that do so that it can influence the crime prevention research agenda and the results can be used to help inform priorities. It should provide a channel through which proposals can be submitted for EU financing, possibly as a follow-up the CRIMPREV project.

Likewise, there should be greater clarity on what the EUCPN's aims are in relation to the different target groups. This, in effect, means defining the various target groups for each of the EUCPN's objectives as set out in Article 3(2) of the 2001 Council Decision. It also means being able to assess the needs/priorities of target groups. There is of course a need to guard against the EUCPN trying to reach too many target groups. Also, it needs to be clear that in many respects the proposed target groups are also key partners with an important input to make to the EUCPN as well as being the beneficiaries of the outputs.

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[40] Article 1.3 identifies those involved in crime prevention and Article 3.2(a) states that the EUCPN should facilitate cooperation between 'national organisations … and other groups of experts and networks specializing in crime prevention matters'.

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5.3.3 EUCPN Organisation and Resourcing

We now present recommendations on the ways in which the organisation of the EUCPN could be improved.

(a) Role of the Board

In the future, the EUCPN Board should focus more on strategic issues facing the Network and on helping to develop relevant EU policies. Whilst the Board has the responsibility of overseeing the EUCPN's management, the time allocated to this task should be limited so that there is more time for discussion of more strategic issues and helping to define EU priorities. As argued above, apart from overseeing the EUCPN, key role of the Board should be to develop a role of advising and lobbying policy-makers on EU priorities in the field of crime prevention and the role of the EUCPN in advancing them. If the Secretariat is strengthened and other recommendations are accepted, this should help ensure that the Board is able to do this.

The EUCPN Board should elect its own chairperson rather than continuing with the current rotation practice. This would require an amendment to Article 5(4) of the Council Decision which states that the Board 'shall be chaired by the representative of the Member State which is holding the Presidency of the Council at the time'. Allowing the Board to elect a chairperson, ideally for a one or two year (perhaps renewable) term, should help to produce increased continuity in its deliberations and, in turn, make it easier to focus and follow through on strategic issues. Having a chairperson with a longer term of office might run the risk of reducing a sense of 'ownership' for the Network and increasing the burden on the Member State holding the chairmanship. However, the benefits are likely to outweigh the disadvantages and with a stronger secretariat, the work burden on a chairperson would be considerably reduced. Retaining the current practice of the Member State holding the EU Presidency being responsible for organising the ECPA and Best Practice Conference would also help in this respect as well as preserving a link with the rotation principle and notion of broad ownership.

There should be a fixed venue for most if not all of the EUCPN Board meetings. Another consequence of breaking the link with the rotating EU Presidency system is that it would then be possible for the Board to have a fixed venue for its meetings. If Brussels was chosen as the location for EUCPN Board meetings, it should be possible to use the Commission's interpretation and other meeting facilities. There might, for example, be two Board meetings each year in Brussels with a third continuing to be held in the country hosting the ECPA and Best Practice Conference and in conjunction with this event.[41]

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[41] The idea of holding all EUCPN meetings at a fixed venue was first raised in the 2004 evaluation although no definite recommendations were made.

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(b) National Representatives and Contact Points

To the extent possible, EU Member States should be encouraged to nominate National Representatives with broadly similar seniority and functions in national administrations. Deciding who should be nominated to sit on the EUCPN Board is of course a matter for national authorities and reflects the varying approach to crime prevention in different countries. But one consequence is that EUCPN Board membership is not very cohesive, there is less participation in meetings by some members than other, and promoting joint initiatives can be difficult because of differing interests and responsibilities. The EUCPN Board chairperson should regard it as one of his or her duties to work with national authorities to rectify this situation. The counter-argument is that if Board members have a variety of backgrounds, this can enrich discussions by introducing differing perspectives on subjects. However, we have seen little evidence of this.

The role of the National Representatives should be more clearly defined. As noted earlier in the report, the 2001 Council Decision only contained a broad indication of their functions. The responsibilities might be defined as follows:

Proposed National Representatives Functions
• Representing Member States and as Board members providing the EUCPN with support and strategic direction;
• As EUCPN Board members, providing the Commission, Council and Parliament with advice on crime prevention priorities at a European level and the role of the EU in addressing them;
• Helping to develop the EUCPN's role in relation to the key target groups – policy-makers and at a European and national level, crime prevention practicioners and researchers;
• Coordinating national support for EUCPN projects and other activities and helping to ensure that there is effective disseminating of EUCPN information at a national, regional and local level.

More emphasis should be placed on the role of the Board in helping to define EU priorities in the field of crime prevention and how the EUCPN can help advance them. As argued earlier, the EUCPN's should play a role in helping to define what should be done at an European level in the crime prevention field, especially in a post-Lisbon Treaty context. This is an important aspect of the EUCPN's remit set out in the 2001 Council Decision and should be a key function of National Representatives.

At a national level, a priority for the National Representatives and their partners – supported by the EUCPN – should be to strengthen the networks at national and sub-national level in the crime prevention field. The EUCPN

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can only be effective in identifying and disseminating know-how if it is based on strong crime prevention networks at a national and regional level. As the report has shown, some National Representatives have been very active in helping to develop national networks but others have not. The EUCPN should provide clearer guidelines on the role of National Representatives in this respect and give support if needed on how to develop and strengthen crime prevention networks (how the EUCPN should be promoted at a national level, examples of good practice, advisory support from the proposed 'pool of experts', etc).

Consideration should be given to setting up a EUCPN National Focal Point in each EU Member State. Many other EU-supported agencies and networks have a system of National Focal Points operating under the overall supervision of Board members in each country and handling tasks that in the case of the EUCPN are largely undertaken by the National Representatives. The role of National Focal Points would be to manage the collection and dissemination of information, and to help organize other activities such as the proposed seminar programme. If the EUKN model is adopted, then the costs of the National Focal Points would be met by individual Member States.

At the same time, the network of EUCPN Contact Points should be expanded. The 2001 Council Decision (Article 2) provides for up to three Contact Points per Member State including a representative of the national authorities (i.e. the National Representative), researchers and academics. The limit on the number of Contact Points should be removed so that an EU-wide thematic network covering all crime prevention themes can be developed. Their role would be different to that of the proposed National Focal Points and would focus on specific crime prevention themes. Again, the experience of other European networks is instructive (e.g. the EJN which has over 300 contact points).

(c) EUCPN Secretariat

The EUCPN's Secretariat should be strengthened and its functions extended beyond its current role. A network like the EUCPN cannot function effectively without a strong core and the Secretariat has a key role in this respect. Indeed, many of the recommendations made in this study - a more strategic role for the Board, enhanced networking, developing a closer relationship with other organisations, etc - cannot be implemented unless the EUCPN Secretariat is strengthened. Ideally, the Secretariat should undertake a number of functions in addition to its current essentially administrative role.

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Proposed EUCPN Secretariat Functions
• **Promotion of networking** – with Community institutions, Member States and other relevant organisations and networks;
• **External communication -** newsletter, project database, dissemination of other information, and making the EUCPN better known;
• **Managing a pool of experts and research** – coordination of the EUCPN research function and identifying experts that can help Member States develop crime prevention strategies and related activities;[42]
• **Coordinating the proposed seminar programme** – helping to organise seminars, writing up the results, etc.
• **Advice on EU programmes and funding** – helping to identify and secure funding for projects and other EUCPN activities;
• **Website management** – maintaining the EUCPN website and liaising with Member States to ensure the content is up to date;
• **Draft annual work programme and report** – the 2001 Council Decision envisaged these being prepared by the Secretariat and we recommend that it should revert to having this role (assuming other changes are made).

To fulfill these tasks, the EUCPN Secretariat should be expanded initially to the equivalent of two full-time persons. In some ways it would be better for the Secretariat to have its own office, perhaps provided by the Commission in Brussels, with its staff being based there. However, it could also function on a virtual basis although the feasibility of operating in this way would need to be tested. In the long term, a three-person Secretariat might also be considered (Secretary, research officer and website manager, and administrator).

If the Secretariat is expanded in this way, consideration should be given to creating an executive director or secretary-general. This would not only help to ensure efficient leadership and management of the EUCPN team, but would also reflect the increased responsibilities of the Secretariat. The enhanced status of the position currently described as 'secretary' would also be helpful in dealing with other networks and organisations.

The European Commission should make an official available on a full-time basis to help undertake the EUCPN Secretariat function. According to Article 5(5) of the 2001 Council Decision, it is the Commission's responsibility to provide the EUCPN Secretariat and the fact it has done so in recent years is helpful in

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[42] The 2001 Council Decision envisaged research being part of the Secretariat's functions – see Article 5(7) which defines this role as involving 'collating, analysing and disseminating information in liaison with the national contact points').

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strengthening links between the EUCPN and Community institutions. Looking ahead, we recommend that the Secretariat function should be full-time position rather than part-time as at present. Key duties might include: the current administrative functions and support for the Board, advice on EU programmes and funding, the newsletter, and some aspects of networking (within the Commission – see above).

In addition to a full-time Commission nominee, the EUCPN Secretariat should be further strengthened by asking Member States to provide a person on secondment as a national expert. In our view, to perform the desired functions, the EUCPN Secretariat should have a second person working for it on a full-time basis. We would see the role of this person as being to help organise the proposed seminar programme, the pool of experts, networking between Member States, and information and research functions. A person coming from an EU Member State with a professional background in the crime prevention field would be well-suited to this role and, in particular, better placed than a Commission official to proactively coordinate networking between national crime prevention decision-makers and practitioners.

An alternative to relying on the Commission and/or Member States to provide the EUCPN secretariat function might be to contract out some tasks to a service provider (e.g. an NGO, research organisation or perhaps a private sector organisation with expertise in the crime prevention field).[43] However, the 2001 Council Decision would almost certainly have to be amended to make this possible.

The Commission should be mainly responsible for meeting the costs of the strengthened Secretariat but Member States should be asked to contribute. Article 5(6) of the 2001 Council Decision states that the 'Network Secretariat and its activities shall be financed from the general budget of the European Union'. However, Member States should also contribute through the provision of a national expert whose costs could, if necessary, be defrayed by asking other Member States to share the financial burden. In effect, having a national expert involved in providing EUCPN Secretariat functions would be no more than reverting back to an arrangement that worked well in the 2002-06 period. But if other recommendations are accepted, the financial burden would also be reduced because Member States would no longer have responsibility for organising Board meetings.

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[43] This approach has, for example, been allowed for in the 2008 Council Decision setting up the European Migration Network. As noted in Section 3, Article 6 of the Decision states that 'For the organisation of the work of the EMN, the Commission shall be assisted by a service provider selected on the basis of a procurement procedure'.

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As noted in the report, under the 2001 Council Decision the Commission has the responsibility for providing the EUCPN Secretariat and financing its activities. An alternative arrangement, if it is not possible for the Commission to strengthen the Secretariat in the way suggested above, at least by providing an official to work full-time on EUCPN affairs, would be for the Secretariat function to be transferred to Member States (assuming they are willing to take it on). However, ideally, this function should be a joint undertaking.

(e) Standing Committees

The EUCPN's Programme (PC) should be given a wider brief and reflecting this, converted into an Executive Committee that supports the Board. The PC has a very limited (but nevertheless important) function at present focusing on preparing the EUCPN's annual programme of work. Feedback from the evaluation suggests that this function has been performed well. If earlier recommendations on the role of the EUCPN Board are accepted, with in particular a stronger focus on performing a strategic role and perhaps holding fewer meetings, then more 'routine' business could be transferred to an Executive Committee. Similarly, if the EUCPN Board chairperson is elected by its members as recommended earlier, then the rotation principle could nevertheless be preserved in the Executive Committee by continuing to adopt the PC's rotating approach to electing at least some of the members. Other rules (e.g. on the membership) currently applying to the PC could also be retained. The Executive Committee would effectively take over the role of the current Steering Group.

The Research and Validation Committee (RVC) should be disbanded. Feedback from the evaluation indicates that it has not performed in line with expectations, partly because its members do not have the time to devote to (unpaid) EUCPN research activities and partly because research priorities have always been unclear. The role played by the EUCPN's Research Officer has been useful but largely unconnected with the activities of the RVB and also somewhat unfocused. For these and other reasons, we recommend that the RVB is disbanded.

Once the present contract comes to an end, we recommend that the EUCPN Research Officer function should be taken on by the (expanded) Secretariat. As argued earlier, the EUCPN should focus on using and disseminating the research undertaken by others (universities, etc), i.e. an information function, rather than being an active producer of research itself. The Research Officer would have a role in supporting the EUCPN's proposed seminar programme and any limited research associated with it (see earlier). But otherwise, the main function would be to coordinate the relationship between the EUCPN and crime prevention researchers.

A key function of the Secretariat/Research Officer should be to help strengthen the EUCPN's relationship with the wider research community. In particular, the possibility of developing a closer relationship with the European

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Society of Criminology should be investigated, as well as ensuring that the (expanded) network of EUCPN Contact Points includes a contact in each Member State in relevant research bodies. Consideration might also be given to working with partners to develop a successor to the CRIMPREV project when it comes to an end in July 2009.

In time, the option of setting up a 'scientific committee' or 'expert college', with a both academics and practitioners as members, might be considered to advise the EUCPN and DG JLS. This body would have as its primary purpose the development of strategic ideas and the identification of gaps in knowledge that might then be researched elsewhere through a variety of bodies and funding programmes. Much of the business might be conducted on a virtual basis. It could also have an advisory role in relation to DG JLS and other parts of the Commission responsible for programmes that are relevant to crime prevention. Unlike the RVC it would have a larger and more open membership, and its function would be strictly advisory with no role itself in undertaking research and validation tasks.[44]

(f) Funding Issues

Assuming the EUCPN is developed as an EU network, some core funding should be provided to cover overheads. This would enable the EUCPN to develop more quickly and to achieve better results. Ideally, core funding should be used to cover not only the costs of the secretariat and other operating costs but also to give some scope for supporting other activities (e.g. projects directly promoted by the EUCPN, development of the website). The need for core funding was also highlighted in the 2004 evaluation. As argued earlier, EU funding for this purpose would most probably depend on the EUCPN being given a legal personality and this is only likely to be a realistic prospect in a post-Lisbon Treaty environment. However, other possibilities may exist.[45] Member States should also be encouraged to contribute financially to the EUCPN's core costs, either in cash or kind. At the same time, the EUCPN should seek to make best use of EU programmes to support projects and other activities.[46]

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[44] There are precedents on which this model might be based (the UK Economic and Social Research Council, for instance, operates a similar kind of model for its research funding programmes).

[45] For example, Article 11 of the Council Decision setting up the European Migration Network stipulates that the budgetary resources allocated to the actions provided for in the Decision shall be entered in the annual appropriations of the EU general budget.

[46] Another possibility is for the EUCPN to raise funding from other sources in a similar way to entities such as EFUS and the European Forum for Restorative Justice, i.e. from membership subscriptions. However, the experience of these and other organisations is that membership subscriptions alone are not sufficient to cover anything other than basic operating costs.

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Better use should be made of EU programmes and funding to support EUCPN crime prevention projects. As noted earlier, during the 2007-13 period, the Framework Programme 'Security and Safeguarding Liberties' is providing significant levels of funding for projects for the 'Prevention of and Fight Against Crime' (Title VI) and related fields such as criminal justice.

The EUCPN should develop a role of advising organisations from the Member States on applications for funding. As suggested earlier, this should be one of the EUCPN Secretariat's key functions. The EUCPN could also provide an input to the Commission's appraisal process although these two functions could not of course be combined in relation to the same projects. Last but not least, the Framework Programme could be an important source of funding for activities directly supported by the EUCPN itself (e.g. the proposed seminar programme, research projects). Greater use of EU programme funding would reduce the need for the EUCPN to have its own budget.

5.4 Next Steps and Draft Action Plan

Assuming the main recommendations from this evaluation are accepted, the EUCPN Board should set up a working group to take the ideas forward. A suggested Action Plan is provided at the end of this section summarising the key recommendations, suggested prioritisation, lead roles and timescales. Some actions (e.g. relating to the EUCPN organisation) could be implemented quite quickly and certainly during the course of 2009. Others (e.g. relating to the development of networking) are of a more ongoing and longer-term nature.

In addition to the specific changes that have been recommended, there is a need to decide whether the 2001 Council Decision should be revised. Possible amendments are highlighted in the table on the next page. It could be that there are other ways of introducing changes and it is not necessary to revise the Council Decision. On the other hand, the adoption of a new Council Decision could be helpful in symbolising a 're-launch' of the EUCPN.

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Possible Amendments to the 2001 Council Decision

Article/paragraph	Possible amendments
Contact Points: 'Each Member State shall designate not more than three contact points'. (Article 2.2).	Amend text of Article 2.2 to remove the limit on the number of contact points permitted per Member State. Consider deleting Article 2.6.
National Focal Points: Article 2.3 should include provision for the EUCPN's proposed National Focal Points and define their role.	Amend text to read: 'These contact points shall include at least one representative from the national authorities …who shall be designated the National Focal Point (NFP). The responsibilities of the NFPs shall include...'
EUCPN tasks: there is scope to rationale the current list of tasks set out in Article 3 of the Decision. At present there is a considerable amount of overlap.	Articles 3.2 (c), (d) and (e) could be deleted if minor amendments were made to (a) and (b) to include references to research, conferences, etc. An alternative approach would be to adopt the classification of tasks set out at the beginning of Section 5.3.1 in this report.
Target audiences: the Council Decision should define the EUCPN's target audiences.	Add to Article 3 (or elsewhere, e.g. Article 1) a definition of the EUCPN target audiences (see report for suggested definitions).
National Representatives: 'The Network national representatives shall decide on the Network's annual programme including a financial plan, etc' (Article 5.4).	Article 5.4 should be expanded to provide a more detailed description of the responsibilities of National Representatives (see report for suggested definition of key tasks).
EUCPN Chairmanship: 'The Network national representatives' meeting shall be chaired by the representative of the Member State which is holding the Presidency of the Council at the time. They shall meet at least once during each Presidency. (Article 5.4).	Amend text to eliminate the link between the chairmanship of the EUCPN Board and Presidency of the Council. Replace this with: 'National Representatives shall elect their chairman by a majority vote for a renewable one-year term'. Indicate that Brussels will be the venue for EUCPN meetings unless otherwise agreed.
EUCPN funding: at present Article 5.6 only relates to the 'Secretariat and its activities'. Flexibility should exist to support other activities.	Amend Article 5.6 to read 'The Network Secretariat and *agreed EUCPN* activities shall be financed from the general budget of the European Union.
Secretariat: 'The Secretariat for the Network shall be provided by the Commission'. (Article 5.5).	Amend text to make it clear that Member States are asked to provide a national expert to help run the Secretariat. Also create the flexibility of being able to use a service provider for some/all Secretariat tasks. Amend Article 5.7 to include additional functions (see report).

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Draft Action Plan

Key: ● High priority/within 6 months   ●● Medium term priority/6-12 months   ●●● Longer term/on-going priority/12 months +

	Key Activities	Actions/Lead role (s)	Priority
1.	**Exchange, evaluation and dissemination of best practice and information**		
1.1	The EUCPN should further develop the sharing of know-how and networking generally at a European level by introducing a seminar programme.	Secretariat with support of Commission and National Representatives	●●●
1.2	Another outcome of the proposed seminar programme could be to establish a working groups focusing on a particular crime prevention theme that brings together key players to explore issues in more detail.	Those involved in the seminars. Board approval would be needed. The Board might also decide to set up a working group on a particular topic.	●●●
1.3	The EUCPN's website and the EUCPN newsletter should be further developed as tools for disseminating information and promoting networking.	Web Management Team/Secretariat supported by proposed National Focal Points	●●●
1.4	In the research field, the EUCPN should seek to influence the research agenda in Europe, and to use and disseminate the results (i.e. an information function) rather than being an active producer of research itself.	Secretariat/Research Officer with support from National Representatives, Commission and Member States. See separate recommendations below.	●●●
1.5	The BPC conferences and ECPA should be made more known and a transparent regular jury should be appointed.	For 2009, Swedish Presidency in consultation with EUCPN Board	●●
1.6	The EUCPN should seek to improve the quality and availability of information on crime prevention projects by developing EU and national databases on projects (whether part of the Work Programme or undertaken by others).	Secretariat, National Focal Points and Contact Points/proposed National Focal Points	●●
1.7	More of the good practice and other information made available by the EUCPN on crime prevention should be translated into languages other than English.	National Representatives to consult with Member States over priorities/translation	●
2.	**Contributing to local, national and European developments on crime prevention**		
2.1	Steps should be taken to improve the EUCPN's capacity to reach key target groups and to develop the network generally at a national and European level.	National Representatives should take the lead at a national level with EUCPN support.	●●●
2.2	The EUCPN's should play a more proactive role in helping to define crime prevention priorities at an EU level, especially in a post-Lisbon Treaty context.	Board with support of National Representatives to ensure that priorities reflect Member State interests.	●●●

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2.4	The EUCPN should set up pool of experts that can be used to help Member States to develop their crime prevention strategies and schemes.	Secretariat with active input of National Representatives/proposed National Focal Points.	●●●
2.5	Within the Commission, the EUCPN should help promote more effective networking across DGs/policy areas on crime prevention.	Commission with support from the EUCPN Secretariat.	●●
3.	**Cooperation with third countries and governmental, international and non-governmental organisations**		
3.1	The EUCPN should seek to strengthen operational joint working with other European agencies/networks (e.g. EFUS, IOJJ, European Forum for Restorative Justice, EU agencies) and civil society.	EUCPN Board and Secretariat (assuming it has required human resources).	●●●
3.2	Closer collaboration with other organisations and networks should, amongst other things, be aimed at helping the EUCPN to reach target audiences and increase its influence on policy-makers.	EUCPN Board and Secretariat (assuming it has required human resources).	●●●
4.	**EUCPN Target groups**		
4.1	Target groups - and what the EUCPN is seeking to achieve in relation to each target group - should be more clearly defined.	EUCPN Board, based on proposals in this report that are reviewed by the Secretariat and PC.	●●●
4.2	Better coordination and network should be developed within the Commission across DGs/policy areas on crime prevention – inter-service meeting should be held.	Secretariat with support from DG JLS	●●
5.	**EUCPN Organisation**	**Actions/Lead role (s)**	**Priority**
5.1	More emphasis should be placed on the role of the Board in helping to define EU crime prevention priorities and how the EUCPN can help advance them.	EUCPN Board/National Representatives with Secretariat support.	●●●
5.2	The EUCPN Board should elect its own chairperson rather than continuing with the current rotation practice.	Board to decide and, if agreed, elect chair for 2010	●●●
5.3	There should be a fixed venue for most of the EUCPN Board meetings.	Board and Commission (assuming Brussels is the fixed location)	●●●
5.4	The role of the National Representatives should be more clearly defined.	Proposed working group/Board	●●●
5.5	A priority for the National Representatives and their national partners – supported by the EUCPN – should be to strengthen the networks and a national and sub-national level in the crime prevention field in a view to better coordination and exchange of information	National Representatives/Member States and in longer term (if approved) National Focal Points. On going throughout 2009/10.	●●●

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5.6	The EUCPN's Secretariat should be strengthened and its functions extended beyond its current role with a clear definition of its role.	Proposed working group/Commission and Member States.	●●●
5.7	Assuming the EUCPN is developed as an EU network, some core funding should ideally be provided to cover overheads	Commission and Member States (possibly including contributions in kind)	●●
5.8	Better use should be made of EU programmes and funding to support EUCPN crime prevention projects.	Secretariat supported by Commission and proposed National Focal Points	●●
5.9	The Programme (PC) should be given a wider brief and reflecting this, converted into an Executive Committee that supports the Board.	Proposed working group/Board and PC. Should first meet in second half of 2009.	●●
5.10	The Research and Validation Committee (RVC) should be disbanded.	Proposed working group/Board and RVC. Should take effect from mid 2009.	●●
5.11	A key function of the Secretariat/Research Officer should be to help strengthen the EUCPN's relationship with the wider research community.	Proposed working group/Board and RVC. Should take effect from mid 2009.	●●
5.12	Consideration should be given to setting up a EUCPN National Focal Point in each EU Member State.	Board and Member States. Decide by end of 2009 with first NFPs being in place during early 2010.	●●
5.13	The network of EUCPN Contact Points should be expanded and their role clarified.	Board and Member States. On going throughout 2009/10.	●●

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Full Survey Analysis

National Representatives Survey

1. **Please comment on the following EUCPN aims. How important are these aims?** (response options: 1=very important to 5=not important). **How successful has the EUCPN been since 2001 in addressing these aims** (response options: 1=very successful to 5=not successful at all).

Aims	Importance / Success	Very		Quite		Medium		A little	
		№	%	№	%	№	%	№	%
Identifying good practices in crime prevention and sharing knowledge and experience gained between Member States	Importance of aim	22	81.5	4	14.8	0	0.0	1	3.7
	Success toward achieving aim	4	14.8	10	37.0	7	25.9	2	7.4
Improving the exchange of ideas and information within the Network	Importance of aim	20	74.1	4	14.8	3	11.1	0	0.0
	Success toward achieving aim	5	18.5	10	37.0	6	22.2	2	7.4
Developing contacts and facilitating cooperation between Member States	Importance of aim	16	59.3	8	29.6	2	7.4	1	3.7
	Success toward achieving aim	8	29.6	7	25.9	7	25.9	1	3.7
Contributing to the development of local and national strategies on crime prevention	Importance of aim	11	40.7	8	29.6	5	18.5	3	11.1
	Success toward achieving aim	0	0.0	9	33.3	5	18.5	9	33.3
Promoting crime prevention activities by organising meetings, seminars and conferences	Importance of aim	14	51.9	10	37.0	3	11.1	0	0.0
	Success toward achieving aim	4	14.8	12	44.4	6	22.2	1	3.7

2. To what extent has the EUCPN had a positive impact in your country? **Please indicate the extent to which you agree or disagree with the following statements** (in each case the response options are: 1. Agree completely, 2. Agree somewhat, 3. Neither agree nor disagree, 4. Disagree somewhat, 5. Disagree completely, 6. Don't know):

Statement	Agree completely		Agree somewhat		Neither agree nor disagree		Disagree somewhat		Disagree completely		Don't know	
	№	%	№	%	№	%	№	%	№	%	№	%
The EUCPN's activities have contributed to the development and implementation of the national strategy on crime prevention in my country.	2	7.4	5	18.5	9	33.3	5	18.5	6	22.2	0	0.0
The EUCPN's activities have contributed to the development and implementation of local/regional strategies on crime prevention in my country.	2	7.4	6	22.2	7	25.9	4	14.8	6	22.2	1	3.7
The dissemination of good practices by the EUCPN has helped to improve crime prevention practices in my country.	7	25.9	10	37.0	5	18.5	1	3.7	3	11.1	1	3.7
The EUCPN has helped to ensure that contacts and information are shared with organisations in the field of crime prevention from other Member States.	8	29.6	10	37.0	7	25.9	1	3.7	1	3.7	0	0.0

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3.   Overall, how would you rate the contribution of the EUCPN to the promotion of crime prevention in (a) your country; and (b) at a European level? Please indicate the extent of the contribution where 1=very high contribution and 5=no contribution at all).

	Very high contribution		Quite high contribution		Some contribution		A little contribution		No contribution at all		No response	
	№	%	№	%	№	%	№	%	№	%	№	%
In your country	2	7.4	6	22.2	10	37.0	7	25.9	2	7.4	0	0.0
At a European level	3	11.1	10	37.0	6	22.2	7	25.9	0	0.0	1	3.7

4.   Please rate the effectiveness of different activities undertaken by the EUCPN in promoting European cooperation on crime prevention (in each case where 1=very effective and 5 = not effective at all).

Activity	Very effective		Quite effective		Somewhat effective		Not very effective		Not effective at all		No response	
	№	%	№	%	№	%	№	%	№	%	№	%
Projects included in the EUCPN Work Programme	1	3.7	10	37.0	10	37.0	4	14.8	0	0.0	2	7.4
Research included in the EUCPN Work Programme	0	0.0	5	18.5	11	40.7	6	22.2	3	11.1	2	7.4
Networking carried out within the EUCPN	5	18.5	15	55.6	6	22.2	1	3.7	0	0.0	0	0.0
EUCPN seminars, conferences and other events	9	33.3	12	44.4	3	11.1	2	7.4	0	0.0	1	3.7
Information dissemination through the EUCPN website	8	29.6	12	44.4	4	14.8	3	11.1	0	0.0	0	0.0

5.   Please give your opinion on the following questions. 1. More frequent 2. Stay the same (change every 6 months in accordance with the EU Presidency) 3. Less frequent (change every 1-2 years) 4. Much less frequent (change every 2-4 years)

	More frequent		Stay the same		Less frequent		Much less frequent		No response	
	№	%	№	%	№	%	№	%	№	%
Rotation of the Presidency should be:	0	0.0	14	51.9	8	29.6	5	18.5	0	0.0
Rotation in the Programme Committee should be:	0	0.0	7	25.9	17	63.0	3	11.1	0	0.0
Rotation in the Research and Validation Committee should be:	0	0.0	4	14.8	13	48.1	8	29.6	2	7.4

6. Is the current composition of the Board appropriate in your view?

	№	%
Yes	22	81.5
No	2	7.4
Don't know / no response	3	11.1
Total	27	100.0

Full Survey Analysis

7.   Is there sufficient engagement of local and regional institutions in the EUCPN's activities?

	№	%
Yes	4	14.8
No	13	48.1
Don't know / no response	10	37.0
Total	27	100.0

8.   Should the EUCPN have its own budget to support the development of its activities?

	№	%
Yes	24	88.9
No	2	7.4
Don't know / no response	1	3.7
Total	27	100.0

9.   If yes to above, how should the budget be financed?

	№	%
By the European Commission	16	66.7
By Member States	0	0.0
By a combination of the Commission and Member States	8	33.3
Total	24	100.0

10. How important to national crime prevention efforts, in your view is collaboration at a European level?

	№	%
Very important	14	51.9
Quite important	8	29.6
Somewhat important	4	14.8
A little important	1	3.7
Not important at all	0	0.0
Total	27	100.0

Full Survey Analysis

11. Looking ahead, what should the EUCPN mainly focus on (response options 1=very important to 5=not important at all).

	Very important		Quite important		Somewhat important		Not very important		Not important at all		No response	
	№	%	№	%	№	%	№	%	№	%	№	%
Networking, development of contacts and cooperation	17	63.0	9	33.3	1	3.7	0	0.0	0	0.0	0	0.0
Identifying good practices and sharing knowledge	20	74.1	6	22.2	1	3.7	0	0.0	0	0.0	0	0.0
Improving the exchange of ideas and information	19	70.4	5	18.5	2	7.4	0	0.0	0	0.0	1	3.7
Promoting crime prevention activities	17	63.0	6	22.2	4	14.8	0	0.0	0	0.0	0	0.0
Accumulating and evaluating information on crime prevention activities	14	51.9	8	29.6	4	14.8	1	3.7	0	0.0	0	0.0
Development of local and national strategies on crime prevention	13	48.1	3	11.1	6	22.2	3	11.1	2	7.4	0	0.0

12. Who should be the main target groups of EUCPN's activities? Please rank each option from 1 (very important) to 5 (not important at all)

	Very important		Quite important		Somewhat important		Not very important		Not important at all	
	№	%	№	%	№	%	№	%	№	%
Policy makers	18	66.7	7	25.9	2	7.4	0	0.0	0	0.0
Crime prevention practitioners	17	63.0	6	22.2	3	11.1	1	3.7	0	0.0
Academics	8	29.6	10	37.0	7	25.9	0	0.0	2	7.4
NGOs	5	18.5	9	33.3	7	25.9	3	11.1	3	11.1
Media	3	11.1	5	18.5	11	40.7	5	18.5	3	11.1
General public	2	7.4	6	22.2	9	33.3	7	25.9	3	11.1
European institutions	10	37.0	7	25.9	7	25.9	2	7.4	1	3.7
Organisations at the national level	7	25.9	16	59.3	4	14.8	0	0.0	0	0.0
Organisations at the local/regional level	6	22.2	12	44.4	8	29.6	1	3.7	0	0.0

What areas of crime prevention should European cooperation through the EUCPN focus on in the future? (response options 1=very important to 5=not important at all).

	Very important		Quite important		Somewhat important		Not very important		Not important at all		No response	
	№	%	№	%	№	%	№	%	№	%	№	%
General crime prevention	18	66.7	4	14.8	0	0.0	0	0.0	0	0.0	5	18.5
Alcohol-related crime	7	25.9	11	40.7	3	11.1	1	3.7	0	0.0	5	18.5
Drug-related crime	11	40.7	7	25.9	3	11.1	2	7.4	0	0.0	4	14.8
Corruption	3	11.1	6	22.2	5	18.5	5	18.5	3	11.1	5	18.5
Domestic Violence	10	37.0	5	18.5	7	25.9	0	0.0	1	3.7	4	14.8
Internet crime	9	33.3	10	37.0	3	11.1	1	3.7	0	0.0	4	14.8
Persistent/Prolific Offenders	9	33.3	7	25.9	5	18.5	1	3.7	0	0.0	5	18.5
exploitation	5	18.5	7	25.9	4	14.8	4	14.8	3	11.1	4	14.8
Public perceptions of safety	11	40.7	7	25.9	4	14.8	1	3.7	0	0.0	4	14.8
Robbery/Mugging	7	25.9	8	29.6	6	22.2	0	0.0	1	3.7	5	18.5
Sexual crime	4	14.8	8	29.6	9	33.3	0	0.0	1	3.7	5	18.5
Vehicle crime	4	14.8	7	25.9	7	25.9	3	11.1	2	7.4	4	14.8
Violent crime	11	40.7	8	29.6	2	7.4	1	3.7	0	0.0	5	18.5
Youth crime	15	55.6	6	22.2	0	0.0	1	3.7	1	3.7	4	14.8
Organised crime	4	14.8	3	11.1	5	18.5	5	18.5	5	18.5	5	18.5
Terrorism	1	3.7	5	18.5	3	11.1	5	18.5	7	25.9	6	22.2

Full Survey Analysis

B

General Survey

1. Analysis of Respondents by type of organisation

Organisation	№	%
National authority	57	44.9
University, educational or research institution	34	26.8
Crime prevention organisation or agency	15	11.8
NGO	9	7.1
European institution	3	2.4
Other international or intergovernmental organisation	9	7.1
Total	**127**	**100.0**

2. Analysis of Respondents by type of organisation

Country	№	%
International	3	2.4
Austria	1	0.8
Belgium	4	3.1
Cyprus	2	1.6
Czech Republic	8	6.3
Denmark	4	3.1
Estonia	1	0.8
Finland	4	3.1
France	2	1.6
Germany	1	0.8
Greece	4	3.1
Hungary	2	1.6
Ireland	1	0.8
Italy	6	4.7
Poland	51	40.2
Portugal	1	0.8
Romania	3	2.4
Slovakia	1	0.8
Slovenia	2	1.6
Sweden	4	3.1
UK	22	17.3
Total	**127**	**100.0**

3. Overall, how familiar are you with the EUCPN and its activities?

Options	№	%
Very familiar	16	12.6
Quite familiar	43	33.9
Somewhat familiar	1	0.8
A little familiar	2	1.6
Not familiar at all	65	51.2
Total	**127**	**100.0**

Full Survey Analysis

4. How have you been involved in the EUCPN's activities? Please tick the boxes that apply. Where relevant, please also indicate how useful these activities have been to your organisation?

Activity	Very useful		Quite useful		Somewhat useful		A little useful		Not useful at all		Not used / not involved		No response	
	№	%	№	%	№	%	№	%	№	%	№	%	№	%
I have visited the EUCPN website	13	10.2	23	18.1	16	12.6	2	1.6	1	0.8	5	3.9	67	52.8
I have used the information produced by the EUCPN	9	7.1	22	17.3	15	11.8	2	1.6	1	0.8	11	8.7	67	52.8
I have taken part in EUCPN seminars, conferences/other event(s)	5	3.9	19	15.0	9	7.1	2	1.6	2	1.6	23	18.1	67	52.8
I have used the EUCPN network to identify contacts in other countries	4	3.1	14	11.0	10	7.9	5	3.9	2	1.6	25	19.7	67	52.8
I have been involved in a EUCPN supported project	1	0.8	5	3.9	6	4.7	1	0.8	5	3.9	42	33.1	67	52.8
I have been involved in EUCPN supported research	0	0.0	3	2.4	3	2.4	2	1.6	5	3.9	47	37.0	67	52.8

5. Overall, how helpful is the EUCPN to you/your organisation? Please indicate the extent to which you agree with the following statements (where 1=Agree completely; 5=Disagree completely)?

Statement	Agree completely		Agree partially		Neither agree or disagree		Disagree partially		Disagree completely		Don't know		No response	
	№	%	№	%	№	%	№	%	№	%	№	%	№	%
The EUCPN is a very useful source of information on crime prevention in Europe	18	14.2	22	17.3	9	7.1	3	2.4	2	1.6	3	2.4	70	55.1
The EUCPN plays a very effective role in identifying and disseminating good practices on crime prevention	13	10.2	23	18.1	12	9.4	3	2.4	3	2.4	3	2.4	70	55.1
The EUCPN has been effective in promoting networking and my understanding of crime prevention methods/strategies in other Member States	11	8.7	16	12.6	17	13.4	8	6.3	2	1.6	3	2.4	70	55.1
The EUCPN has been useful in other ways	5	3.9	6	4.7	6	4.7	2	1.6	2	1.6	36	28.3	70	55.1

6. Looking beyond your organisation, to what extent has the EUCPN had a positive impact on crime prevention in your country? Please indicate the extent to which you agree or disagree with the following statements (where 1=Agree completely; 5=Disagree completely)?

Statement	Agree completely		Agree partially		Neither agree or disagree		Disagree partially		Disagree completely		Don't know		No response	
	№	%	№	%	№	%	№	%	№	%	№	%	№	%
The EUCPN has contributed to the development and implementation of the national strategy on crime prevention in my country.	5	3.9	17	13.4	13	10.2	7	5.5	4	3.1	12	9.4	69	54.3
The EUCPN has contributed to the development and implementation of local/regional strategies on crime prevention in my country.	3	2.4	17	13.4	17	13.4	5	3.9	6	4.7	9	7.1	70	55.1
The dissemination of good practices by the EUCPN has informed crime prevention practices in my country.	6	4.7	28	22.0	8	6.3	7	5.5	2	1.6	7	5.5	69	54.3
The EUCPN has helped to ensure that contacts and information are shared with organisations in the field of crime prevention from other Member States.	7	5.5	32	25.2	7	5.5	3	2.4	2	1.6	7	5.5	69	54.3

Full Survey Analysis

7. Overall, how would you rate the contribution of the EUCPN to the promotion of crime prevention in (a) your country; and (b) at a European level? Please indicate the extent of the contribution where 1=very high contribution and 5=no contribution at all.

	Very high contribution		Fairly high contribution		Some contribution		Only a little contribution		No contribution at all		No response	
	№	%	№	%	№	%	№	%	№	%	№	%
In your country	3	2.4	14	11.0	22	17.3	12	9.4	1	0.8	75	59.1
At a European level	6	4.7	14	11.0	27	21.3	5	3.9	1	0.8	74	58.3

8. Looking ahead, how important in your view will collaboration at a European level be in the future to promoting national crime prevention?

Options	№	%
Very important	51	40.2
Quite important	28	22.0
Somewhat important	17	13.4
A little important	3	2.4
Not important at all	3	2.4
No response	25	19.7
Total	127	100.0

9. Who should be the main target groups of the EUCPN's activities? Please rank each option from 1 (very important) to 5 (not important at all):

Target group	Very important		Quite important		Somewhat important		A little important		Not important at all		No response	
	№	%	№	%	№	%	№	%	№	%	№	%
National authorities and policy makers	63	66.3	20	21.1	6	6.3	2	2.1	4	4.2	32	33.7
Crime prevention practitioners	51	52.0	33	33.7	10	10.2	2	2.0	2	2.0	29	29.6
Academics	29	30.9	32	34.0	27	28.7	5	5.3	1	1.1	33	35.1
NGOs	21	22.8	48	52.2	20	21.7	2	2.2	1	1.1	35	38.0
Media	25	26.9	39	41.9	17	18.3	9	9.7	3	3.2	34	36.6
General public	18	19.6	34	37.0	24	26.1	13	14.1	3	3.3	35	38.0
European institutions and decision-makers	51	55.4	20	21.7	12	13.0	8	8.7	1	1.1	35	38.0
Other organisations at the national level	12	20.0	18	30.0	19	31.7	6	10.0	5	8.3	67	111.7
Organisations at the local/regional level	27	31.0	30	34.5	20	23.0	6	6.9	4	4.6	40	46.0

10. What areas of crime prevention should European cooperation through the EUCPN focus on in the future? Please rank each option from 1 (very important) to 5 (not important at all)?

Full Survey Analysis

Options	Very important		Quite important		Somewhat important		A little important		Not important at all		No response	
	№	%	№	%	№	%	№	%	№	%	№	%
General crime prevention	54	60.0	27	30.0	6	6.7	2	2.2	1	1.1	37	41.1
Alcohol-related crime	31	33.7	27	29.3	25	27.2	8	8.7	1	1.1	35	38.0
Drug-related crime	43	46.2	25	26.9	21	22.6	3	3.2	1	1.1	34	36.6
Corruption	30	33.3	29	32.2	22	24.4	8	8.9	1	1.1	37	41.1
Domestic Violence	35	38.5	36	39.6	16	17.6	1	1.1	3	3.3	36	39.6
Internet crime	37	41.6	31	34.8	18	20.2	3	3.4	0	0.0	38	42.7
Persistent/Prolific Offenders	12	13.6	31	35.2	32	36.4	11	12.5	2	2.3	39	44.3
exploitation	45	50.0	22	24.4	20	22.2	2	2.2	1	1.1	37	41.1
Public perceptions of safety	43	45.7	22	23.4	26	27.7	2	2.1	1	1.1	33	35.1
Robbery/Mugging	18	20.2	32	36.0	31	34.8	8	9.0	0	0.0	38	42.7
Sexual crime	30	32.6	25	27.2	31	33.7	5	5.4	1	1.1	35	38.0
Vehicle crime	17	18.7	38	41.8	25	27.5	11	12.1	0	0.0	36	39.6
Violent crime	31	33.7	39	42.4	17	18.5	3	3.3	2	2.2	35	38.0
Youth crime	51	54.8	25	26.9	12	12.9	5	5.4	0	0.0	34	36.6
Organised crime	35	38.5	23	25.3	25	27.5	5	5.5	3	3.3	36	39.6
Terrorism	43	45.3	22	23.2	21	22.1	5	5.3	4	4.2	32	33.7