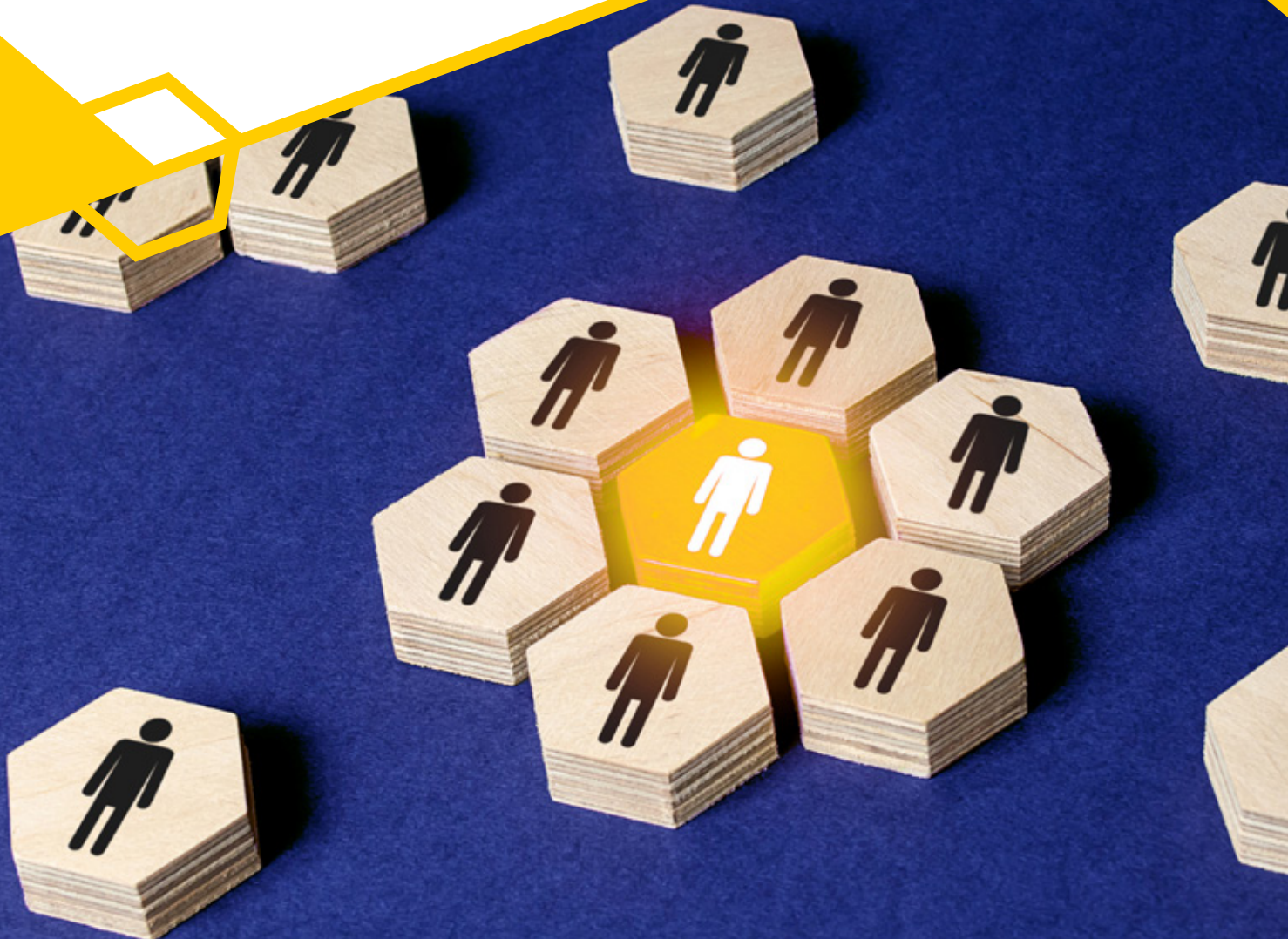


EUCPN
EUROPEAN CRIME PREVENTION NETWORK

Recommendation paper

Public-private partnerships in crime prevention:

CHALLENGES AND RECOMMENDATIONS





PPPs are becoming more prevalent within society, partly because they can take on various forms depending on the topic, objectives and level of engagement of the partners. Yet due to this variety in partnerships, the creation and continuation of PPPs are associated with a number of challenges.

Citation

EUCPN (2023).
Public-private partnerships
in crime prevention:
challenges and
recommendations.
Brussels: EUCPN.

Legal notice

The contents of this publication
do not necessarily reflect
the official opinion of any
EU Member State or any
agency or institution of the
European Union or European
Communities.

Authors/editors

Sarah Bosman, Research
Officer, EUCPN Secretariat.



Part of the project 'EUCPN Secretariat', August 2023, Brussels.
This paper was funded by the European Security Fund - Police

Table of contents

<u>Introduction</u>	4
<u>Partnership formation</u>	6
Aligning priorities and creating shared objectives	7
Building trust	9
<u>Partnership working</u>	10
Efficient partnership relations	12
Establishing continuity	13
Sharing (incompatible) information	15
<u>Partnership culture</u>	17
Partnership-oriented culture	18
European PPP opportunities	19
<u>Conclusion</u>	21
<u>Endnotes</u>	22

Introduction

Public-private partnerships (PPPs) are arrangements between public actor(s) (e.g. a government, a municipality or law enforcement units) and one or multiple private actors (e.g. small and/or large companies and businesses). This paper excludes partnerships with solely non-profit organisations, such as NGOs. Private actors are therefore categorised as for-profit associations.¹ Nevertheless, this does not diminish the valuable role non-profit organisations can fulfil in the creation and/or continuation of PPPs, as they often have relevant expertise and connections in the business world.

There is no set or generally recognised definition of PPPs as they can take on various forms, depending on their objectives, structure, area of focus, etc.² Still, they offer valuable alternatives for traditional public procurement projects as PPPs can provide additional funding and enable public and private expertise to be combined.³ Nonetheless, we must remain cautious not to frame every type of cooperation as a partnership. Various types of

alliances exist in which partners update each other, share information or sporadically organise an activity together. An effective PPP, on the other hand, takes the form of a durable collaboration in which all partners take on specific tasks in order to achieving shared and durable goals.

Here are the key messages regarding the implementation of PPPs in the field of crime prevention:



PPP FORMATION

- > **Aligning priorities towards shared objectives:** It is important to clearly define the purpose of the PPP beforehand, in order to establish shared goals and objectives that are workable for all of the partners involved.
- > **Building trust:** A lack of trust, due to existing prejudices, power imbalances or different values and norms, can be avoided through mutual assurance and a basic degree of reliance, for instance by holding regular face-to-face meetings in order to build professional relationships.

PPP WORKING



- > **Efficient partnership relations:** Effective cooperation can be generated by formally establishing clear working mechanisms and a system of communication within the partnership.
- > **Establishing continuity:** Clearly defining the roles, tasks and responsibilities of all partners will enhance the continuity and functioning of a PPP.
- > **Sharing (incompatible) data:** Tailored policy changes should aim to reduce legislative, organisational or technical barriers to data sharing channels.

PPP CULTURE



- > **Partnership-oriented culture:** policy instruments must enhance the standardisation and transparency of PPPs on both national and European level.

The main target group for this publication are policymakers on a local, national and European level. They are generally responsible for setting priorities, implementing legislation and initiating large-scale prevention measures. By increasing their focus on PPPs, more opportunities for cooperation with private partners can be created.



Partnership formation

There are various ways to form a PPP. One possibility is to follow the seven steps that make up the CLAIMED framework. CLAIMED (clarify, locate, alert, inform, motivate, empower and direct) aims to mobilise partners to become involved in crime prevention initiatives.⁴

The first step is to clarify the tasks and roles of all those involved. For example, a city wants to tackle car thefts in its area. Based on a prior analysis, it identified the need for citizen action to better protect their cars, combined with efforts by the city's urban planning department to tackle hotspots as well as support from manufacturers that create particular locks as an additional target hardening tool. Generally, such preparations are ideally executed by the responsible public partner, as they are often dealing with long-term policy objectives.⁵ Nevertheless, stakeholders such as unions, NGOs or key-representatives from the private sector can be consulted in these early stages in order to provide information.⁶

Secondly, the relevant partners need to be located. This entails finding manufacturers or security companies that produce effective locks or immobilisers and contacting residents' associations to reach at-risk car owners located in or near hotspots. On a practical level, the city council could organise a seminar or meeting by means of which they can present their plan and goals to various businesses. Subsequently, small-scale meetings can be planned to initiate a collaboration.⁷ Besides reaching out directly to the private sector, NGOs and civil society groups are in a strong position to contribute, as they often have connections with private partners that could help bring them to the table.⁸

When connecting with private partners, a risk assessment can facilitate the identification of suitable candidates. Risk assessments aim to assess which partners should be included or avoided and what they could contribute to the PPP. This may include an enquiry into the company's background, whether it is or has been linked to other partnerships, who would be a suitable point of contact to be engaged in the partnership, etc.⁹ An example can be found in PACI's (World Economic Forum's Partnering Against Corruption Initiative) Good Practice Guidelines on Conducting Third Party Due Diligence. These guidelines serve as a tool for organisations to recognise and avoid questionable third parties.¹⁰

A related challenge when forming a partnership is impartiality. Many public actors have to remain independent and cannot give preferential treatment to any specific company or organisation. A solution would be to partner with an overarching body instead of specific companies. To continue the illustration, instead of singling out an individual manufacturer, this city council could reach out to the federation of the automobile industry as a means of avoiding bias.

Merely locating partners is not sufficient, however. Mobilisation techniques will be required to alert them as to how they can not only contribute but also benefit from entering into this partnership. To do this, people need to be informed of the nature, extent and causation of the problem and some might require additional motivation. In the case of private actors in particular, the use of incentives can become relevant. Partners can also be empowered. In this illustration, local residents' associations could benefit from organisational support to distribute car locks. Finally, the initiators direct the partnership towards fulfilling the set goals.¹¹

Aligning priorities and creating shared objectives

To form an effective PPP, all partners need to align their priorities in an effort to obtain clear and shared objectives. To do so, partners need to openly communicate why they are involved and what they want to achieve, as the reasons for creating a PPP are often very diverse. This may be the result of an economic interest or because new legislation requires private-public cooperation. Another important driving force is social interest, for instance when a specific sector or authority puts an issue on the political agenda.¹² Consequently, while public partners are usually concerned with providing services for citizens and society, private partners typically try to generate profit by offering a product or service to their customers. Both sides of the continuum need to find shared priorities.¹³

In order to align different areas of focus, a common ground must be established. By way of illustration, domestic burglary is a crime that affects society as a whole. Victims lose their possessions; law enforcement has to track and recover the stolen goods and insurance companies have to provide compensation for damage and lost items. The shared common ground in this example is that all parties would want to prevent break-ins, for instance by strengthening the security measures in and around people's homes. Law enforcement and municipalities can inform neighbourhoods about effective preventive measures (e.g. door locks and outdoor automatic lighting) or refer them to private partners that offer such products. On the other hand, insurance companies can grant discounts to home owners that have implemented particular preventive measures, creating a win-win situation for all those involved.¹⁴



STAD in Europe project

The STAD in Europe (SiE) project focuses on heavy episodic drinking among young people. It uses a community approach (STAD) that was developed in Stockholm and subsequently piloted in six other locations (in the Netherlands, Slovenia, the Czech Republic, Spain, Germany and the United Kingdom). The aim of these projects is to limit the availability of alcohol in four areas within society: nightlife area, festivals, public environments (e.g. parks and beaches) and private environments (e.g. at home). They utilised community mobilisation, stricter enforcement and a training session on the responsible serving of alcohol. In Stockholm, the result led to a reduction in the overserving of alcohol, less underage drinking and a decrease in alcohol-related aggression.

Multi-agency partnerships played a key part in this project. The partners included varied, depending on the project location. Mainly local councils, health services, law enforcement, public health officers, schools, venue owners and managers and supermarkets were involved. It was found that existing social structures facilitated community mobilisation. This was the case in Slovenia, which had existing local action groups focusing on addictions that included many of the required stakeholders.

Furthermore, several nightlife venues feared losing sales or were reluctant to implement new measures unless required to by law. It proved necessary for venues to receive training on the issues associated with sale of alcohol to minors as well as the broader consequences this can have for a community. Furthermore, by adapting the current sales techniques regarding alcohol and offering more non-alcoholic drinks for minors, the risk of losing sales can be addressed.¹⁵

Find out more on: [About SiE - STAD in Europe.](#)

Both public and private actors might be hesitant to take part in a PPP. It is therefore important that the public partners have a clear vision of what the PPP aims to achieve, while the topic of the PPP should also make sense for the private partners that are to be involved.¹⁶ The use of incentives might stimulate the private sector to join forces. Firstly, the legislative requirement to set up a PPP is often an incentive in itself. This regularly applies to the field of cybercrime, in which companies such as Meta or Twitter are asked to take measures against online violence, such as hate speech. While a legislative requirement does not

automatically generate PPPs, it does connect public and private actors and potentially provides a foundation for further collaboration.

Another incentive concerns the economic benefits a PPP can help to secure. For instance, an improvement in public order (e.g. decreasing littering or creating safer streets) enhances the neighbourhood in which a company's office is situated, thereby making it safer and more pleasant for their customers. Another possibility could be the provision of grants, subsidies or tax breaks for companies

that contribute to society. Furthermore, partnerships have the potential to boost the organisation's internal as well as external reputation. Travel agencies can aid law enforcement by reporting suspicious cases of exploitation or trafficking. Negative publicity can severely harm a travel agency, while stories of an averted case of child-labour will potentially lead to positive media coverage. Generating a good reputation can result in an increase in customers, while also attracting new employees. Moreover, providing employees with the feeling they are contributing to a pro-social cause helps to create a feeling of pride as well as loyalty towards the company.¹⁷

Building trust

Arguably the biggest challenge when creating a PPP is building trust between partners. In order to achieve positive working relations, there is a need for a basic level of trust between everyone who is contributing to the partnership. In the world of security in particular, organisations may be reluctant to share certain types of information, so providing mutual assurances can play an even more crucial role in ensuring confidentiality between partners.¹⁸ While there is need for a basic degree of reliance from the start of the PPP, it takes time to build relationships of trust. This is why setting up PPPs will often start with a series of small steps (e.g. meetings, informal discussions or joint actions) that will imply trustworthiness, integrity or competence in the eyes of the other partners.¹⁹

Nevertheless, there are many challenges that discourage trust between partners from the start. A prominent difficulty takes the form of the existing prejudices that exist in relation to both the public and private sector.²⁰ For instance, a common concern is that private partners will steer a partnership towards their own commercial interests.²¹ This prejudice is linked to the fact that trust is not only related to interpersonal relations. It is also affected by the organisational norms and values that each person brings to the table. Whether the partners trust each other and whether they trust their organisation, are two different matters.²² As to a solution, partners can, to the extent possible, leave behind their organisational roles to fully focus on the predetermined goals. At the same time, this can reduce existing prejudices and initiate more open discussions.

Once an elemental degree of trust is established, the subsequent step is to maintain this reliance. This requires ongoing and deliberate commitment and can

easily vanish, for instance when new partners join an existing collaboration or when existing partners are not sufficiently engaged.²³ To ensure the continuity of trust, regular, preferably face-to-face exchanges are key, as they generate more meaningful interactions than those that take place solely by means of written or online communication. Face-to-face exchanges also make it possible to hold social events during which partners can familiarise themselves with each other and create formal (and informal) links. Moreover, meeting on a regular basis

Both public and private actors might be hesitant to take part in a PPP. It is therefore important that the public partners have a clear vision of what the PPP aims to achieve, while the topic of the PPP should also make sense for the private partners that are to be involved.

(scheduled in agreement with all participants) obligates partners to be systematically involved. It is important, however, to keep in mind that too many meetings will potentially become a source of irritation to the participants. Alternative options include thematic discussions in which participants share information on particular sub-topics or joint training events during which they explore how different areas of focus may be interconnected.²⁴

To conclude, all partnerships are dynamic and will develop throughout their existence. Though trust is a necessary factor during the formation of a partnership, it is not sufficient as a means of ensuring that partnership works efficiently. This also requires organisational structures that focus on efficient cooperation in general.²⁵



Partnership working

PPPs exist in various shapes, forms and complexities. James Austin created a collaboration continuum to categorise PPPs based on their mission, their level of commitment, the quantity of resources, their range of activities and their level of interaction (see Figure 1). This consists of three components and helps to classify partnerships in a strategic manner. In the philanthropic stage, interaction between the partners is minimal and mainly takes the form of funds provided by one partner to the other. This occurs for instance when a publishing company funds the material that schools can use for their anti-bullying programme.

The transactional stage entails more in-depth cooperation, such as the exchange of resources to organise activities or create tools. Examples include the local crime prevention council in Nacka (Sweden) that employs working groups to increase local security. These working groups consist of various representatives from sectors and entities such as law enforcement, schools,

local businesses, shopping malls, property associations. They meet six times a year and focus on mutual local issues, such as littering and public nuisance.²⁶ Nevertheless, their focus and actions remain restricted to their own field of work.

Finally, the integrative stage includes partnerships that have fully or partially merged their mission and activities. Such joint initiatives represent the highest level of strategic cooperation.²⁷ As an illustration, the harbour and neighbouring industrial area of Rotterdam has a PPP called the Unified Industrial & Harbour Fire Department. This organisation combines the tasks of the public fire brigade with industrial company fire brigades and provides mutual assistance to the city of Rotterdam, the port, the nearby municipality of Rozenburg as well as more than 50 Seveso companies (i.e. corporations that handle, manufacture or store dangerous substances such as refineries or oil depots).²⁸



Figure 1: Collaboration continuum (Austin, 2000).

It is up to the PPP initiator and the partners involved to decide which type of PPP they want to form based on their own needs and objectives. Yet, it is common for partnerships to evolve over time, for instance if more activities are executed, a higher level of engagement becomes required. In any case, working effectively in partnership requires a basic yet constant level of engagement between partners.²⁹

Efficient partnership relations

Good working relations between all partners is necessary to create a meaningful dialogue and reach the pre-determined objectives. Objectives can only be reached by relying on the other partners' contributions and competences. Effective cooperation will depend upon the level of trust, the competence of leadership, cooperation mechanisms and communication strategy within the partnership.³⁰

It is recommended that the partners involved should compose some type of agreement to formally establish

the partnership. This agreement can take various forms, from a memorandum of understanding or code of conduct to a joint mission statement or any other standardised contract. Depending on the desired level of formality, it should involve different matters. This can range from a general agreement describing the partnership and its area of focus to a set declaration that specifies the goals, activities and responsibilities of all partners.³¹



Sofielund approach

In 2014, a local network association was created within the Sofielund area of Malmö. The association is a partnership between the city of Malmö and its city planning department, the police, the tenant-owner association, property owners, banks and companies. Its creation was linked to the extensive issues involving crime, from graffiti and vandalism to the open drug trafficking that Sofielund was experiencing.

They are focusing on two key issues: increasing the safety as well as the cleanliness of the area. Specific actions entailed security cameras and a police presence on the streets, safety walks and clean-up patrols by locals and training to educate residents that were organised by the local fire marshals and insurance companies.

The approach serves as a relevant example of a PPP as it introduced a new type of partnership in Sweden in which every partner had clear responsibilities. While the city financed urban development coordinators that acted as operational leaders for the association, the Board of Directors consisted of co-opted members from partnering organisations (i.e. the waste removal organisation, rescue services and law enforcement). This ensured comprehensive discussions that led to quick decisions that were supported by all partners.

Find out more on the project and the partnership on: [Sofielund Approach | EUCPN](#).

By defining the structure of a PPP, all actors, organisations and departments included will have clear mandates and will know who is responsible for which task. This, in turn, can clarify the levels of accountability towards each other but also towards the wider public.

The structure of a PPP must also be well-defined, so that all actors understand each other's part and everyone must work together towards shared and mutually established goals.³² This is important in order to ensure that individual actors do not lose their own identity. An organisation chart will provide an accessible overview of all the partners, their positions and their responsibilities. Such charts can vary according to how large, formal and structured the PPP is. In the case of a small informal partnership, a table listing the tasks of each player might already suffice.³³ Larger PPPs will potentially require a more elaborate organogram. To use Sofielund as an example, the Board of Directors could be labelled as the management level at the top of the chart. The operational players in this case are the urban development coordinators financed by the city, which would be placed underneath. Finally, come the related stakeholders, such as working groups or advisory boards, which in this case may take the form of tenant-owner associations, property owners and other businesses.

By defining the structure of a PPP, all actors, organisations and departments included will have clear mandates and will know who is responsible for which task. This, in turn, can clarify the levels of accountability towards each other but also towards the wider public.

Establishing continuity

It is important for a PPP to be durable in order to achieve its predetermined outcomes. Particularly in the case of prevention, partnerships are often long-term investments and will therefore not show results immediately.³⁴ Certain key aspects are important when it comes to continuity. Regular, yet not excessive, communication ensures continuous reporting and allows adjustments to be made where and whenever necessary. Efficient monitoring tools (such as standardised progress reports and follow-up meetings) facilitate record-keeping and ensure that the partnership remains efficient and delivers the predetermined output.³⁵

In order for a PPP to remain constant, its resources need to be sufficient and to be guaranteed for the long term. Such resources include time, personnel and funding.³⁶ Funding needs to be sustainable so PPPs can embark on a long-term collaboration without having to worry or adapt their actions due to limited budgets.³⁷ Sufficient time must be available for those involved in a partnership, particularly when they are combining this role with their day job.³⁸ In addition, establishing continuity in representation and commitment requires processes to be clearly documented to define how much time is required to be a part of the PPP and what level of commitment is desired.³⁹



Local crime prevention councils

Local crime prevention councils shape crime prevention and security strategies in particular regions or cities by means of collaborative decision making. They generally include various actors, such as the city council, local law enforcement units and the mayor. Yet some local councils also include private actors, for instance resident's and housing associations, local businesses or public transport operators.

In 2020 the Be Secure Feel Secure (BSFS) project created a Local Council for Crime Prevention in Piraeus (Greece). While the council in Piraeus appeared to operate effectively, it did face certain struggles during the start-up phase:⁴⁰

- > Maintaining the engagement of all partners;
- > Insufficient involvement of State governments;
- > Difficulties in ensuring long-term continuity and follow-up, partly due to insufficient and inconsistent internal communication;
- > A lack of staff and monetary resources;
- > A lack of citizen participation in the development and implementation of actions.

As a result, the BSFS project has identified some key lessons when creating a partnership such as local crime prevention councils:

- > Clearly clarify and rank the priorities that are central to the partnership;
- > Focus on a limited number of actions and objectives to ensure that they will actually be carried out;
- > Adopt simple and visible cooperation mechanisms;
- > Ensure that all partners are willing and able to monitor and evaluate the partnership.

Find out more on BSFS's Local Council for Crime Prevention: The Local Council for Crime Prevention: an experiment in good governance to prevent crime – Be Secure Feel Secure (BSFS) (bsfs-piraeus.eu)

To conclude, resources not only need to be constant, but they must also be used efficiently. If funding is guaranteed yet the partners are not committed, the partnership will still fail and produce no valuable results. On the opposite side of the coin, if the partners are committed but no

funding is available to support their actions, little will be accomplished. Audits, monitoring and (plan) evaluations can help to ensure continuity and maintain an overview of which resources are being used and how.

Sharing (incompatible) information

When it comes to sharing data, two issues usually appear. The first concerns dealing with incompatible types of data. Some partnerships are trying to work together yet the mechanisms in place are not coordinated with each other. This can occur as a result of legislative obstacles, which dictate that data sharing is restricted to particular conditions or for specific tasks, or may result from organisational and technical matters in cases where the necessary IT structures are too expensive to create or adapt.⁴¹

By way of an illustration, the Schengen Information System (SIS) is a database used for the purpose of security

and border management in Europe that includes data on wanted or missing people as well as lost and stolen objects. The police can enter the hull number of a stolen boat, which will create an alert if it is found anywhere within the EU.⁴² However, not all national databases are aligned with the SIS, meaning that certain countries can, for instance, only link one hull number to each stolen boat, instead of having the ability to link multiple identification numbers to the object concerned. In this example, there is no need for updated legislation and the technological structures needed already exist on a European level. It is merely necessary to bring each of the national databases into line with its European variant.

CIRCAMP programme

The Internet Related Child Abusive Material Project (CIRCAMP) programme is an initiative by COSPOL (Comprehensive Operational Strategic Planning for the Police) to create a solution to online child sexual exploitation. It entailed a partnership between law enforcement, NGOs and for-profit business (internet service providers and financial institutions). One of its main goals was to implement a Child Sexual Abuse Anti-Distribution Filter (CSAADF) that prevents access to online images of child sexual exploitation.

This web filter was created by Telenor, a large digital service provider within mobile and TV services in Norway. One of the issues related to the filter is that different national legislation combined with general privacy concerns prevented an all-round implementation in other European Member States. CIRCAMP had to find alternative, tailor-made solutions that fit each national context. Instead of installing the automatic filter, certain countries opted to have their law enforcement officers confirm the presence of such materials on a website before blocking it. In other countries, as a means of avoiding online content being restricted by the government, they cooperated with NGOs to generate a blacklist. In the case of the UK, the Internet Watch Foundation maintained such a blacklist that was shared with law enforcement and internet service providers.⁴³

Find out more on: [Online Filter Against Child Pornography | Telenor.](#)

A second issue entails the reluctance many people, organisations or sectors have when it comes to sharing data with others, as it can easily turn into a breach of confidentiality or privacy.⁴⁴ It is therefore important to balance the benefits of data sharing against the risks, i.e. legislative and privacy limitations and public interests. This will require a substantial effort on a policy level, in order, for example, to reduce unnecessary barriers to cross-border data sharing or to provide guidelines for specific sectors.

One way in which to control data sharing is the Five Safes Framework. Each 'safe' entails questions to assess a specific aspect of the disclosure risk. While the framework aims to facilitate safe data sharing, it avoids over-regulation. The five aspects are:⁴⁵

- > **1. Safe people:** is the user authorised to access and use the data?
- > **2. Safe projects:** is the data to be used for an appropriate purpose?
- > **3. Safe settings:** does the access environment (e.g. the need for personal authentication, IT monitoring, a locked room within an office) prevent unauthorised use?
- > **4. Safe data:** has appropriate and sufficient protection been applied to the data?
- > **5. Safe outputs:** who will have access to the output and (how) will it be shared?

Referring back to the previous example, if law enforcement would come across a stolen engine that is not linked to the SIS, they could request the necessary information from car manufacturers or dealers as an alternative to identifying the last owner and hopefully find a match. In this case, both law enforcement and dealers could answer these questions based on the current regulations and lay out their criteria in order to facilitate some agreement on information sharing. It is however important to emphasise that these challenges will not be fixed by implementing a one-size-fits-all solution. Data governance frameworks need to take into account the type, context and sector in which the data is collected and/or shared, as the information the police has will differ from what a school or a car manufacturer will collect.⁴⁶

One way in which to control data sharing is the Five Safes Framework. Each 'safe' entails questions to assess a specific aspect of the disclosure risk.

A particular measure that PPPs can implement is a confidentiality agreement regarding information sharing.⁴⁷ This is an agreement in which the partners commit themselves to not disclose any confidential or proprietary information. Nevertheless, PPPs should try to avoid unnecessary levels of confidentiality. In informal type of PPPs in particular, all those involved should rely on the discretion of their partners as far as possible.⁴⁸ Another possibility is to create an online forum to back up the existing (and potentially inadequate) information-sharing mechanisms. Private online forums can be used as a means of sharing general information, news and updates easily and safely. Referring back to the previous example, the police in such situations could potentially reach out on a private forum to partners to ask for information.⁴⁹



Partnership culture

As previously indicated, there is no common strategy as to create a PPP, however a determining factor is that it should have a partnership-oriented culture.⁵⁰ The policymaking level needs to support the formation and operation of PPPs in order to tackle the existing issues such as a lack of trust and continuity. This would in turn increase the stability of PPPs and attract a larger number of interested partners.

Partnership-oriented culture

Firstly, policy instruments (in the form of regulations, guidelines or a (national) action plan) are necessary to standardise the creation, operations, clarity and transparency of a PPP.⁵¹ More specifically, each government department can implement its own frameworks or guidelines targeting a specific topic or sector.⁵²

Safe Business action programme 2023-2026

Every three years, the Dutch National Platform for Crime Control (*Nationaal Platform Criminaliteitsbeheersing*) publishes its Safe Business action programme. This programme stimulates public-private partnerships to tackle crime against businesses as well as the intentional (and unintentional) facilitation of crime by companies.⁵³

It focuses on three topics (cybercrime, organised crime and property crime), while providing specific recommendations and actions to create effective partnerships. For example, to tackle organised crime the programme defines the following measures:

- > Appointing a trustee for vulnerable sectors that will serve as a connection between public and private entities;
- > Resilience and awareness training for vulnerable sectors (e.g. holiday parks and camping sites);
- > Assisting in the screening process of potential partners;
- > Providing legal support, among others, to guide and encourage the sharing of data;
- > Creating a digital platform to share information as well as to connect with potential new partners.

An important partner in this action programme is the Safe Business Platform (*Platform Veilig Ondernemen*). These platforms are regional initiatives that include law enforcement, municipalities, businesses, the legal sector and trade associations that aim to prevent and tackle crime. While the National Platform for Crime Control is a national partnership, the Safe Business Platforms ensure it is applied on a local level. It can therefore be categorised as a good example for other countries or regions that aim to create PPP policy instruments.

Find out more at:

[Actieprogramma Veilig Ondernemen 2023 t/m 2026 | Rapport | Rijksoverheid.nl](#)

Secondly, governmental support in terms of funding would assist the creation of a partnership culture. Combined with policy measures, ample and continuous funding can kick-start a lot of PPPs, yet in many countries, these two conditions require comprehensive socio-political changes.⁵⁴ Nonetheless, excessive regulations and control needs to be avoided in order to leave room for flexibility and variety. Directions and requirements for funding that are too strict will deter potential partners and new types of PPPs.⁵⁵

Finally, it is essential for PPPs to be monitored and evaluated. Only then is it possible to identify how and whether the partnership and its actions have been (correctly) implemented, what its results and impact might be and how it can be improved in the future. By way of illustration, a PPP in Brazil addressing child sexual exploitation (CSE) resulted in the increased stigmatisation of underage victims above the age of 15. Although both the tourism and construction sector actively contributed towards campaigns and events to combat CSE, adolescents were generally excluded from preventive measures as they were wrongly perceived to have the decision-making skills of adults. As a result they were generally not considered victims when they experienced sexual exploitation.⁵⁶ For this reason, while partnerships in general are encouraged, not all PPPs will be effective or produce positive outcomes. This is why PPPs require a basic level of guidance. Ideally, the set-up of an evaluation will be described in the above mentioned policy instruments, so PPPs do not have to start from nothing. Another option is for organisations or government-led initiatives to support PPPs by providing advice, training or practical support.

European PPP opportunities

As mentioned before, many EU Member States currently lack an established framework to guide the implementation or outline the use of PPPs. About 90% of European PPPs established between 1990 and 2016 are concentrated in France, Spain, Portugal and Germany.⁵⁷ One explanation can be found in the lack, on a European level, of overarching structures that enhance cooperation between public and private partners.⁵⁸ As an example, an assessment of audited EU-supported PPPs showed a good level of maintenance and a rapid implementation of policies, yet they were often not efficiently managed and therefore did not deliver sufficient value for money.⁵⁹ The lack of analyses before starting a PPP often resulted in a lack of cost-efficiency as well as an underuse of the partnership due to the use of unsuitable approaches and a lack of incentives for private partners.⁶⁰

Consequently, there is a need for PPP frameworks on a European level. Such framework should include potential funding mechanisms, advisory channels, basic standardised procedures and agreements, analysis plans and evaluation models.⁶¹ These tools also have the potential to benefit the structured exchanging of information between private and public partners and the sharing of good practices and can serve as a guidance tool.⁶²

Consequently, there is a need for PPP frameworks on a European level. Such framework should include potential funding mechanisms, advisory channels, basic standardised procedures and agreements, analysis plans and evaluation models.



International PPP framework

The Children's Rights and Business Principles (CRBPs)⁶³ is a collection of ten principles that guide the private sector in protecting and supporting children's rights. While the CRBP is not binding, it serves as a good example of how to define and enhance the private sector's responsibility in relation to the protection of children's rights. For example, the first principle focuses on respect and support. It requires companies to integrate children's rights into their code of conduct, business plan and other policies and to create clear instructions that are monitored throughout all levels of the organisation.⁶⁴

Linked to the CRBP is The Code (the Code of Conduct for the Protection of Children from Sexual Exploitation in Travel and Tourism). The Code is a multi-stakeholder initiative that supports the travel and tourism industry specifically in preventing child sexual exploitation through the provision of support and tools. They cooperate, among others, with hotels, airlines, restaurants and travel agencies. All partners commit to six criteria to protect children, such as including a zero tolerance clause in contracts throughout the supply chain or training for employees to recognise and report child sexual exploitation.⁶⁵

Such initiatives facilitate cooperation on an international level, instead of tasking national governments to create PPPs with multinational companies in each of their areas of jurisdiction.

PPPs operating on a European level would evidently struggle with similar issues to the ones experienced on national or local level. These partnerships would have to be very transparent with regard to the way in which their collaboration complies with GDPR, privacy policies and general human rights.⁶⁶ Long-term PPPs should be periodically revised in order to remain up to date with technological innovations and policy changes.⁶⁷

Conclusion

Public-private partnerships are arrangements between public and private actors, within which they collaborate towards a common goal. PPPs are becoming more prevalent within society, partly because they can take on various forms depending on the topic, objectives and level of engagement of the partners. Yet due to this variety in partnerships, the creation and continuation of PPPs are associated with a number of challenges.

Firstly, incompatible priorities and a lack of trust can impede the formation of a PPP. Partners with different backgrounds usually have contrasting reasons for becoming part of a PPP (e.g. economic, societal or legislative motives). It is, therefore, essential to clearly discuss and define the purpose of the PPP in advance, in order to work towards shared goals and objectives that can be implemented by all partners. In addition, it becomes very difficult to create a PPP with shared goals if the partners do not trust each other. A lack of trust can be linked to existing prejudices, power imbalances or differing organisational norms and values. To avoid these challenges, regular face-to-face exchanges during which people leave behind their organisational roles are a more effective means of facilitating improved relations between all partners.

Secondly, efficient partnership relations and a basic level of continuity are needed in order to achieve a PPP that operates effectively. One of the recommendations is for PPPs to be formally defined in some type of agreement (e.g. a memorandum of understanding or a joint mission statement). The level of formality will vary depending on what is desired by the initiators as well as the partners. Nevertheless, clearly defining the roles, tasks and cooperation mechanisms of a PPP will enhance its continuity and functioning. An additional obstacle occurs whenever the data to be shared are incompatible or confidential as a result of legislative, organisational or technical issues. That is the reason why policy changes should aim to reduce unnecessary barriers to data sharing cooperation channels (e.g. by aligning different databases more effectively).

Finally, there is a need for policy instruments (e.g. frameworks) that enhance a partnership-oriented culture, not only on a national, but also on a European level. Such tools can aid the standardisation, creation and transparency of PPPs without leaving this entirely to the local actors. This paper refers to a Dutch example, in which specific recommendations and actions are provided to support partnerships in particular sectors, as well as an international example of how large multi-national companies can be included in PPPs.

Endnotes

- 1 OECD, Recommendation of the Council on Principles for Public Governance of Public-Private Partnerships: OECD, 2012, 18.
- 2 Ibid., 18-9.
- 3 European Union, Public Private Partnerships in the Eu: Widespread Shortcomings and Limited Benefits, Luxembourg: European Court of Auditors, 2018, 12-4.
- 4 5Is – CLAIMED Framework – for mobilising preventers – CRIME FRAMEWORKS.
- 5 ENISA, Good Practice Guide – Cooperative Models for Effective Public Private Partnerships, Luxembourg: European Network and Information Security Agency, 2011, 45.
- 6 International Centre for the Prevention of Crime, World Bank, and Bogotá Chamber of Commerce, *Public-Private Partnerships and Community Safety. Guide to Action*, Canada: International Centre for the Prevention of Crime, 2011, 89. OECD, Recommendation of the Council on Principles for Public Governance of Public-Private Partnerships, 8.
- 7 International Centre for the Prevention of Crime, World Bank, and Bogotá Chamber of Commerce, *Public-Private Partnerships and Community Safety. Guide to Action*, 91-2.
- 8 Ibid., 93. OECD, Recommendation of the Council on Principles for Public Governance of Public-Private Partnerships, 8.
- 9 Down To Zero Alliance, Effective Ways of Working with the Private Sector. Background Paper and Guidance for Civil Society Organizations: ECPAT International and Down to Zero Alliance (DtZ), 2019, 14.
- 10 Partnering Against Corruption Initiative (PACI), Good Practice Guidelines on Conducting Third-Party Due Diligence, Geneva: World Economic Forum, 2013.
- 11 Down To Zero Alliance, Effective Ways of Working with the Private Sector. Background Paper and Guidance for Civil Society Organizations, 11.
- 12 ENISA, Public Private Partnerships (Ppp) - Cooperative Models: European Union Agency For Network and Information Security, 2017, 11. Nick Tilley (Ed.), *Handbook of Crime Prevention and Community Safety*, Cullompton, Devon: Willan Publishing, 2005, 735.
- 13 ENISA, Public Private Partnerships (Ppp) - Cooperative Models, 13.
- 14 Down To Zero Alliance, Effective Ways of Working with the Private Sector. Background Paper and Guidance for Civil Society Organizations, 10-2.
- 15 Zara Quigg et al., Stad in Europe (Evaluation Report), Liverpool: Public Health institute, STAD in Europe, 2019, 45-6.
- 16 International Centre for the Prevention of Crime, World Bank, and Bogotá Chamber of Commerce, *Public-Private Partnerships and Community Safety. Guide to Action*, 46, 85 & 93.
- 17 Down To Zero Alliance, Effective Ways of Working with the Private Sector. Background Paper and Guidance for Civil Society Organizations, 9-10.
- 18 Tilley, *Handbook of Crime Prevention and Community Safety*, 740; Nicholas Dorn and Michael Levi, Private–Public or Public–Private Strategic Dialogue on Serious Crime and Terrorism in the Eu, *Security Journal* 22 (2008), 305.
- 19 Tilley, *Handbook of Crime Prevention and Community Safety*, 751. ENISA, Public Private Partnerships (Ppp) - Cooperative Models, 32.
- 20 Down To Zero Alliance, Effective Ways of Working with the Private Sector. Background Paper and Guidance for Civil Society Organizations, 14.
- 21 Dorn and Levi, Private–Public or Public–Private Strategic Dialogue on Serious Crime and Terrorism in the Eu, 310.
- 22 Tilley, *Handbook of Crime Prevention and Community Safety*, 750.
- 23 ENISA, Public Private Partnerships (Ppp) - Cooperative Models, 32.
- 24 Ibid.
- 25 Tilley, *Handbook of Crime Prevention and Community Safety*, 752.
- 26 Nacka Kommun, Crime Prevention in Nacka, <https://www.nacka.se>, 2020.
- 27 James E. Austin, Strategic Collaboration between Nonprofits and Businesses, *Nonprofit and Voluntary Sector Quarterly* 29:1 (2000), 71.
- 28 Find out more on: Mediterranean practitioners' network capacity building for effective response to emerging security challenges | MEDEA Project | Fact Sheet | H2020 | CORDIS | European Commission (europa.eu) , Contactgegevens Coöperatieve Industriële Brandweerzorg met Uitgesloten Aansprakelijkheid | Overheid.nl , Home | Gezamenlijke Brandweer (gezamenlijke-brandweer.nl).
- 29 OECD, Recommendation of the Council on Principles for Public Governance of Public-Private Partnerships, 8.
- 30 Tilley, *Handbook of Crime Prevention and Community Safety*, 735.
- 31 International Centre for the Prevention of Crime, World Bank, and Bogotá Chamber of Commerce, *Public-Private Partnerships and Community Safety. Guide to Action*, 93. Down To Zero Alliance, Effective Ways of Working with the Private Sector. Background Paper and Guidance for Civil Society Organizations, 15.
- 32 Tilley, *Handbook of Crime Prevention and Community Safety*, 735.
- 33 OECD, Recommendation of the Council on Principles for Public Governance of Public-Private Partnerships, 9.
- 34 ENISA, Good Practice Guide – Cooperative Models for Effective Public Private Partnerships, 45.
- 35 International Centre for the Prevention of Crime, World Bank, and Bogotá Chamber of Commerce, *Public-Private Partnerships and Community Safety. Guide to Action*, 94-5.
- 36 Tilley, *Handbook of Crime Prevention and Community Safety*, 735-6.
- 37 OECD, Recommendation of the Council on Principles for Public Governance of Public-Private Partnerships, 16.
- 38 Tilley, *Handbook of Crime Prevention and Community Safety*, 735-6.

- 39 Ibid., 736.
- 40 Edna Pezard Ramirez, Expert Article <https://www.uia-initiative.eu/>, 2023. BeSecure-FeelSecure Archives - European Forum for Urban Security (efus.eu).
- 41 Irving Fisher Committee, Ifc Report No 1. Data-Sharing: Issues and Good Practices: Bank for International Settlements, 2015, 8-9.
- 42 European Commission, Security Union: The Renewed Schengen Information Systems Enters into Operation: European Commission, 2023.
- 43 John T. Picarelli, Moving Public-Private Partnerships from Rhetoric to Reality: Circamp / Csaadf Transferability Assessment, United States: National Institute of Justice (NIJ), 2009.
- 44 OECD, Enhancing Access to and Sharing of Data: Reconciling Risks and Benefits for Data Re-Use across Societies, Paris OECD, 2019.
- 45 Australian Bureau of Statistics, Five Safes Framework. Data Confidentiality Guide, <https://www.abs.gov.au>, 2021.
- 46 OECD, Enhancing Access to and Sharing of Data: Reconciling Risks and Benefits for Data Re-Use across Societies.
- 47 Dorn and Levi, Private–Public or Public–Private Strategic Dialogue on Serious Crime and Terrorism in the Eu, 308-9.
- 48 Tilley, *Handbook of Crime Prevention and Community Safety*, 735-6.
- 49 Dorn and Levi, Private–Public or Public–Private Strategic Dialogue on Serious Crime and Terrorism in the Eu, 305-13.
- 50 ENISA, Public Private Partnerships (Ppp) - Cooperative Models, 18.
- 51 OECD, Recommendation of the Council on Principles for Public Governance of Public-Private Partnerships, 11.
- 52 Ibid., 8.
- 53 Nationaal Platform Criminaliteitsbeheersing, Actieprogramma Veilig Ondernemen 2023-2026, Nederland: Nationaal Platform Criminaliteitsbeheersing, 2022, 2-3.
- 54 Tilley, *Handbook of Crime Prevention and Community Safety*, 737.
- 55 OECD, Recommendation of the Council on Principles for Public Governance of Public-Private Partnerships, 11.
- 56 Down To Zero Alliance, Effective Ways of Working with the Private Sector. Background Paper and Guidance for Civil Society Organizations, 14.
- 57 European Union, Public Private Partnerships in the Eu: Widespread Shortcomings and Limited Benefits, 15 & 44.
- 58 Dorn and Levi, Private–Public or Public–Private Strategic Dialogue on Serious Crime and Terrorism in the Eu, 303.
- 59 European Union, Public Private Partnerships in the Eu: Widespread Shortcomings and Limited Benefits, 49.
- 60 Ibid., 35-8.
- 61 Ibid., 42.
- 62 Dorn and Levi, Private–Public or Public–Private Strategic Dialogue on Serious Crime and Terrorism in the Eu, 312-3.
- 63 Read the entire document containing Children's Rights and Business Principles on: Children's Rights and Business Principles | UNICEF.
- 64 Down To Zero Alliance, Effective Ways of Working with the Private Sector. Background Paper and Guidance for Civil Society Organizations, 5-6.
- 65 The Code, What Is the Code?, <https://thecode.org/about/>, 2021.
- 66 Dorn and Levi, Private–Public or Public–Private Strategic Dialogue on Serious Crime and Terrorism in the Eu, 313.
- 67 European Union, Public Private Partnerships in the Eu: Widespread Shortcomings and Limited Benefits, 40.

Public-private partnerships in crime prevention

CHALLENGES AND RECOMMENDATIONS



PPP FORMATION



- > **Aligning priorities towards shared objectives:** It is important to clearly define the purpose of the PPP beforehand, in order to establish shared goals and objectives that are workable for all of the partners involved.
- > **Building trust:** A lack of trust, due to existing prejudices, power imbalances or different values and norms, can be avoided through mutual assurance and a basic degree of reliance, for instance by holding regular face-to-face meetings in order to build professional relationships.

PPP WORKING

- > **Efficient partnership relations:** Effective cooperation can be generated by formally establishing clear working mechanisms and a system of communication within the partnership.
- > **Establishing continuity:** Clearly defining the roles, tasks and responsibilities of all partners will enhance the continuity and functioning of a PPP.
- > **Sharing (incompatible) data:** Tailored policy changes should aim to reduce legislative, organisational or technical barriers to data sharing channels.






PPP CULTURE



- > **Partnership-oriented culture:** policy instruments must enhance the standardisation and transparency of PPPs on both national and European level.

Contact details

EUCPN Secretariat
Email: eucpn@ibz.eu
Website: www.eucpn.org

 twitter.com/eucpn
 facebook.com/eucpn
 linkedin.com/company/eucpn