



**COUNCIL OF  
THE EUROPEAN UNION**

**Brussels, 23 April 2014  
(OR. en)**

**9110/14**

**GENVAL 24  
STATIS 57  
JAI 249**

**COVER NOTE**

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From: Secretary-General of the European Commission,  
signed by Mr Jordi AYET PUIGARNAU, Director

date of receipt: 15 April 2014

To: Mr Uwe CORSEPIUS, Secretary-General of the Council of the European  
Union

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No. Cion doc.: SWD(2014) 144 final

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Subject: COMMISSION STAFF WORKING DOCUMENT Action Plan on Crime  
Statistics 2011-2015: Mid-Term Review

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Delegations will find attached document SWD(2014) 144 final.

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Encl.: SWD(2014) 144 final



Brussels, 15.4.2014  
SWD(2014) 144 final

**COMMISSION STAFF WORKING DOCUMENT**

**Action Plan on Crime Statistics 2011-2015: Mid-Term Review**

The Statistics Action Plan for measuring crime in the EU<sup>1</sup>, covering the period 2011-2015, was adopted on 18 January 2012. As part of the ongoing evaluation process, to check progress against its stated objectives, the preparation of a mid-term review was envisaged for 2013. This document summarises the activities and achievements so far under the Action Plan, to the end of 2013, and looks at work currently underway and planned for the remainder of the term of the Action Plan.

## **1. COOPERATION AND COLLABORATION**

A new expert group on policy needs for data on crime was established by Commission decision in 2012, and the first meeting held on 11-12 October 2012. The expert group comprises representatives from home affairs and/or justice ministries of the Member States, alongside independent and academic experts in the field of criminology and crime statistics, including the European Sourcebook project. Eurostat, EU agencies (Europol, Eurojust, EUCPN, FRA), and international organisations (UNODC, Council of Europe) are also represented. Discussions at the 2012 meeting took in statistical efforts on Trafficking in Human Beings, Corruption, Money Laundering, and Cybercrime, as well as the two surveys then being prepared: the EU Safety Survey and the Business Victimization Survey. More detail on developments in each of these areas is provided below.

A second expert group meeting took place on 6 December 2013. The main focus of this meeting was to prepare the ground for forthcoming data collections on cybercrime and corruption statistics respectively. Accordingly, there was also a more theoretical discussion about the difficulties of gathering statistics for non-traditional types of crime. There were also updates on the developments in other areas which had happened since the previous meeting. Some members highlighted the need for further improvement in coordination between agencies and authorities, and called for greater prioritisation of data collections in order to support policy needs in a more targeted way.

The expert group has been one of a number of avenues for the promotion and dissemination of the Commission's work – and the work supported and (part-)financed by the Commission – on crime statistics. Commission services (DG Home Affairs) have presented updates to the working group of the Council on General Matters including Evaluation (GENVAL), most recently in December 2013, also taking the opportunity to present the pilot survey on crimes against businesses in the EU (Business Victimization Survey, see below). Within DG Home Affairs, the recent creation of a Statistics Task Force provides a good avenue for raising awareness about activities carried out under this Action Plan, as well as sharing experiences of working with statistics and giving more visibility to crime and security statistics.

Eurostat and UNODC have been working together to develop a common questionnaire for the collection of data for crime statistics, to try to reduce the reporting burden placed on Member States and on statistical agencies in particular by overlapping and competing data collections. This joint questionnaire is being used for the first time in 2013-14.

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<sup>1</sup> COM(2011) 713 final:  
<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2011:0713:FIN:EN:PDF>

## **2. DATA QUALITY**

The Commission continues to support the UNODC-led work on an International Crime Classification System, which is being tested in volunteer countries in early 2014 and due to be finalised by the end of the year. This will go a long way towards harmonising definitions across Member States (and more widely) and will thus help to improve the comparability of statistics from different countries.

The coordination between Eurostat and UNODC mentioned above has also seen progress in deepening and widening the scope of data gathered, in terms of demographic variables (e.g. sex and age groups) and information on residence and nationality for prison populations. Similarly, there has been notable progress in improving the disaggregation of data on Trafficking in Human Beings, where the data collections behind the second report, due in 2014, will provide greater detail in areas such as gender and age group of victims.

In terms of common definitions, the Directives on attacks against information systems (Directive 2013/40/EU) and on combating the sexual abuse and sexual exploitation of children and child pornography (Directive 2011/92/EU) have succeeded in ensuring greater consistency of definitions across Member States. This has been helpful in preparing for the new data collection on cybercrime statistics, where work towards agreeing a common set of indicators at EU level is nearing completion.

## **3. DATA ANALYSIS AND DISSEMINATION**

Following the practice of Eurostat's Statistics in Focus series, comprehensive metadata and contextual information have been compiled for the data collections on Money Laundering and Trafficking in Human Beings, and published where relevant. For both of these new data collections, the statistics have been published as Eurostat working papers, with analysis and explanation of the findings and the implications both for policy and for future collections in the area. DG HOME was fully involved in the analysis of the data and co-authored the reports with Eurostat. For Eurostat's annual crime statistics, the full data set has been published, and the online database also includes detailed information at country level.

## **4. DEVELOPMENT OF INDICATORS AND SPECIFIC DATA COLLECTIONS**

Ongoing activities started under the previous Action Plan 2006-2010:

- Business Victimization Survey. The second phase of the EU survey to assess the level and impact of crimes against business (Business Victimization Survey) was launched under a targeted call within the ISEC funding programme in 2010. This phase consisted of a pilot survey, building on an earlier scoping study, of businesses in 20 Member States. The final report was published in autumn 2013 and provides evidence of businesses' experiences and perceptions of crime, based on interviews carried out with representatives of businesses across the Member States.
- EU Safety Survey. The European Parliament voted against the Commission's proposal for an EU Safety Survey at its plenary session on 12 December 2012, so progress has stalled.
- Money Laundering data collection. The first EU-level report on money laundering statistics was published in 2010. The second report, which collates and analyses data

for the years 2008, 2009 and 2010, was finalised and published in 2013. This most recent report has been discussed by Member States within the framework of the expert group on money laundering, and is feeding into the Commission Impact Assessment on possible criminalisation of money laundering. Work is currently underway to see how best to continue this data set for the period after 2010.

Work started during the period of the current Action Plan 2011-2015:

- Trafficking in Human Beings data collection. The first EU-level report on Trafficking in Human Beings statistics was published in 2013, covering data for the period 2008-2010. Among other uses, preliminary data from this report was used to inform the identification of priority countries and regions by the Council in December 2012<sup>2</sup>. The second report, which is similarly a collaboration between DG HOME and Eurostat, will cover the period 2010-2012. The data collection phase has largely been completed, and the second report is on course to be published later in 2014. As discussed above, the second data collection provides greater disaggregation of data than the first, in particular as regards gender and age group of victims.
- There has been some progress towards developing common sets of indicators for data collections on cybercrime and corruption. Thanks to the framework provided by the Council of Europe and now augmented by the Directive on attacks against information systems, as well as the Directive on child sexual exploitation, it is hoped that the final list of statistical indicators can be confirmed, and the process of data collection started, in the first half of 2014. Work to agree a set of indicators for corruption was also a discussion topic at the two expert group meetings in 2012 and 2013. The final list is expected to be ready later in 2014, and the data collection will follow shortly afterwards.

## 5. CONCLUSIONS AND NEXT STEPS

The first half of the term of the Action Plan has seen some actions delivered upon – notably the re-establishment of the expert group, the publication of statistical reports on Money Laundering and Trafficking in Human Beings, and the successful delivery of the pilot survey on experiences of crimes against business. However, there have been delays in achieving some of these actions, as well as in other areas such as the EU Safety Survey and the development of statistical indicators for non-traditional forms of crime.

In view of reduced resources and the concerns expressed by some expert group members, it will be important during the remainder of the term to continue to focus on reducing overlap between different data collections where possible, and to maximise the usefulness of the expert group for informing Commission thinking about the policy needs for data on crime. Within this context, a full discussion of the types of data which policymakers find useful is envisaged for the next meeting in autumn 2014, following a written consultation with expert group members. Further dialogue with Council (COSI) on this topic, and about what our priorities might be over the medium term, will help to ensure that the Commission approach to crime statistics remains relevant and focused on the most important objectives.

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<sup>2</sup> Council Document No: ST 13661 2012 REV 3,  
<http://register.consilium.europa.eu/doc/srv?l=EN&t=PDF&gc=true&sc=false&f=ST%2013661%202012%20REV%203>

In the first instance, concrete priorities should be the publication of the second report on Trafficking in Human Beings, and the launch of the data collection on Cybercrime. Over the longer term, consideration should also be given as to how best to preserve the continuity of data sets in light of resourcing and budgetary constraints, as well as to any possible follow-up on those actions which have been successfully completed.

**Annex: Table of Actions for the Action Plan**

A number of the actions are continuous or ongoing, and are thus valid throughout the period of the Action Plan. For those actions with discrete deliverables and deadlines, the current status and any necessary revisions to the timeframe are described below. The numbering of objectives is aligned with the original numbering in the Action Plan.

	<b>Objectives</b>	<b>Responsible Party</b>	<b>Timeframe</b>	<b>Specific Actions</b>	<b>Status (with revisions to expected timeframe where appropriate)</b>
1.1	Set up a communication channel between policy makers, data providers and end-users.	COM (HOME)	Commission Decision in 2011 Annual meetings from 2012	<ul style="list-style-type: none"> <li>a. Re-establishment and enlargement of an expert group to advise the Commission on the implementation of this Action Plan.</li> <li>b. Definition and regular update of the policy need through discussions and written consultations</li> <li>c. Feedback from the users of the crime statistics collected, for better understanding of the type of data required for policy and decision making.</li> </ul>	<p><b>Enlarged expert group re-established.</b></p> <p><b>Annual meetings held in 2012 and 2013, providing a framework for discussion and written consultation.</b></p>

	<b>Objectives</b>	<b>Responsible Party</b>	<b>Timeframe</b>	<b>Specific Actions</b>	<b>Status (with revisions to expected timeframe where appropriate)</b>
1.4	Avoid proliferation of statistical data and duplication of information by organising data collections in common with other international institutions and/or EU agencies.	COM (ESTAT, HOME, JUST)	2011-2012 the first common data collection	UNODC-EUROSTAT common data collection. Explore other possibilities.  Commission – Council of Europe on prison population (SPACE I and II)	<b>First UNODC-EUROSTAT common collection delayed, but now underway.</b>  <b>Other possibilities to be explored.</b>
3.1	Develop a coherent framework for reporting EU28 data on crime avoiding misleading comparisons.	COM (HOME) with contributions from other DGs and international stakeholders	First print edition in 2013-2014	Development of a European Crime Report based on the recommendations of the preliminary study performed under the Action Plan 2006-2010 and the assessment of the feasibility of the proposed options.	<b>Work has paused, to allow further evaluation of the added value and feasibility of such a report, building on the results of the preliminary study.</b>
4.1	Measuring Money Laundering	COM (HOME, ESTAT) with contributions from other DGs (TAXUD, MARKET)	Data collection in 2011  Publication of results first half of 2012	a. Collection of Money Laundering Statistics based on the indicators developed under the Action Plan 2006-2010.  b. Assessment of the need for a regular collection every two years.	<b>Data collected and results published.</b> <b>Publication was delayed until 2013.</b>  <b>Currently assessing ways to incorporate biannual collection into regular Eurostat work.</b>



	<b>Objectives</b>	<b>Responsible Party</b>	<b>Timeframe</b>	<b>Specific Actions</b>	<b>Status (with revisions to expected timeframe where appropriate)</b>
4.2	Measuring Trafficking in Human Beings	COM (HOME, ESTAT for the collection)	First data collection in 2011-2012	<ul style="list-style-type: none"> <li>a. First data collection on a small number of indicators in collaboration with the Network of National Rapporteurs.</li> <li>b. Assessment of the feasibility and the need for regular collection.</li> </ul>	<p><b>First report published in 2013.</b></p> <p><b>Second collection launched in 2013, due for publication in 2014.</b></p> <p><b>Assessment of feasibility of regular collection to follow in late 2014.</b></p>
4.3	Measuring Cybercrime	COM (HOME, with technical advice from ESTAT)	First data collection in 2012	<ul style="list-style-type: none"> <li>a. First data collection on the offences of the proposed EU directive on attacks against information systems.</li> <li>b. The gradual expansion of the list to cover other computer-facilitated crimes, will be assessed and discussed.</li> </ul>	<p><b>Finalisation of list of indicators and launch of data collection expected in first half 2014.</b></p>
4.4	Measuring Corruption	COM (HOME with technical advice from ESTAT, OLAF)	First data collection in 2013	Development of indicators followed by a pilot data collection.	<p><b>Indicators due to be finalised in 2014, ahead of pilot data collection.</b></p>

	<b>Objectives</b>	<b>Responsible Party</b>	<b>Timeframe</b>	<b>Specific Actions</b>	<b>Status (with revisions to expected timeframe where appropriate)</b>
4.5	Measuring victimisation rates and safety feelings in a common EU survey (EU Safety Survey)	COM (ESTAT, HOME, JUST), Member States	Implementation of the survey in 2013 Publication of results 2014-2015	<p>a. Implementation of a household/personal survey in the European Union; the model was developed in close cooperation with the Member States and it covers the prevalence of specific types of crime (victimisation rates) and other aspects relating to citizens' feelings about their safety.</p> <p>b. Analysis and publication of the results.</p>	<p><b>Delayed due to European Parliament vote against the proposal in December 2012.</b></p> <p><b>COM still supports the principle of such a survey, and is currently reassessing options.</b></p>
4.6	Measuring the extent and the type of victimisation in the Business Sector	COM (HOME)	Survey in 2011-2012 Results in 2013	Implementation of a Business Victimization survey based on the feasibility study performed under the Action Plan 2006-2010.	<p><b>Survey completed.</b></p> <p><b>Report published in 2013.</b></p>
4.7	Measuring the impact of EU legislation on criminal sanctions on national practice	COM (JUST)	Results in 2013	First collection of data based on study on legislation and practice regarding criminal sanctions.	<p><b>Study finalised in autumn 2013</b></p>