



European Crime Prevention Network

Work Programme 2023

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1. Background

This EUCPN Work Programme succeeds that of 2022. The Work Programme 2023 is in accordance with Article 4 of the Council Decision 2009/902/JHA and Article 12 of the Rules of Procedures for the EUCPN.

As foreseen in the Multiannual Strategy for the EUCPN, this document defines the activities of the Network to be completed in 2023. Strategic goal I focuses the Network as a supporter and developer of crime prevention within the EU using an evidence-based approach. Four operational goals were identified:

- Operational goal 1: The Network makes evidence-based information accessible
- Operational goal 2: The Network improves the effectiveness of crime prevention activities within the EU
- Operational goal 3: The Network, the Secretariat and the National Representatives are the point of reference for crime prevention in the EU
- Operational goal 4: The Network contributes to the EU policy and strategy of crime prevention

The MAS 2021-2025 also introduces a second strategic goal focusing on improving the Network's internal functioning. Within strategic goal II, four areas of improvements have been identified:

- Area of improvement 1: The evidence-based approach
- Area of improvement 2: Governance
- Area of improvement 3: Target group orientation
- Area of improvement 4: The expertise of the Network

2. Funding

The EUCPN currently relies on the following funding sources:

- EUCPN Secretariat is funded under the 'Internal Security Fund – Police' programme managed by the European Commission
 - o Project from 1 July 2022 – 30 June 2024 with 2.105.263 Euro budget: 5% of the project budget was contributed by the MS through the proportionality principle.

3. Presidencies

3.1. The Swedish Presidency

The Swedish presidency will focus on the following theme: **“The prevention of Work related crime”**

Work-related crime is deliberate and often systematic activities to break laws, rules or agreements in a work-related context at the expense of workers, other companies or the State. Work-related crime encompasses many different phenomena. It can for example be criminal exploitation of subcontracted employment, tax avoidance, breaking migration law and the rules for labour immigration. The most serious cases involve criminal offences such as human trafficking, human exploitation, work environment offences, tax crimes and financial crimes. Work-related crime occurs in many sectors, but the risk is considered to be greatest in the construction, restaurant, transport and cleaning industries, and in health, care and social services.

Work-related crime involves large sums of money and has negative consequences for workers, serious entrepreneurs, society and public finances. It feeds organised crime and drains the welfare system and social security systems of resources. Some of the actors who carry out these criminal activities have demonstrated their ability to operate in multiple areas. Efforts to fight work-related crime hence require permanent inter-agency collaboration. Work-related crime is international in nature, not least through the exploitation of foreign workers. Networks and operators behind work-related crime can have connections to several countries. There may be a need for international cooperation between authorities in order to counter cross-border work-related crime.

In Sweden, the government formed a national delegation against work-related crime in 2021. The delegation has a wide approach, supporting and bringing together different actors to fight and prevent work-related crime and encouraging them to work together and share their experiences. The Swedish Government has also adopted a national strategy consisting of 45 measures against work-related crime, divided into seven main areas:

- Reduce the scope for criminal actors in the labour market
- More effective supervision and control
- Tougher sanctions
- Better cooperation between public authorities, municipalities and the social partners
- Better information and increased awareness
- Better register laws and secrecy provisions
- Well-developed international and EU cooperation

One preventive action mentioned in the strategy is the establishment of regional centres against work-related crime. The government has tasked nine authorities with developing a lasting collaboration against work-related crime through the establishment of these centres. The centres function as a hub for the authorities' planning, implementation and follow-up of

joint activities, with a focus on joint controls between the authorities. The focus on work-related crime during the Swedish presidency in the EUCPN is also mentioned in the strategy as an example of how to develop international and EU cooperation.

The Swedish Presidency will concentrate on the second strategic goal in the MAS 2021-2025 – improving the network's internal functioning. The Swedish and Spanish presidencies will cooperate on the toolbox topic, which gives the research team the opportunity to focus on one topic for a longer period. This also facilitates for national representatives to contribute to the network despite limited resources.

Agenda:

- March 20th 2023: online ExCom
- May 15th 2023: ExCom and BM
- May 16th 2023: seminar

3.2. The Spanish Presidency

The Spanish presidency will focus on the following theme: **“Trafficking in Human Beings / labour and other ways of exploitation”**.

Human trafficking is the slavery of the 21st century and is one of the most common and largest money-spinning crimes in the world, after drugs and arms trafficking. Every time this crime is committed, all human rights are violated in the same person, corrupting not only their freedom and dignity but also their physical and emotional integrity.

The victims of this crime are often vulnerable people, especially women, children and men in delicate physical or economic conditions, who are accustomed to discrimination and who do not put up much resistance. Trafficking in human beings constitutes a serious violation of the dignity and freedom of the person and a form of serious crime.

The very complexity and variety of the trafficking phenomenon means that there can be no single, clear-cut formula for determining when a person is a victim of trafficking. These people are held in slavery through a combination of force, coercion and intimidation. They have been deceived about work, travel, living conditions, status, "papers", treatment. They are moved by traffickers from place to place so that they do not gain trust or have relationships with people outside the network. They are coerced into not reporting their situation either to the State Security Forces, or to the administrations (health centres, asylum office, etc.), or to NGOs that may come into contact with them. They live all the time in fear and with the constant threat of violence against them or their families.

For all of the above reasons, **the Ministry of the Interior has presented the National Strategic Plan against Trafficking and Exploitation of Human Beings 2021-2023**, which establishes five priority objectives and sixteen lines of action that affect both public

institutions and the third sector and whose objective is to allow for a multidisciplinary and comprehensive approach to this serious and highly complex criminal phenomenon.

Spain's National Authorities are particularly concerned about this type of criminality and about related criminal activities. National Police through its **specialized Central Unit against Illegal Immigration Networks and Documents Forgery (UCRIF)**, takes an active stand on the fight against these criminal actions. The fight against human trafficking for labour exploitation requires a consolidated, cross-border and multi-disciplinary effort by different authorities, and UCRIF coordinates this involvement at national law enforcement level, collaborating with the European Labour Authority in joint inspections. **A specialised Prosecutor for Trafficking in Human Beings is attached to this unit.** This specialised prosecutor, who works with the police, emphasises that the specialisation of institutions and entities is the key to improving the fight against human trafficking. She also highlights the Spanish model of specialised Prosecutor's Office, and in particular, the various systems of coordination between prosecutors, judges, State security forces and NGOs involved in the protection of victims of trafficking and the prosecution of these crimes.

The **Labour Exploitation National Plan (Dec. 2021)** abides to the International Labour Organization, who estimates that there are 24.9 million people trapped in forced labour worldwide, 16 million are exploited in the private sector, among others, in domestic work, industry, construction or agriculture; 4.8 million are victims of forced sexual exploitation; and 4 million are in a situation of forced labour imposed by the State. There is no country or region in the world that is free of forced labour.

Spain's State Security Secretary adopted decision on 3 April 2014, by which it decided to appoint a **National Rapporteur on trafficking in persons**, especially women and children, to focus on the human rights aspects from the law enforcement perspective of the victims of trafficking in persons. The National Rapporteur on trafficking in persons is the only exclusively focused national human rights mechanism for combating human trafficking. The mandate has a country wide reach, and engages widely with law and policy forums, and with civil society.

In addition the ES Presidency wants to focus on Operational goal 4: The Network contribution to the EU policy and strategy of crime prevention.

Under the Spanish presidency and under the umbrella of LEWP, the following documents are to be proposed for development:

- Development of Council Conclusions for the development of a law enforcement tool to develop existing judicial procedures against perpetrators of gender-based violence displaced within the EU.
- Development of Council Conclusions to articulate a European Strategy on Hate Crime.
- Council Conclusions to promote a Common European Crime Prevention Strategy: Spain would like to go deeper into the preventive model in the different European countries and propose the creation of an observatory for crime prevention in Europe

and where we hope to have the help of EUCPN for the development of these conclusions.

Agenda:

- 14-15 November ExCom and Jury meeting
- 12 December 2023: ExCom and BM
- 13-14 December 2023: BPC ECPA

4. Activities in the Network in 2023

As stated above, the MAS 2021-2025 has not one but two strategic goals. The first strategic goal contains four operational goals and provides the plans to ensure that the EUCPN's work reflects the needs of the crime prevention field. Secondly, strategic goal II was added to ensure that the EUCPN's activities are supported by an efficient internal structure that adopts a proactive approach to planning, promotes appropriate and efficient working practices, and ensures that core processes are optimised. Four areas of improvement have been identified to improve the internal functioning.

Throughout the MAS 2021-2025 all the operational goals and areas of improvements contain action areas. These action areas are broadly described but it is the objective of the consecutive Work Programmes to detail Network and Secretariat tasks in order to accomplish the action areas and goals.

5. Strategic goal I: The Network will support and develop crime prevention within the EU using an evidence-based approach

According to the Council Decision 2009/902/JHA, the objective of the Network is to: 'contribute to developing the various aspects of crime prevention at the Union level, taking account of the European Union crime preventive strategy, and shall support crime prevention activities at the national and local level.' In order to continue promoting and advancing crime prevention in the EU, the EUCPN commits itself to evidence-based decisions and actions. The Network will support and develop the EU-wide crime prevention field by making factual, objective and reliable information available and supporting its implementation in practice.

Strategic goal I of the EUCPN provides the framework within which the EUCPN Secretariat staff and National Representatives will situate their work, and within which our target groups can see the added value of the Network and the rationale for products and services delivered. It is important to note that, due to the integrated approach to crime prevention, the operational goals are interlinked and mutually complementary.

5.1. Operational goal 1: The Network makes evidence-based information accessible

The Network aims to support evidence-based decisions and actions at the local, national and EU level by providing reliable information concerning crime prevention methodologies and practices. The Network is convinced that the accessibility of sound information is a prerequisite for developing effective policies in crime prevention. Therefore, the Network will act as a platform for this evidence-based information.

Action areas:

5.1.1. Make existing and future research accessible

- **Task EUCPN Secretariat**
 - Relevant research articles will be disseminated through the newsletter and the website.
- **Tasks MS**
 - National Representatives will share relevant research from their research institutions with the Network.
- **Tasks Presidencies**
 - Sweden will organise one thematic seminar, linked to the Board Meeting, to exchange information on **the prevention of work related crime**.
 - Spain will organise the BPC-ECPA on “**Trafficking of human beings / labour and other ways of exploitation**”.

5.1.2. Maintain a link with the academic world

- **Task EUCPN Secretariat**
 - The Secretariat will consult the advisory board for the Network in order to maintain a connection with academic experts.
- **Task Presidencies**
 - The presidencies will invite relevant international institutions to their seminar meetings and the BPC-ECPA. The National Representatives and the Secretariat can make suggestions.

5.1.3. Create evidence-based EUCPN output

- **Task EUCPN Secretariat**
 - The Network will develop recommendations on approaching challenges of crime problems.

- The Secretariat will, in cooperation with the Swedish Presidency, organise a workshop with experts specialised on the topic: “**How to prevent work-related crime?**”. This workshop will give input to the Secretariat.
 - The Secretariat will write a joint toolbox for both the Swedish and Spanish presidencies.
 - The Secretariat will, linked to the Spanish Presidency, organise a workshop with experts specialised on “the preventive model in different European countries”
- The Secretariat will increase its research output by developing a research programme.
 - The Secretariat will focus on all relevant crime areas, while prioritising those determined by the Board; organised property crime (OPC), trafficking in human beings (THB) and cybercrime.
 - Next to the 3 continuous topics, the EUCPN will direct attention towards EU priorities, national and local topics alike. These topics are linked to the EU Presidency and EMPACT topics.

5.1.4. Bridge the knowledge gap between research, policy and practice

➤ **Task EUCPN Secretariat**

- The Secretariat will publish one research paper to bridge the research policy gap. This paper is designed to translate research findings in an easy and concrete format for policymakers and practitioners.
- The Secretariat will publish two recommendation papers in the context of EMPACT: one on offender prevention in the field of Child Sexual Exploitation and one on the prevention of organised property crime in the maritime areas
- The Secretariat will publish one policy paper on public private partnership.
- The Secretariat continues to engage with relevant institutions and respond to requests for inputs.

➤ **Task MS**

- National Representatives are responsible to facilitate the contact of the Secretariat with good practices in their Member States.

➤ **Joined task**

- The Secretariat and the National Representatives will engage with the target groups and consult academic experts while preparing publications or other output. This includes asking for feedback, and bringing their perspective and experience.

5.2. Operational goal 2: The Network improves the effectiveness of crime prevention activities within the EU

The EUCPN has an important responsibility to act as a catalyst for improving the quality and delivery of crime prevention initiatives. Effective initiatives have to be based on evidence on the nature of the problem and what has been shown to work rather than on ideological, prejudice or value judgements. Moreover, the common understanding of crime prevention will improve by sharing national experiences. The Network not only sets out to exchange information, but also seeks to implement this by creating and supporting effective actions at the local, national and EU level of crime prevention.

Action areas:

5.2.1. Create criteria for effective crime prevention initiatives

Completed in 2021.

5.2.2. Increase the uptake of evidence-based approaches to crime prevention

➤ Task EUCPN Secretariat

- The EUCPN Secretariat will develop a training on crime prevention knowledge and evidence.
- The EUCPN Secretariat will create and test an assessment methodology for a new crime prevention registry, using QUALIPREV as its starting point.

➤ Task MS

- The National Representatives will promote the use of an evidence-based approach in their respective countries by providing financial and reputational incentives for evidence-based practice through the Best Practices Conference and the European Crime Prevention Award.

➤ Joined task

- The EUCPN Secretariat and the National Representatives will communicate about the benefits of evidence-based practice and popularise its benefits.
- The EUCPN Secretariat and the National Representatives will renew the ECPA entry form to maximise knowledge capturing from good practices, using the 5Is¹ framework.

¹ The 5Is framework is a framework to capture and standardise information on good practice descriptions of crime prevention projects. Professor Paul Eklom originally developed this system for the EUCPN in 2002 and has been updated since then.

Optioneel: The framework comprises of 5 task streams in the preventive process: Intelligence, Intervention, Implementation, Involvement, Impact

Paul Eklom, Crime Prevention, Security and Community Safety Using the 5is Framework, Basingstoke: Palgrave Macmillan, 2011

5.2.3. Increase the capacity for evaluating crime prevention initiatives

- **Task EUCPN Secretariat**
 - The EUCPN Secretariat will implement the training on evaluating crime prevention, using a train-the-trainer model.
- **Task MS**
 - The National Representatives will roll out the training on evaluating crime prevention at the national level

5.2.4. Support concrete initiatives

- **Task EUCPN Secretariat**
 - The Secretariat will update every month the EU funding information page on the website to give an overview of all possible open calls.
 - The Secretariat provides support and evaluations to MS wanting to adapt projects being ECPA winners. In order to do so, extra information will be gathered and translated as much as possible.
 - Setting-up collaboration projects with international institutions should be aspired when relevant.

5.3. Operational goal 3: The Network, the Secretariat and the National Representatives are the point of reference for crime prevention in the EU

There is a wealth of information available through the EUCPN, and this knowledge base will continue to grow in the next years. In the years 2021-2025, the EUCPN is committed to taking major steps to further promote the accessibility of this knowledge and to promote the value of crime prevention as an integral part of any response to crime. The EUCPN will become a one-stop-shop for those who need information, practices, experiences and tools about crime prevention.

Action areas:

5.3.1. Continue championing crime prevention

- **Task EUCPN Secretariat**
 - The Secretariat will represent the Network on relevant meetings.
- **Task MS**
 - The National Representative will represent the Network on relevant meetings.
- **Joined task**
 - The Network will promote the use of crime prevention.

- The content, design and user-friendliness of the EUCPN website will be kept in line with the current web standards.
 - The Secretariat will keep the website up to date and optimise its current functions with the assistance of the Board.
 - The MS will make sure that the Secretariat receives regular updates about the information and contacts provided.

5.3.2. Improve the brand awareness of the EUCPN

➤ **Task EUCPN Secretariat**

- The Secretariat shall report to the Board on its activities related to the communication plan and the networking activities. The Secretariat will in particular focus on the following actions in 2023:
 - Attract more visitors to the EUCPN website
 - Promote subscription of the EUCPN newsletter
 - Further refine the social media accounts of the EUCPN
 - Develop podcasts and webinars

➤ **Task MS**

- The National Representatives shall report to the Board on their activities related to the communication plan and the networking activities. In regards to the actions on which the Secretariat will focus, the National Representatives have the responsibilities to:
 - Publicise the EUCPN output from the website at the national and local level, and increase the use of the members only area
 - Promote the EUCPN newsletter within their Member States and share its content through national communication channels
 - Promote the social media channels of the EUCPN, and like and share the EUCPN posts on official accounts
 - Disseminate the information regarding the podcasts and webinars
- The National Representatives will promote the BPC ECPA in their Member State

➤ **Presidency task**

- the Presidency will look into the possibility of organising the BPC ECPA as a public event

5.3.3. Be accessible to the target groups of the EUCPN

➤ **Task MS**

- The National Representatives will promote the EUCPN in their respective countries and be available for crime prevention questions. Amongst others,

national crime prevention days could be good places to increase the visibility of the EUCPN.

5.3.4. Overcome the existing communication barriers

➤ **Task EUCPN Secretariat**

- The EUCPN Secretariat will communicate in easily understandable language, only using jargon if needed or appropriate and ensure such terms are defined in a glossary.
- The toolboxes produced by the Secretariat will be translated into 4 national languages: English, French, German and the language of the presidency.
- As much other output of the Network will be translated as possible. The National Representatives will exchange good practices regarding the communication between the national, regional and local level.
- Produce attractive and easily accessible output, exploring interactive ways of communicating publications such as videos, factsheets, conferences, webinars and podcasts

➤ **Joined task:**

- The Secretariat and the National Representatives will tailor the publications and communications and address segmented target groups (programme managers, front line practitioners, policymakers) ensuring its relevance.

5.4. Operational goal 4: The Network contributes to the EU policy and strategy of crime prevention.

Crime prevention has to be an integral part of any holistic approach to crime. An important priority for the Network is to provide support for those who define policy at the EU level. Crime prevention needs to be included in all related strategies and policies. The EUCPN is committed to proactively promote crime prevention in any EU crime strategy or policy.

Action areas:

5.4.1. (Continually) advocate for making crime prevention an integral part of the response to crime

➤ **Task EUCPN Secretariat**

- The EUCPN Secretariat will continue its activity in EMPACT 2023+ and will act as coordinator of Strategic Goal 7: Prevention and harm reduction, assistance to victims, awareness raising

- Policy requests between Member States will be stimulated. Therefore, the Secretariat will provide evidence-based counsel to Network requests.
- **Task MS**
 - The National Representatives will increase the contact with their national counterparts in the relevant working groups of the EU Council to further support recommendations made by the EUCPN.
- **Task Presidency**
 - The Presidency will increase the contact with their national counterparts in the relevant working groups of the EU Council to further support recommendations made by the EUCPN.
- **Joined task**
 - The Network will evaluate the level of follow-up of the recommendations made in the different output of the Secretariat based on the results of the questionnaire send out in the first part of 2022.

5.4.2. [Take part in discussions on EU crime strategies and policies](#)

- **Task MS**
 - The EUCPN wants to be included in EU discussions on crime strategies and policies. National Representatives will proactively contact their counterparts in relevant working groups to facilitate this. The new regulation on Child Sexual Abuse will be the focus in this regards
 - The National Representatives will answer to questionnaires send out by the Secretariat in the context of the toolboxes.
- **Task Presidency**
 - The Presidencies will contact the Chair of LEWP in order to present one relevant EU and MS topic.
 - The Presidency in office will inform LEWP about the main activities and recommendations proposed by the EUCPN.
- **Task EC**
 - The progress and implementation of the Commissions' Organised Crime Strategy and Action Plans will be put on the agenda for discussion at the Executive Committee and Board Meeting

5.4.3. [Create EU-wide effective actions](#)

- **Task EUCPN Secretariat**
 - The EUCPN Secretariat will (co)lead actions in EMPACT Organised Property Crime, Firearms Trafficking, Synthetic Drugs, Cocaine Cannabis and Heroin, Environmental Crime, Child Sexual Exploitation and Online Fraud Schemes

- The EUCPN Secretariat will participate in the preventive actions in EMPACT Cyber Attacks, High Risk Criminal Networks and Trafficking in Human Beings.
- A European Focus day on domestic burglary will be organised.
- **Task MS**
 - The MS are responsible for the dissemination and promoting of the activities related to EMPACT at the national level
- **Joined task**
 - The Network will take an active role in certain EU funded project such as INDEED, ISF Sword, Frontline Politea and 2PS.

5.4.4. [Coordinate the various crime prevention activities and actors at the EU level](#)

- **Joined task**
 - The Network will maintaining successful partnerships with European and international organisations.

6. [Strategic goal II: The Network improves its internal functioning](#)

The consecutive external evaluations have stated that the EUCPN made an impact on the EU crime prevention field, but also discovered some limiting factors in the functioning of the Network. Increasing the Member States' engagement - which is sometimes very sporadic at present - is increasingly one of the biggest opportunities for expanding the impact of the Network.

The second strategic goal focuses on the internal improvements necessary to enhance the Network's functioning. It presents 4 areas of improvement. The areas of improvement deal, first of all, with how the evidence-based approach will be developed and implemented in the Network's endeavours. Secondly, the governing structure of the Network will be discussed to improve the internal working environment. Furthermore, an improved orientation towards the target groups will be envisioned and lastly, the expertise of the Network will be demarcated.

[6.1. Area of improvement 1: The evidence-based approach](#)

The increased focus on evidence-based approaches within the work of the Network is put forward as one of the most important areas of improvement in order to accomplish the

Network's strategic and operational goals. It is recognised that the focus on evidence-based knowledge and activities needs to be at the heart and centre of the Network's endeavours.

Action areas:

6.1.1. Create a task force

Completed in 2021

6.1.2. Decide on transparent criteria for assessing the evidence base of crime prevention practices

Completed in 2021

6.1.3. Transparent criteria for assessing the evidence base of crime prevention practices will be implemented in all aspects of EUCPN

See 1.2.1.

6.1.4. Promote adoption of these criteria in national strategies and funding opportunities

Will be implemented in the 2023, 2024 or 2025.

6.2. Area of improvement 2: Governance

Each of the three external evaluations that have been performed over the years discovered limiting factors in this structure and expressed the need to improve the governance of the Network. The EUCPN, therefore, commits itself to tackling these governance issues in order to create a strong and clear structure. Specifically, the role of the National Representatives, the division of tasks and the hosting structure of the Secretariat have come into focus.

Action areas:

6.2.1. Clarify the different roles and tasks of the EUCPN members

Completed in 2021 by the WG Governance

6.2.2. Promote the appointment of well-equipped National Representatives

➤ **Task Secretariat**

- The Secretariat will organise introduction meetings for new National Representatives

➤ **Task MS**

- The buddy system for new National Representatives is carried out

- New Working Groups, in which National Representatives will take an active role, will be set up
- **Task Presidency:**
 - Sweden and Spain will cooperate on the toolbox topic. Focusing on one topic for the whole year facilitates for national representatives to contribute to the network despite limited resources.

6.2.3. Leave room for content discussions during Board Meetings

- **Task EUCPN Secretariat**
 - Written procedures will be used more extensively.
- **Task MS**
 - The MS will inform the Secretariat on which agenda topics they want to receive a written procedure instead of a discussion during the Board
- **Task ExCom**
 - The Executive Committee will prepare the administrative decisions for the Network.
- **Task Presidency:**
 - The Presidency will ask the members of the Board for suggestions relating to crime prevention policies, practices and research.

6.2.4. Discuss the hosting structure of the Secretariat

Completed by the WG Governance in 2022.

6.3. Area of improvement 3: Target group orientation

The Network's target groups are focused on three different levels of governance: the local, the national and the European level.

Action areas:

6.3.1. Continuous link to international stakeholders

- **Secretariat Task:**
 - A stakeholders meeting will be organised.
 - A meeting for National Crime Prevention Councils will be organised.
 - The creation of 'Memorandum's of Understanding' will be aspired with key stakeholders.

6.3.2. Improved focus on the local level

- **Secretariat task:**
 - The Secretariat will also invite local practitioners and experts when organising expert meetings by using the contact list.
- **Task MS:**

- The National Representatives will promote the EUCPN and its output to the local level.
- The National Representatives will draw up lists of National Contact Points per crime prevention priorities. This list will be handled as a restricted document and will not be shared publically.

6.4. Area of improvement 4: The expertise of the Network

The evidence-based approach discussion should already lead to greater expertise within the Network. Statements from the Network need to be a kind of benchmark for what is good, what works and what is not good or does not work.

Action areas:

6.4.1. Create an advisory board

➤ **Joined task**

- The advisory board will serve as a sounding board for the Network.

6.4.2. Establish a balance between EU and local priorities

Discussed in 2020, 2021 and 2022.

6.4.3. Strengthen the link between local and EU priority topics

See 2.3.2