

European Crime Prevention Award (ECPA)

Annex I

Approved by the EUCPN Management Board in 2018

Please complete the template in English in compliance with the ECPA criteria contained in the Rules and procedures for awarding and presenting the European Crime Prevention Award (Par.2 §3).

General information

1. Please specify your country.

Ireland

2. Is this your country's ECPA entry or an additional project?

ECPA entry

3. What is the title of the project?

The Greentown Project

4. Who is responsible for the project? Contact details.

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5. Start date of the project (dd/mm/yyyy)? Is the project still running (Yes/No)? If not, please provide the end date of the project.

Start date: 1 September 2016

The project is still running

6. Where can we find more information about the project? Please provide links to the project's website or online reports or publications (preferably in English).

The **Greentown Project** site can be found here

<https://ulsites.ul.ie/law/node/107041> The site contains a summary of the Greentown Project and links to two publications, the original Greentown case

study, two replication studies and a national prevalence study which aims to quantify the problem of children's involvement in criminal networks in Ireland. Links to the publications are below

Redmond, S. (2016). Lifting the lid on Greentown—Why we should be concerned about the influence criminal networks have on children's offending behaviour in Ireland. Retrieved from:
https://ulir.ul.ie/bitstream/handle/10344/5793/Redmond_report.pdf?sequence=2

Naughton, C. M.; Redmond, S; O'Meara Daly, E (2020). Lifting the Lid on Redtown: A replication case study, which investigates the contribution of engagement in a local criminal network to young people's more serious and persistent offending patterns. Retrieved from
<http://hdl.handle.net/10344/8642>

O'Meara Daly, E; Redmond, S; Naughton, C. M. (2020). Lifting the Lid on Bluetown: A replication case study, which investigates the contribution of engagement in a local criminal network to young people's more serious and persistent offending patterns. Retrieved from
<http://hdl.handle.net/10344/8643>

Naughton, C. M., Redmond, National Prevalence Study: Do the findings from the Greentown study of children's involvement in a criminal network extend beyond Greentown? Retrieved from
<http://hdl.handle.net/10344/8644>

7. Please give a **one page** description of the project (**Max. 600 words**)

The Greentown Project is a policy-research collaboration between the Department of Justice and the University of Limerick. The project is an evidence informed approach to designing a holistic programme to a) lessen the effect of criminal networks on children in local communities in Ireland and b) improving opportunities for children engaged or at risk of engagement by a criminal network to disengage and pursue a pro-social trajectory. The Greentown intervention programme will be trialled in two locations in Ireland from October 2020. However, **the programme is founded on an existing high quality evidence base specific to the Irish context.**

Specially commissioned primary studies into children's involvement in criminal networks have been completed (2014-2019). Three are detailed case studies employing social network analysis with detailed qualitative examination of network structure, processes and culture. The case studies focus on carefully selected anonymised police districts using 'Twinsight', a methodology developed in Ireland to closely but non-invasively examine the activities of criminal networks, in particular the involvement of children and their collaborations with adults. The fourth study is a national prevalence research, which surveyed (juvenile specialist) police officers located in every county in Ireland. As a consequence of this research effort, Ireland now has a very detailed account of how networks engage and trap young people in criminal activity and how many children may be involved at national level. **Importantly, clear evidence exists to show that where family and kinship groups form the core of networks they are typically more stable and resilient.** From the prevalence study we also know that approximately 1,000 young people from the total 10-17 year old population of approximately 400,000 are involved or at risk of involvement. In addition to primary studies, during 2017 and 2018 the Greentown study assembled a working conference of 50+ national and international experts including leading organised crime academics Professor Edward Kleemans VU School of Criminology, Vrije Universiteit Amsterdam, Professor Carlo Morselli, École de Criminologie, Université de Montréal, Professor James Densley, Metropolitan State University, Unites States, to design a new evidence informed intervention. The working conference involved further international scientific leadership in researching illicit networks and professionals involved policy development, operational management and practice in law enforcement, offender management, child welfare and community development disciplines. The Greentown intervention programme consists of four interdependent pillars which respond directly to the findings of our primary studies and expert deliberation. Pillar 1 refers to **Network Disruption** or the collective actions of Law enforcement and civil society to disrupt and frustrate the attempts of networks to recruit and retain children for criminal activity. Pillar 2 refers to **Community Efficacy** or activities focussed on improving the capacity and capability of the affected community to withstand and repel network influence. Pillar 3 refers to **Pro-Social Opportunities** or focussed efforts to assist the child to leave the network environment and re-connect with school or training. Pillar 4 refers to an **Intensive Family Programme** or the commissioning of a programme which has the capacity to protect the child and family from exploitative network relationships. Pillar 4 is the anchor pillar of the Greentown programme. It is based on a programme designed in Ireland for a similar client group of children involved in serious crime [Bail Supervision Programme] which commenced in 2016. This programme combined the evidence based programme, Multi Systemic Therapy© with active police case management and court conditions. The Bail Supervision Programme significantly influenced the design of the Greentown Programme. It was evaluated in 2019 and is offered in supporting evidence in the relevant section below. **(585 words)**

I. The project shall focus on prevention and/or reduction of everyday crime and fear of crime within the theme.

8. Which **crime prevention/ reduction mechanisms** were used in this project to contribute to crime prevention and/or the reduction of crime or the fear of crime? Multiple answers are possible.

Establishing and maintaining normative barriers to committing criminal acts

e.g. 'Offenders, we are watching you' campaigns

Reducing recruitment to criminal social environments and activities by eliminating or reducing the social and individual causes and processes that lead to criminality

e.g. social and financial support for disadvantaged families

Deterring potential perpetrators from committing crimes through the threat of punishment

e.g. decreasing the time between arrest and punishment

Disrupting criminal acts by stopping them before they are carried out

e.g. increasing police patrols in vulnerable areas

Protecting vulnerable targets by reducing opportunities and make it more demanding to carry out criminal acts

e.g. placing locks and cameras

Reducing the harmful consequences of criminal acts

e.g. initiatives to recover stolen goods

Reducing the rewards from criminal acts

e.g. restorative justice programmes

Incapacitating (or neutralising) perpetrators by denying them the ability (capacity) to carry out new criminal acts

e.g. imprisonment of key gang members

Encouraging desistance from crime and rehabilitating former offenders so they are able to settle back into a normal life

e.g. prison rehabilitation programs

Explain how this/these crime prevention mechanisms were used ((**Max. 300 words**))

Network Disruption pillar: Led by law enforcement will; establish normative barriers by identifying and targeting recruiters via 'Twinsight' and social network analysis, and disrupt criminal acts by creative deployment of existing criminal justice and child welfare executive powers.

Community Efficacy Pillar: will reduce the harmful consequences of crime in the communities affected by criminal networks by building resilience and reducing network related fear. Activities under this pillar may involve improvements in the physical environment (graffiti reduction, garden projects) and improvements in social capital (e.g. women's support projects, supporting youth activities).

Pro-Social Opportunities Pillar: will focus on providing challenging relational engagements with children embedded in criminal networks. It will aim, using motivational methods, to encourage children to deter from crime and encourage and support them to take up school, training and employment opportunities.

Intensive Family Programme Pillar will trial Functional Family Therapy in one trial location and an active case model in the second trial location. This pillar will protect vulnerable targets and reduce the rewards to criminal adults of recruiting children for criminal enterprise by improving parenting capacity and making them child protection priorities for statutory child welfare agencies in the two trial locations.

The **Intensive Family Programme Pillar** is the anchor element of the programme. Provided with a significant development budget, it will be the operational coordinator of the Community Efficacy and Pro-Social Opportunities Pillars. The Intensive Family Programme Pillar is based significantly on the successful Bail Supervision Programme. Given the centrality of this pillar to the Greentown Programme and close similarity of the pillar with the successful Irish Bail Supervision Programme, the Bail Supervision Programme which was trialled 2016-2019 is offered for evidence of effectiveness below.
(278 words)

II. The project shall have been evaluated and have achieved most or all of its objectives. For more information on evaluation, click [here](#)

9. What were the reasons for setting up the project? Was this context analysed before the project was initiated and in what way (How, and by whom? Which data were used)? In what way did this analysis inform the set-up of the project? **(Max. 150 words)**

The Greentown Project has benefitted from considerable research input from the University of Limerick.

1. **Statistical analysis** of crime data shows a small number of children responsible for huge amount of crime. This analysis shows further that the types of crime committed by this group are atypical; burglary, robbery and illicit drugs sales
2. **A detailed case study (Greentown)** was undertaken in a police district with a high level of atypical crime using social network analysis and the 'Twinsight' method were undertaken. This case study was replicated twice using the same sampling technique.
3. **A National Prevalence Study** was undertaken with all police Juvenile Liaison Officers in Ireland to quantify the level of the problem

4. A **Working Conference** of 50+ international and national experts (2017-2019) designed the Greentown programme and stress tested programme assumptions to mitigate the problems associated with unanticipated consequences **(143 Words)**

10. What were the objective(s) of the project? Please, if applicable, distinguish between main and secondary objectives. **(Max. 150 words)**

There are two objectives for the Greentown Project; firstly to reduce the influence of a local crime network on children and secondly to improve the likelihood of children embedded in a local crime network to exit and pursue a pro-social trajectory. Four strategic priorities support these objectives; Network Disruption, Improving Community Efficacy, Improving affected children's pro-social trajectories and protecting vulnerable children and families with an evidence informed effective intensive family programme. **(71 Words)**

11. Has there been a process evaluation?¹ Who conducted the evaluation (internally or externally?) and what were the main results? Which indicators were used to measure the process? Did you make changes accordingly? **(max. 300 words)**

The Intensive Family Pillar anchors the Greentown programme. This pillar is very closely related to the Bail Supervision Programme designed in Ireland for a similar client group. Evidence from the Bail Supervision Programme is presented.

Process evaluation for **fidelity** and **enabling conditions** was undertaken as part of a comprehensive evaluation of the Bail Supervision programme in 2019 by the University of Limerick.

Programme fidelity data was supplied to evaluators by the evidence based programme Multisystemic Therapy © license holders (MST). This data focussed on delivery of MST as per programme specifications. MST management provided two distinct reports that accessed both therapists' and supervisor's fidelity to the MST model during the evaluation timeframe. Report 1 captured caregivers' perceptions of their therapist's adherence to MST principles. All caregivers completed the measure (2 weeks after enrolment, then monthly)

¹ **Process evaluation:** Also called *implementation evaluation*, or *monitoring*, this process documents **how the activities were implemented** in order to determine any deviations from the original planning. It facilitates finding explanations for when the results of the intervention are not as expected.

(74 completed measures). Therapists adherence was an average of .86 (adherence is achieved for scores greater than .61). Report 2, captured therapist's perceptions of their supervisor's performance in relation to their supervisor's adherence to MST principles. Therapists completed the measure every 2 months (completed measures =11). Supervisor adherence was an average of .92 (>.80 is considered high average).

The **external operating environment** for the Bail Supervision Programme was examined by evaluators. This second examination identified enabling assumptions that underpinned the implementation of Bail Supervision, in particular the roles of supporting actors, agencies, the operations of courts and the orientation of local governance as problem solver rather than solely an accountability forum. All the evidence above was captured in the evaluation report and has been produced separately as an internal document 'Enabling Conditions' to support the implementation of Greentown. **(273 words)**

12. Has there been an outcome² or impact³ evaluation? Who conducted the evaluation (internally or externally?), which data and evaluation method were used and what were the main results? Which indicators were used to measure the impact? **(Max. 300 words)**

The Evaluation of the Bail Programme was an outcome evaluation. The methodology was a mixed experimental / realist design. The experimental element of the design matched young people on the Bail Programme with young people with similar demographics and antecedents and tracked trajectories over a 6-month period. The experimental design assured that any short term effect could be reasonably attributed to the programme. While experimental designs are superior tools to determine attribution, they are often poor in isolating the mechanisms which contributed to beneficial programme effects. For this reason the experimental design was complimented by a realist design which hypothesised via a theory of change, the contribution that the programme made to improving behaviour and attitudes, compliance with court orders and further criminal activity. The evaluation showed that the treatment

² **Outcome evaluation:** Measures the **direct effect** (i.e., extent of the changes) **of the intervention on the target group, population, or geographic area**. The information produced by the outcome evaluation determines at what level the **objectives were achieved**.

³ **Impact evaluation:** Measures **long-term effects** of the intervention on the target group, as well as **indirect effects** on the broader community. The information produced by the impact evaluation determines at what level the **ultimate goals** of the intervention were achieved.

group experienced a reduction in reoffending of 37 per cent over an equivalent timeframe compared with the control group. The realist element of the design showed that the treatment component was effective but also that key to the success was the willingness of state agencies to create an enabling environment and to work alongside the evidence based programme to overcome problems. The published evaluation can be found at

<https://www.gov.ie/en/publication/0a6bc8-evaluation-of-the-bail-supervision-scheme-for-children-pilot-scheme/>

The use of this programme evaluation as evidence in support of Greentown is two-fold. Firstly, the programme targets a very similar cohort of children. The main difference is that Greentown focuses on one locality/ neighbourhood whereas Bail Supervision operates from the court in a wider administrative boundary. Secondly the configuration of the Greentown programme closely resembles the Bail Supervision Programme. The added innovation with the Greentown Programme is integrating Law enforcement and child protection policy and programme objectives. **(277 words)**

III. The project shall, as far as possible, be innovative, involving new methods or new approaches.

13. How is the project innovative in its methods and/or approaches? **(Max. 150 words)**

The primary research supporting the Greentown Programme used social network analysis and newly designed 'Twinsight' method to examine the inner workings of three crime networks and their influence on children. The Greentown study has been welcomed by leading academics including the universities of Oxford, Cambridge, Yale and Harvard. In addition, a prevalence study surveying all specialist juvenile police officers in Ireland permitted approximate quantification of the problem in Ireland. Over fifty leading international and national experts worked with the Greentown Project over 2017-2019 to design, fine-tune and stress test the programme. The programme itself combines Network Disruption, Community Efficacy, Prosocial Opportunities and Intensive Family Programme pillars which refer specifically to the challenges identified by primary research and expert deliberation. The Intensive Family Programme pillar of the programme is based on a very successful innovative bail programme in Ireland (see links below), which was subjected to a quasi-experimental design outcome evaluation. **(150 words)**

<https://www.gov.ie/en/press-release/9d2f7c-bail-supervision-scheme-receives-icpa-community-corrections-award/>

<https://www.gov.ie/en/press-release/064204-bail-supervision-scheme-wins-civil-service-excellence-innovation-awa/>

IV. The project shall be based on cooperation between partners, where possible.

14. Which partners or stakeholders were involved in the project and what was their involvement? **(Max. 200 words)**

Department of Justice and Department of Children and Youth Affairs provided funding for all research which supports the Greentown Programme. The Departments also secured €4.2 million to operate two trials. Both will be centrally involved in the stewardship of the programme. **An Garda Siochana** (Irish Police Service) provided analysts to construct network maps from police detection data. It provided 60+ front-line police officers to examine local network maps with researchers and 120+ juvenile specialist police officers to quantify the problem at national level. Local senior police management will lead the network disruption pillar of the programme and participate in a multi-agency advisory committee to support the programme. **Tusla**, the state child welfare and protection agency, will treat youth embedded in criminal networks as child protection risks giving effect to efforts to disrupt the behaviours of adult-recruiters. Tusla local senior management will be members of the multi-agency advisory committee. The **Probation Service** will be members of the local multi-agency advisory committee. Two NGO's **Extern** and **Archways** are the partners providing the Intensive Family Programme and coordinating Community Efficacy and Pro-Social Opportunities pillars alongside **local community actors**. **The University of Limerick** will design the evaluation frameworks and undertake process and outcome evaluations. **(200 words)**

V. The project shall be capable of replication in other Member States.

15. How and by whom is the project funded? **(Max. 150 words)**

The Greentown Project is 100 percent funded by central Government in Ireland.

16. What were the costs of the project in terms of finances, material and human resources? **(Max. 150 words)**

Description	Trial costs	Trial costs
	(1 year)	(3 years)
	000's	000's

Intensive Family Programme	1,000	3,000	Project costs are allocated to a) the pillars of the programme b) scientific supports from the University of Limerick and c) start up costs. Costs relating to the Intensive Family Programme and scientific supports refer mainly to staffing costs. Costs relating to Community Efficacy and Scientific Support refer to cash budgets used to stimulate local activity. Start Up refers generically to office start-up costs, IT etc.
Community Efficacy	100	300	
Pro-Social Opportunities	100	300	
Scientific support	186	558	
Start Up	40	40	
Total	1,426	4,198	

17. Has a cost-benefit analysis⁴ been carried out? If so, describe the analysis, including how and by whom it was carried out and list the main findings of the analysis. (**Max. 150 words**)

No

18. Are there adjustments to be made to the project to ensure a successful replication in another Member State?

Taken as a whole the Greentown programme provides a start to finish stepwise methodology which provides for a replicable process of problem definition, programme design, stress testing, costing, procurement, implementation architecture/processes and evaluation. The process is transferable and permits overall conceptual clarity for states which aim to reduce the likelihood of child recruitment by criminal networks, while allowing for regional flexibility in terms of the programme on the ground.

19. How is the project relevant for other Member States? Please explain the European dimension of your project.

⁴ **Cost-benefit analysis:** A type of economic evaluation that compares the direct and indirect cost of the resources employed in the intervention, with the equivalent economic value of the benefits.

The project is directly relevant to '*insular groups whose members are related by family or family-like relations and whose income consists of proceeds from criminal activities in various areas....*', highlighted in the additional information provided for the European Crime Prevention Award 2020. The Irish programme in particular focuses on reducing the influence of networks on children, aiming to reduce networks ability to recruit and replenish. The stepwise methodology which refers to processes rather than programmes permits significant collaboration opportunities across multiple jurisdictions while allowing for local iterations of programme design.

Please provide a short general description of the project (abstract for inclusion in the conference booklet – **max. 150 words**).

Greentown is an evidence informed and design-led targeted community intervention which aims to reduce the influence of criminal networks on children. The programme's objectives are to reduce network capability for recruiting children to commit crime and provide an exit route for children who are already engaged or embedded. The Greentown Project is informed by a significant evidence base including multiple primary studies, evaluation findings and deliberation with international academics in the area of organised crime and national experts in the areas of youth justice, child welfare, policing and community development. The programme includes four interdependent pillars; network disruption, community efficacy, pro-social opportunities and intensive family programme, which collectively are designed to address the complex issues presented for a child and family when a dominant criminal network is operating in the neighbourhood. The Greentown Project offers new opportunities for practical law enforcement and academic community collaborations to support crime prevention efforts. **(150 words)**