1. Introduction:

The Informal Network of contact points on the administrative approach to prevent and disrupt organised crime was established through the adoption of the Council Conclusions on the fight against crimes committed by mobile (itinerant) criminal groups placed on the agenda by the Belgian Presidency in 2010.

During the Hungarian Presidency in the first half of 2011 an EU handbook entitled complementary approaches and actions to prevent and combat organised crime - a collection of good practice examples from EU Member States was drafted, published and circulated throughout the EU, via the Informal Network.

Furthermore, under the Polish Presidency in the second half of 2011, it was agreed that the Informal Network should broaden its focus to include all areas of organised crime, as it was recognised that administrative measures could usefully be applied against wide ranging crime threats, not only against mobile criminal groups. It was further proposed at this time for the Informal Network:

- to promote the concept of administrative measures
- to assess possibilities for strengthening the exchange of information between administrative bodies and traditional law enforcement organisations in EU Member States, making use of existing instruments for international exchange of information and taking into account limitations stemming from national legislation
- to encourage sharing of best practice
- to propose new initiatives in developing administrative measures
- to report, via the Presidency of the Council, on the conclusions of its meetings to COSI and the competent Council working party (GENVAL)

In October 2012 COSI set objectives for the Informal Network based on the proposals above, which became the foundation of the first Work Programme 2012-2014, and requested an annual update on progress achieved.

During ensuing EU Presidencies a ‘Core Group’ of Member States and EU institutions has helped to deliver on these proposals and to develop and strengthen the role of the Informal Network. This work has included the development of the Europol Platform for Experts (EPE) Administrative Approach, and the drafting and publication of version two of the EU Handbook – complementary approaches and actions to prevent and disrupt organised crime.

---

1 Page 7, DOC 15875/10 GENVAL 19 ENFOPOL 314.
2 10899/11 (Limite), JAI 380, COSI 44, CRIMORG 77, ENFOPOL 179
3 13283/1/12 Rev 1
4 The Core Group is Belgium, Hungary, Italy, Netherlands, Poland, UK and the rotating EU Presidency; the European Commission, Eurojust, and Europol.
Then in September 2013 during the Lithuanian Presidency a detailed activity report relating to the endeavor of the Informal Network was presented to COSI. This report highlighted the work undertaken during 2013 and provided clarity on the activity to be undertaken during 2014. This work included for example, plans to further develop the EPE Administrative Approach, to promote the EU Handbook, to interact closely with those leading on several relevant ISEC funded projects, to continue to identify and share best practices in the use of administrative measures in Member States and to share the philosophy of the administrative approach with a variety of agencies and institutions across the EU championing the value of multi-agency, integrated approaches, to further disrupt and cut organised crime.

2. Work Programme 2015 -2017:
The first multi–annual Work Programme (2015-2017) for the Informal Network was drafted during the Italian Presidency and was presented to COSI on 9 December 2014.

The work undertaken during this period set out to build upon the results achieved under the Internal Security Strategy in action. This activity included:

- maintaining the Informal Network list of single points of contacts within Member States who are able to provide a gateway to knowledge and expertise relating to administrative measures and multidisciplinary approaches
- promoting the value of adopting administrative measures and multidisciplinary approaches to disrupt and prevent organised crime
- proposing new initiatives to use such measures and approaches to disrupt and prevent organised crime
- sharing best practices in using such measures and approaches across Europe
- translating the second edition of the EU Handbook on complementary approaches and actions to prevent and disrupt organised crime and sharing it widely with European MS
- developing the EPE Administrative Approach platform to support the work of the Informal Network and to share the philosophy of using administrative approaches to disrupt and prevent organised crime
- undertaking an ISEC funded study on 'the possibilities to exchange information between administrative bodies and traditional law enforcement organisations to apply administrative measures within EU Member States and at EU level’
- promoting and adopting the learning from the Belgian-led ISEC project centred on the City of Genk entitled ‘Administrative Approach to Organised Crime: Support European Local Authorities in Combating Local Outcomes of Organised Crime’

---

5 13498 /13 (Limite), JAI 776, COSI 108, GENVAL 55, ENFOPOL 287, ENFOCUSTOM 136
• promoting and adopting the learning from the UK-led ISEC project entitled Pol PRIMETT II, which is a policy-based private partnership, established to tackle metal theft across the EU
• identifying ways to improve the exchange of information between law enforcement and administrative authorities in the EU; making use of existing International legal instruments and channels while mindful of limitations due to national legislation
• exploring new outreach opportunities in different fora, e.g. EFUS, EUCPN, CEPOL to increase understanding of the value of using administrative measures and multidisciplinary approaches
• engaging with EMPACT drivers and co-drivers to ensure the principle of adopting administrative measures and multidisciplinary approaches is captured within MASPs and OAPs drafted under the policy cycle Priorities.
• delivering an international conference during the Dutch EU Presidency in March 2016 on the administrative approach entitled ‘Working apart together’
• presenting the Council conclusions on the Administrative Approach to fight and prevent serious organised crime (doc. 9935/16) during the Dutch EU Presidency in June 2016 including:
  o agreeing a definition for the Administrative Approach
  o outlining a Dutch proposal to use Administrative Approaches to tackle Outlaw Motor Cycle Gangs (OMCGs)
  o collaborating with EUCPN to provide a dedicated secretariat function for the EU Informal Network on the Administrative Approach in 2017
  o introducing the Benelux project ‘Tackling crime together’ and the follow-up; EU-Regional Information and Expertise Centre pilot initiative
• reporting on the activities of the Informal Network during 2015-2017 to GENVAL

3. Proposed initiatives 2018 - 2020:

The new multi-annual Work Programme (2018-2020) for the European Network on the Administrative Approach to tackle serious and organized crime (ENAA) sets out to build upon the results achieved under the previous Programme. The Network will also seek to influence and contribute to

• improving cooperation between the different administrative authorities within the EU (see Annex - point 6)
• engaging with the rotating EU Presidency as well as the European Commission to promote the Network’s work and ensure buy-in and strategic support at EU-level
• highlighting the value of adopting an administrative and multi-disciplinary approach within the actions agreed in the Multi-Annual Strategic Plans (MASPs) and the annual Operational Action Plans (OAPs) for each priority in the EU Policy Cycle for Organised and Serious International Crime
Stimulate Member States to improve the information position of administrative authorities, taking into account national legislation.

increasing administrative authorities’ understanding of the threat posed by organised crime and encourage them to fully engage with law enforcement and judicial services (see Annex 6)

proposing new initiatives to the JHA Council which aim to improve information exchange in the EU on using the administrative approach to prevent and disrupt organised crime and avert infiltration of the legitimate infrastructure at all levels (e.g. national, regional and local administrations) by organised crime.

The planned activity includes:

continuing to invest in promoting the development and use of administrative measures as part of a multidisciplinary/integrated approach by local and other administrative authorities in Member States to prevent persons involved in criminal activities from misusing legal infrastructure (see Annex - points 2, 3, 4, 6, 7, 8, 9)

drafting a Multi-Annual Strategy as a comprehensive basis for the time period after 2020, which defines the Network's goal, definitions, target groups and actions over the coming years

formalising the future development of the administrative approach, including embedding the role of Local Authorities within the Network (to be proposed and approved by the JHA Council)

developing the role and function of the Secretariat to maximise the resources to coordinate and promote the activities of the Network. This will include the development of an overarching communications strategy on the administrative approach

increasing the Network's reach by agreeing a new name to put it on a more formal footing and providing it with more recognisable branding

maintaining and updating the list of contact points for the Network, engaging closely with Member States, EU agencies and other bodies

refreshing the Terms of Reference of the ‘Core Group’ of participants in the full Network and develop a Rules of Procedure.

seeking to expand the Core Group with two or three other Member States

increasing membership, awareness and utility of the Europol Platform for Experts (EPE) Administrative Approach (see Annex -point 4)

drafting and publishing a third edition of the EU Handbook on complementary approaches and actions to prevent and disrupt organised crime. (see Annex - point 2)

following up on the EU Conference ‘Partners Against OMCG-related crime’, co-hosted by the Dutch Ministry of Justice & Security and Europol (2017)

promoting the role of local authorities in preventing crime following the final outcomes of the ISEC Project Genk.

derosing the recommendations of the integrated final report and strategic road map resulting from the ISEC Project “Administrative Approaches to Prevent and Tackle Crime – Legal possibilities and practical applications in 10 EU Member States” (2015)7.

---

assessing the value of sending questionnaires to the 18 MS that were not included in the initial 10 study visits conducted in the framework of the ISEC Project above.

continuing to engage with academic research to better understand the opportunities and obstacles regarding cross-border information exchange between administrative and law enforcement authorities. (see Annex – point 3)

liaising with the EUCPN over the further sharing of their EU toolbox with Member States to help increase awareness of administrative measures and disruption tools to prevent crime

considering the merits of developing a barrier model for local authorities to assist them to prevent and disrupt serious and organised crime (e.g. THB, OMCGs)(see Annex- point 6b)

supporting the EU Meusse Rhine initiative to create a structural cooperation between all relevant stakeholders in this region regarding the administrative approach to tackle OMCGs and other cross-border criminality (see Annex - point 6)

identifying risk sectors within the legal infrastructure which may benefit from a preventative strategy that includes adopting administrative approaches e.g. local departments dealing with licensing, planning, public procurement contracts or environmental health matters

4. Communications:

As indicated above the Secretariat will develop an overarching communications strategy to cover the three-year period. This will include:

proposing a new name for the Network to put it on a formal footing.

creating branding for the Network to make it more easily recognisable. (see Annex – point 8)

publishing marketing materials on the administrative approach, e.g. posters, leaflets, booklets, and PowerPoint presentations (see Annex - points 8, 9)

using appropriate publicly available websites to promote the administrative approach to local authorities, and municipalities

identifying outreach opportunities, to explain and cascade the concept, philosophy and benefits of using administrative approaches to new audiences. e.g. FRONTEX

finding new forums beyond law enforcement to engage with and exchange experience with, e.g. European Forum for Urban Security (Efus)

seeking opportunities to contribute to EU training courses and webinars, etc, to inform students about the value of using administrative approaches e.g. such as training delivered through CEPOL and EUROPOL

coordinating another meeting of European Regional Centres of Multidisciplinary, Integrated and Administrative Approach to prevent and fight Organized Crime (the first one took place on 15 October 2014 in The Hague, Netherlands).
5. Governance:

The Network will be organised and managed in the following manner:

- the Network consists of the 28 EU MS, the EU Commission, the Council Secretariat, EUROPOL, EUROJUST; the European Parliament and the EUCPN will also be invited to the meetings of the full Network
- the Network is co-chaired by the rotating EU Presidency and the EU Commission
- the EU Presidency, the Core Group of Member States and the EU Commission together with the Secretariat will prepare the meetings of the full Network
- a Secretariat has been established to support the work of the Network (including supporting the members of the ‘Core Group’)
- the full Network will meet at least once a year at EU Commission premises in Brussels
- the Core Group will meet 2-3 times per year, hosted by Europol or a willing Member State
- the Core Group of members of the full Network will meet to discuss and drive the agreed activity of the Network. In between meetings members will work together to complete assigned tasks
- travel and hotel expenses incurred by participants travelling to meetings of the full Network in Brussels will be reimbursed via a grant under the control of the Secretariat in accordance with internal financial rules
- the Network may set up other sub-groups to examine specific issues or lead on particular pieces of work
- the Chairperson may invite experts from outside the Network with specific competence in a relevant subject to participate in the work of the Network or a sub-group on an ad-hoc basis
- the Chairperson may invite official representatives of Member States, candidate countries, potential candidates or third countries and of international, inter-governmental and non-governmental organisations to participate in the meetings of the network as presenters, invited experts or as observers
- all members of the Network, presenters, invited experts and observers must comply with the obligations of professional secrecy laid down by the EU Treaties and their implementing rules and regulations
- the Network will report once a year to COSI on its activities and progress being made.
- Create a Rules of Procedure for the full Network
Annex: Tasks for the secretariat

1. support to the board and the core group of the Informal Network on the Administrative Approach in the implementation of the Work program 2018-2020 and the development of the first ever Multi-Annual Strategy
2. support the development of the EU handbook on the Administrative Approach
3. organise workshops with experts on the Administrative Approach
4. support the further development of the Europol Platform for Experts on the Administrative Approach
5. represent the Informal Network in meetings, working groups etc.
6. assist, where possible, in policy developments and national and cross border operational projects using Administrative Approach:
   a. give presentations/trainings in Member States
   b. develop or support the development of 2 additional barrier models
7. increase the knowledge on the Administrative Approach:
   a. develop and maintain a database with good practices
   b. make an analyses through a cartography methodology of the available good practices and update this analyses every 6 months
   c. organise academic meetings
8. develop a video to explain and promote the work of the informal network
9. maintain and update a webpage on the Administrative Approach

With financial support from the Prevention of and Fight against Crime Programme of the European Union
European Commission – Directorate-General Home Affairs