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Annex to the

**Report from the Commission
to the European Parliament and the Council**

on

The Daphne Programme (2000-2003)

{COM(2004)824 final}

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1. PURPOSE OF THE REPORT

Article 9(2) of Parliament and Council Decision 293/2000/EC¹ setting up the Daphne Programme requires the Commission to present an evaluation report to the European Parliament and the Council, once the programme is completed.

This report presents the achievements of the Daphne Programme since its approval in January 2000. It includes an in-depth analysis of the results achieved under the former Daphne Initiative (1997-1999) and the first two years of implementation of the Daphne Programme, and an analysis of the projects funded in 2002 and 2003, but not their achievements as they have not yet been completed. As a consequence, this report covers seven years of activities, corresponding to 303 projects and involving more than 1500 organisations. It therefore goes beyond the requirement of Article 9(2) of Decision 293/2000/EC.

2. BACKGROUND

2.1. Context

The purpose of the Daphne Programme is to support the work of organisations and local authorities in protecting women and children and in preventing violence against them. Daphne encourages the exchange of ideas and best practice through the formation of networks and partnerships and the implementation of specific projects. This adds value at Community level to the work of Member States.

The Daphne Programme aims to address a widespread and growing concern at both public and political levels about the issue of violence. It followed the 1996 World Congress against Commercial Sexual Exploitation of Children in Stockholm and the events that unfolded in Belgium that summer, which focused attention on one particular form of violence: sexual violence against children and young people in the form of abduction, sexual abuse and exploitation and trafficking for sexual purposes. These forms of sexual violence are also all too frequently perpetrated against women and were condemned in the Declaration and Platform for Action adopted by the Fourth World Conference on Women held in Beijing in 1995. In its Communication on Trafficking in Women for the Purpose of Sexual Exploitation² (1996) the Commission highlighted the important role played by NGOs in combating trafficking and in helping the victims.

Sexual violence is not the only type of violence dealt with by the Daphne Programme. All types of violence are covered, including domestic violence, peer violence, institutional violence, for example in residential institutions or schools, violence towards minority groups such as homosexuals, handicapped people, ethnic minorities, etc.

This culture of violence spreads to other parts of society; for instance, it is prevalent in schools and in both urban and rural surroundings; it tends often to be inflicted on members of minority and disadvantaged groups. Sexual, psychological and physical violence seriously affect the victims' health in the broadest sense of physical, mental and social well-being and

¹ OJ L 34, 9.2.2000, p. 1.

² COM(96) 567 final on 20.11.1996

diminishes the ability of society to function effectively and achieve its potential now and in the future.

2.2. Short history

The **Daphne Initiative** was set up by the European Parliament with a 1997 Budget line of €3 million to fund measures to combat violence against children, young people and women. It funded measures to support non-governmental organisations (NGOs) and the voluntary sector active in this field. The Daphne Initiative was run by the Commission for three years (1997-1999), with a budget of 3 million ECU in 1997 and 1998 and €5 million in 1999.

On 24 January 2000, the Daphne Programme was approved in order to pursue the action, with a budget of €20 million for the period 2000-2003.

Daphne is based on the recognition of violence as a crime and a serious threat to the health of society. It tackles this phenomenon through a victim-based approach.

The **Daphne Programme** (2000-2003) differs from the earlier Initiative in three main respects:

- it is no longer limited to NGOs and the voluntary sector; local public institutions may now apply;
- it is open to the Central and Eastern European Applicant States and to Cyprus, Malta, Turkey and the EEA/EFTA countries;
- multiannual projects (lasting 2 or 3 years) can be funded. Until 1999, projects had been limited to 12 months only.

The Daphne Programme includes measures to protect three categories of beneficiaries (children, young people and women) and to prevent violence towards them. These measures involve:

- setting up networks at European level between NGOs and promoting co-operation between NGOs and the appropriate authorities;
- measures to protect target groups and prevent violence against them;
- studies and research to investigate the causes of violence, methods of intervention involving prevention, support and reintegration;
- the exchange of information and best practice;
- the dissemination of information, including seminars, conferences and written and audiovisual material;
- the organisation of awareness-raising campaigns both for the general public and for victims, potential victims and those working with them.

2.3. Links with other programmes

The Daphne Programme is one of the building blocks of the European Commission's fight against crime within its priority programme to establish an area of freedom, security and justice. Other programmes and actions exist in order to fight specific offences. Daphne liaises with them to ensure adequate co-ordination and consistency.

Daphne complements the **STOP** Programme¹ and, more recently, the **AGIS**² Programme, in that it recognises the work being done at the grassroots by NGOs and the voluntary sector, in addition to the public sector or authorities prosecuting violence or trafficking (such as legal practitioners, police forces, etc.), and aiming to forge collaborative networks among these various sectors at European level. Additionally, Daphne covers all forms of violence, not only, as in the case of STOP and AGIS, trafficking in human beings and the sexual exploitation of children. It was therefore intended to help all victims and potential victims of violence, whether that violence was of a sexual or non-sexual nature.

The **European Initiative for Democracy and Human Rights (EIDHR)** is also supporting actions to protect children – but outside the Union - such as, in 2000, the allocation of over €1 million to projects to combat child trafficking, modern forms of slavery and the exploitation of minors in Gabon, Benin, Togo and Nigeria.

An Action Plan to promote **safer use of the Internet** includes the fight against child pornography. On 15 March 2004 the Commission proposed pursuing this action for the period 2005-2008, and the Daphne II Programme will interact and collaborate with this.

Each of these programmes tackles an important aspect of violent behaviour. However, Daphne's particular interest lies in incorporating all these topics, which allows it to adopt a common approach and identify the interactions between these different areas of violence.

2.4. Linked policy initiatives related to violence between 2000 and 2003

Since the approval of the Daphne Programme in January 2000, the period 2000-2003 has seen a large number of EU instruments and actions connected with violent crime. These show that the struggle against violence towards children and women is still high on the political agenda in the EU.

On 30 March 2000a European Parliament Resolution³ called for the implementation of Commission measures to combat child sex tourism, while reiterating that child sex tourism is a criminal act closely linked to the sexual exploitation of children and child pornography.

In April 2000 a European Parliament Legislative Resolution⁴ called for legislative action against sexual exploitation of children and child pornography, including common definitions, offences and penalties.

In May 2000 the Council of the European Union adopted a Decision to combat child pornography on the Internet.⁵ This aims at promoting the effective investigation and prosecution of offences and includes articles on the setting-up of specialised units within law enforcement authorities, the communication of established points of contact set up on a 24-hour basis, and co-operation between the Internet industry and Member States in order to examine appropriate measures to eliminate child pornography on the Internet.

From 4 to 6 May 2000, the Portuguese Presidency of the EU held a conference in Lisbon on “Violence Against Women: Zero Tolerance – Closing of the European Campaign”. The

¹ STOP Programme, OJ L 322, 12.12.1996, and STOP II Programme, OJ L 186, 7.7.2001.

² OJ L 203, on 1.08.2002, p. 5

³ European Parliament, A5-0052/2000.

⁴ European Parliament, A5-0090/2000.

⁵ Official Journal L 138, 9.6.2000, p. 1.

conference drew up recommendations for the Commission on issues relating to violence against women, focusing on the following key areas: education and prevention, stopping violence, preventing re-offending, victim support.¹

In June 2000, the UN General Assembly met in a Special Session in New York for its review of progress since Beijing. There were some significant advances made and the Outcome Document² incorporates a number of EU proposals,³ including States' obligation to combat violence against women.

Among the important events in the second half of 2000, the proclamation of the Charter of Fundamental Rights of the European Union on 7 December was particularly significant. It includes a number of specific provisions to promote gender equality, ban slavery and forced labour and protect children, as specified by Articles 3, 5, 20, 21, 24 and 32.⁴

In December 2000, the Commission adopted a Communication on Combating trafficking in human beings and the sexual exploitation of children; two proposals for framework decisions.⁵ One proposal focuses on trafficking in human beings and one on the sexual exploitation of children and child pornography. Both proposals address approximation of the criminal laws of the Member States, and criminal procedure. The draft framework decisions include **common definitions** for criminal offences such as trafficking for the purpose of sexual as well as labour exploitation, child prostitution, sexual exploitation of children and child pornography, including by means of a computer system, i.e. the Internet. These decisions also provide for **common sanctions**, which are effective, proportionate and dissuasive, including terms of imprisonment with a maximum penalty of not less than six years for trafficking and four years for offences against children. The proposed level of sanctions for possession of child pornography was set at not less than one year of imprisonment. When the offences involve aggravating circumstances the maximum penalty should be not less than ten years for trafficking and eight years for offences against children. These proposed levels of sanctions indicate that the Commission believes that these offences are very serious and that the penalties should have a strong deterrent effect. In addition to common definitions and sanctions, the framework decisions address the liability of legal persons, including sanctions, jurisdiction and prosecution. It also provides for the protection of victims in judicial procedures and enhanced co-operation between Member States.

The Council of the European Union adopted the framework decision on combating trafficking in human beings on 19 July 2002⁶ and the framework decision on combating the sexual exploitation of children and child pornography on 22 December 2003⁷.

Also in December 2000, at a meeting in Palermo, the Commission and the 15 Member States signed a UN protocol that covers not only offences concerning trafficking in human beings for

¹ Violencia contra as Mulheres: Tolerancia Zero; Conferencia Europea, Lisboa 2000.

² Draft Resolution II. Further actions and initiatives to implement the Beijing Declaration and Platform for Action. UN 2000.

³ The EU called for UN Members to prevent and punish all types of gender-based violence in the private and public sphere.

⁴ OJ C 364, 18.2.2000, p. 1.

⁵ COM (2000) 854 final, 21.12.2000, OJ C 62, 27.2.2001.

⁶ OJ L 203 of 01.08.2002, p. 1.

⁷ OJ L 13 of 20.01.2004, p. 44.

the purpose of sexual exploitation but also labour exploitation.¹ Following its ratification by more than 50 countries, it entered into force on 28 January 2004.

In June 2001, the European Federation for Missing and Sexually Exploited Children was officially set up, under the auspices of Commissioner Vitorino and Belgian Minister of Justice, Mr Verwilghen. This federation is composed of 19 NGOs covering 15 out of the 25 Member States, and aims at collaborating in the search for missing children across borders and in transmitting cases of sexual exploitation of children to the appropriate authorities.

As a complement, in September 2001, the Council of the European Union adopted a Resolution on the contribution of civil society in finding missing or sexually exploited children.² The Resolution encourages co-operation between competent authorities and civil society organisations and includes paragraphs on, for example, emergency telephone lines, support to families of missing children, exchange of information, and compilation of data to help us better understand the extent of the problem and trends. As required by this resolution, a study has been drawn up on the actual extent of the phenomenon of missing and sexually exploited children as well as on the role of civil society organisations and relevant legal issues. The study was financed by the STOP and Daphne Programmes jointly and was carried out by the Belgian organisation Child Focus, together with Ghent University and partner organisations in EU Member States and accession countries. The report was presented to Mr. Romano Prodi by HM Queen Paola at a reception in Child Focus' premises on 6 February 2004.

A political agreement was reached, in the aftermath of the JAI Council on 6 December 2001, on a Framework Decision on a European Arrest Warrant³, whose importance to effective co-operation was underlined by the events of 11 September 2001. This instrument contains explicit references to the offences of child sexual exploitation, trafficking and child pornography, allowing offenders to be transferred from any Member State to the state requesting them for these offences.

The 2nd World Congress against Commercial Sexual Exploitation of Children was held in Yokohama, Japan, from 17 to 20 December 2001; the Daphne and STOP Programmes participated actively with a workshop sharing the achievements at EU level since the first Congress in Stockholm in 1996.

In 2002, the European Commission supported the elaboration of the Brussels Declaration⁴ on Preventing and Combating Trafficking in Human Beings. The document contains, inter alia, specific recommendations concerning child trafficking. Further to the Brussels Declaration, the Commission set up the Experts Group⁵ on Trafficking in Human Beings that is currently preparing a report aiming at the implementation of the Brussels Declaration. The Commission intends to issue a communication and an action plan taking the findings of the group into due consideration.

¹ Protocol to Prevent, Suppress and Punish Trafficking in People, Especially Women and Children supplementary to the United Nations Convention against Transnational Organised Crime, 2000.

² OJ C 283, 9.10.2001.

³ Council Framework Decision 2002/584/JHA of 13 June 2002, OJ L190 of 18.07.2002 p. 1.

⁴ OJ C 137, 12.06.2003, p. 1.

⁵ OJ L 79 of 26.03.2003, p. 25.

In November 2003, a political agreement was reached on a Council Directive¹ on the residence permit issued to third-country nationals who are victims of trafficking in human beings or who have been the subject of an action to facilitate illegal immigration, who cooperate with the competent authorities. The Directive defines the conditions for granting residence permits of limited duration to third-country nationals who cooperate in the fight against trafficking in human beings or against action to facilitate illegal immigration. Article 10 of the Directive contains specific provisions for the treatment of minors, focusing on the best interests of the child.

3. LIFECYCLE OF THE PROGRAMME

Like many of the Community programmes, Daphne is based on a cycle. The Daphne cycle is spread over three years, starting with an annual work plan (to be approved by the programme Committee), followed by a call for proposals, the selection of the most relevant projects, the signing of the contracts and the first payments, in the first year. During the second year, projects are implemented (they usually start in December of the year of the call) and monitoring visits are paid by a Commission official or an external expert. After their twelve-month period of work, the projects have another three months to present their final report and accounts. As a consequence, the final payments and the Daphne website update occur at year n+2 for a call at year n. Also, six months after projects end, an ex-post evaluation is carried out by external experts in order to gain a global picture of the results achieved (see Annex 2 for an overview of this cycle).

3.1. Call for proposals

Calls for proposals are issued during the first quarter of the year, allowing around three months for the proposers to respond. Each year, the content of the call is adapted according to the annual work plan and in the light of the lessons learnt from previous years.

In 2000, no specific priority was given because it was the first year of the programme and the whole scope of Daphne was open to participation. In 2001, the specific priorities were 1) to use, adapt and disseminate existing Daphne results; 2) information campaign and awareness raising actions to combat child sexual abuse and paedophilia. The latter was set in order to respond to the creation of a new budget line (B5-804) by the European Parliament² in order to combat child sexual abuse and paedophilia.

The lessons learnt from these first two calls affected the year 2002 call for proposal, when the following priorities were set: 1) to use, adapt and disseminate existing Daphne results; 2) female genital mutilation; 3) child sexual abuse and paedophilia; 4) violent men. Here again, priorities 2 and 3 were a response to two amendments requested by the EP in the year 2002 budget.³ This amendment increased the budget for 2002 by €1 million. The total budget appropriation for the programme being fixed at €20 million in 2003, the budget was reduced by €1 million.

¹ COM (2002) 71 final.

² EP Amendment 1046 to the Commission budget for 2001: new budget line B5-804N: “*European information campaign to combat child exploitation and paedophilia*”.

³ EP Amendment 0129 to the Commission budget for 2002: adding €1 000 000 to the Daphne budget in order to combat paedophilia, sexual exploitation and female genital mutilation.

The priorities set for the year 2003 were 1) to use, adapt and disseminate existing Daphne results; 2) to develop indicators to measure both the extent of violence and the impact of violence on victims, their families and society as a whole, 3) street children and 4) the health implications of violence.

The following figures illustrate the Daphne activity so far. It shows a constantly high demand, which results in constant over-subscription.

	Daphne Initiative			Daphne Programme							
	1997	1998	1999	2000	2001	2002	2003	Total Daphne Progr.	Total Global		2001 (BS-804)
Proposals received	428	270	354	415	209	266	258	1.148	2.268	100%	68
<i>Funds requested (€ million)</i>	<i>26,3</i>	<i>19,2</i>	<i>32,0</i>	<i>40,2</i>	<i>21,6</i>	<i>27,9</i>	<i>26,7</i>	<i>195</i>	<i>195</i>		<i>7,3</i>
Eligible proposals	286	194	273	308	157	205	221	891	1.644	72,5%	43
<i>Funds requested (€ million)</i>				<i>29,9</i>	<i>16,2</i>	<i>33,2</i>	<i>23,4</i>	<i>103</i>	<i>103</i>		<i>4,6</i>
Projects selected	46	49	54	47	26	39	33	145	303	13,4%	9
EC funding (€ million)	2,888	3,419	4,776	4,594	4,523	5,547	3,606	18,272	31,049		1,694
Average funding per project (€)	62.795	69.794	88.445	95.125	104.510	106.705	109.273	103.903	93.412		110.658
Number of partners involved	NA	256	NA	361	303	323	250	1.237	1.493	100%	90
Of which from EFTA/EEA Countries	NA	NA	NA	3	3	5	4	15		1,2%	0
Of which from Candidate Countries	NA	NA	NA	17	16	15	14	65		5,3%	3

It is worth noting that project costs are increasing every year. This has a direct impact on the number of projects that can be funded with a budget that remains constant over the years.

Several **eligibility** criteria had to be fulfilled: (a) the proposed actions have to fall within the scope of Daphne; (b) the proposal must be made on the appropriate form; (c) it must be signed and submitted before the deadline; (d) the application must be accompanied by several documents testifying to the status and liability of the organisations. Unfortunately, despite extensive explanations and reminders in the guidelines, around 25% of the applicants still fail to meet these criteria.

The **selection** process is based on an evaluation made by a group of external experts. These are recruited by a call for expressions of interest¹ on the base of their general expertise in the various fields of interest for the Daphne Programme. Each year, a group of around ten experts is contracted, with 2/3 of them being renewed each year in order to multiply the viewpoints. These experts and the Commission then evaluate the eligible proposals by assessing the following elements:

- Relevance to the Daphne Programme's objectives;
- Clarity and pertinence of the project's objectives;
- Usefulness of the expected results;
- Appropriateness and feasibility of approach, methodology and timeframe;
- Suitability and experience of partners;

¹ Call for expressions of interest Daphne Programme, OJ S40, 26.2.2000.

- European added value;
- Dissemination of results, lessons learnt, acquired know-how;
- Planning of follow-up and sustainability;
- Value for money.

In addition, in 2001, 2002 and 2003, thanks to the database established in 2000, it was possible to retrace all previous work done by respondents to that year's call. Evaluators have consequently been provided with more documents - not just the proposal but also final reports of completed projects, previous application forms (accepted or rejected), monitoring visit reports. This information has been highly appreciated by the evaluators, who enjoyed a broader overview.

Proposals are divided into two groups, one-year projects and multiannual projects. Multiannual projects, when accepted, weigh heavily on the Daphne budget, as the total costs related to the 2 or 3 years are committed at once, thus restricting the budget available for annual projects. As a consequence, a limit has to be placed on the number of multiannual projects that can be accepted. This is why they are treated separately.

All proposals are read by three different experts. Marks and comments are attributed to each, so that a list of proposals ranked by merit can be drawn up. A ranking is then established for all the proposals in each group, according to merit, coverage of the various areas of the Programme and the balance between the beneficiaries targeted (children, young people and women). Then, there is a comprehensive discussion with all the experts to produce a list of approved projects that exhaust the available budget. This list is submitted to the Daphne Programme Committee for its opinion. Every year, its opinion has been *unanimously* favourable.

The **main reasons for rejection** of proposals are:

- a clear lack of quality in the programming of the proposed activities, but also in the focus of the intended actions; many remain vague or over-ambitious in terms of scope, volume of work or timing;
- a majority remain local in scope, despite clear indications of the importance of transnational co-operation and the European dimension in the guidelines;
- many applicants build partnerships that *look* transnational (several Member States) but which turn out to have only a token transnational dimension, with partners not sharing the work sufficiently;
- other partnerships do not have the appropriate background or expertise for the particular subject to be tackled in the project. The risk is then that such actions will produce unsatisfactory achievements or misleading conclusions;
- the proposed approaches and means to achieve the stated objectives are not convincing; or
- the proposed activity has already been largely implemented.

3.2. Budget

On average, 93.5% of the budget is spent on project funding, leaving the rest for administration tasks (experts, TAO¹, meetings).

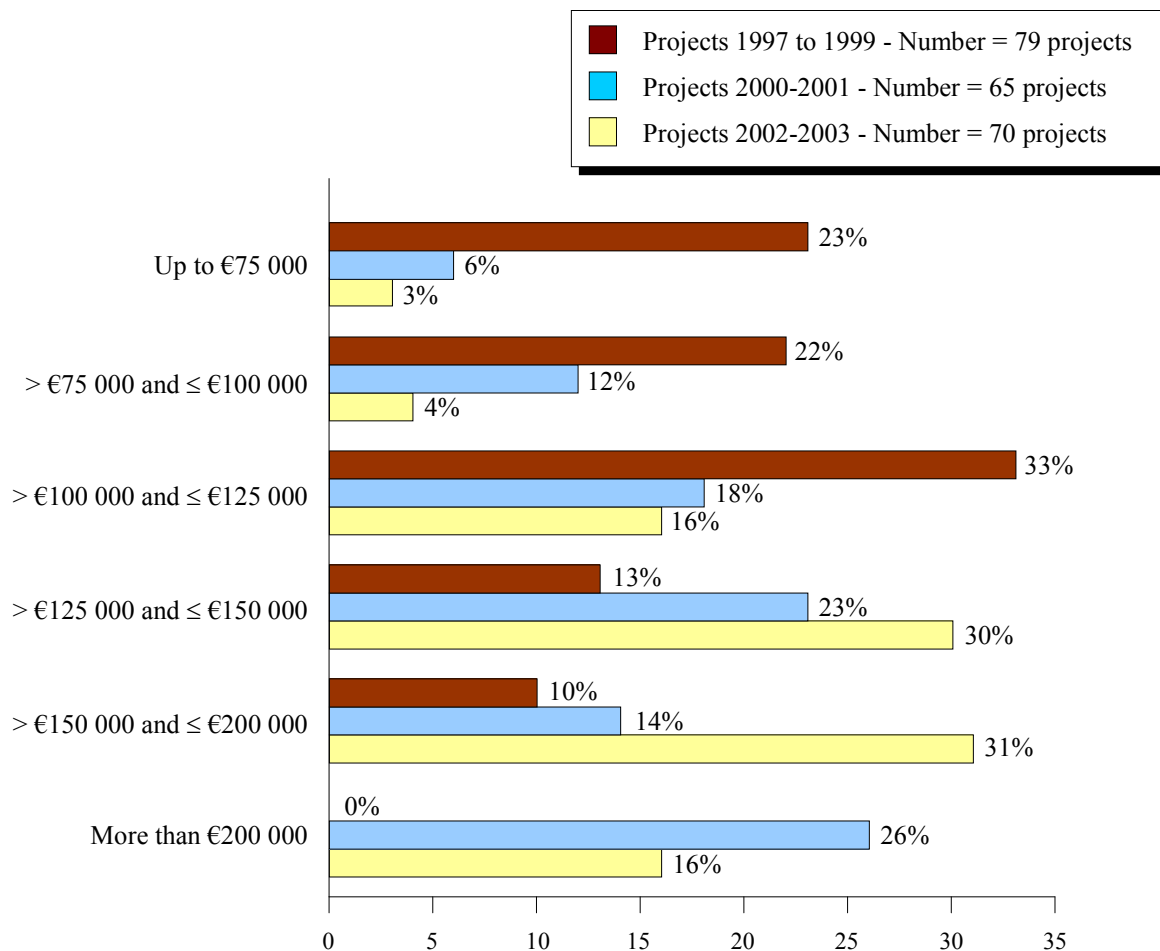
A reasonable balance has been maintained between multiannual and annual projects. The 31 multiannual projects account for 21% of the projects but 37% of the budget. This allowed for some long-term and sustained work without over-burdening annual actions.

	2000	2001	2002	2003	Total Daphne		B5-804 2001
0. AVAILABLE							
EC Budget	5.000.000	5.000.000	5.000.000	5.000.000	20.000.000		3.000.000
EFTA/EEA contribution	0	94.000	127.680	86.399	308.079		0
COBU Amendments	0	0	1.000.000	-1.000.000	0		0
Total Available	5.000.000	5.094.000	6.127.680	4.086.399	20.308.079	100,0%	3.000.000
1. PROJETS (B5-802)							
1. Multiannual	1.365.981	2.412.938	3.015.167	0	6.794.086		1.443.260
2. Annual	3.220.633	2.234.913	2.775.214	3.564.919	11.795.679		298.079
Total spent on projects	4.586.614	4.647.851	5.790.381	3.564.919	18.589.765	91,5%	1.741.339
2. ADMINISTRATION (B5-802A)							
ATA (Adm. & Tech. Assist.)	203.050	197.150	185.800	187.021	773.021		142.600
DDA (Support expenditure)	155.066	97.100	96.200	42.152	390.518		0
Final evaluation of the Daphne programme				148.910			
Total Administration	358.116	294.250	282.000	378.083	1.312.449	6,5%	142.600
TOTAL SPENT	4.944.730	4.942.101	6.072.381	3.943.002	19.902.214	98,0%	1.883.939

All projects from years 2000 and 2001 have now been completed and paid. The first few final reports from projects selected in 2002 (implemented in 2003) are now coming in. Payments will then continue for another two years until the end of 2005.

The following diagram, sorting the projects by budget categories, clearly shows the general increase in project costs over the period. The average project budget over the seven years was €142 674 and the average EC contribution was €107 193.

¹ Technical Assistance Office contracted to deal with the logistics of the call for proposals: opening process, encoding into the database, organising translations and the expert meetings, photocopying, filing.



3.3. Information and guidance

Careful preparation is half the key to the success of a project. In order to assist applicants, detailed **guidelines** have been designed to ensure that the **application form** is fully understood and properly filled in.

To give organisations further guidance in deciding whether or not their idea matches the scope of the programme, a “mapping” of the subjects already tackled during the previous years is also provided in the form of a **catalogue**.

In addition, a document called “**How to write a proposal**” is available to ensure that applicants have examples of best practice and of errors to be avoided in preparing their proposal.

All these documents are available on the Daphne website, which is regularly updated to reflect the current situation:

http://europa.eu.int/comm/justice_home/funding/daphne/funding_daphne_en.htm.

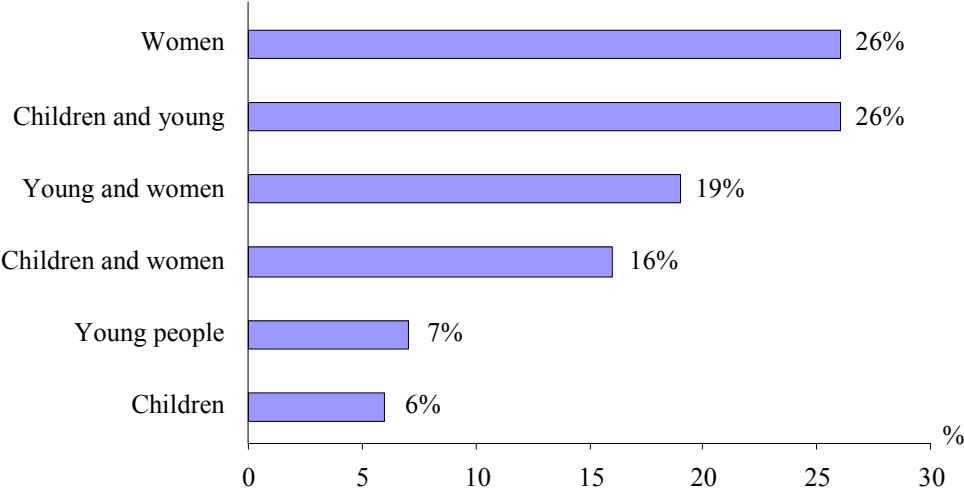
Over and above these pragmatic guidelines for *formal* aspects, there is another important tool to assist organisations more on the *substance*. From the Daphne webpage, one can access a database where all projects can be identified and displayed. The database contains the usual contact data of the project co-ordinator, the title and a summary of all projects. In addition, in the case of completed projects, a copy of the final report can be displayed or downloaded.

The Daphne II Programme will go a step further and will set up a **helpdesk** (telephone and e-mail help lines during working hours) giving project organisers information on how to apply and advising project participants on reporting procedures and management processes.

3.4. Project typology between 2000 and 2003

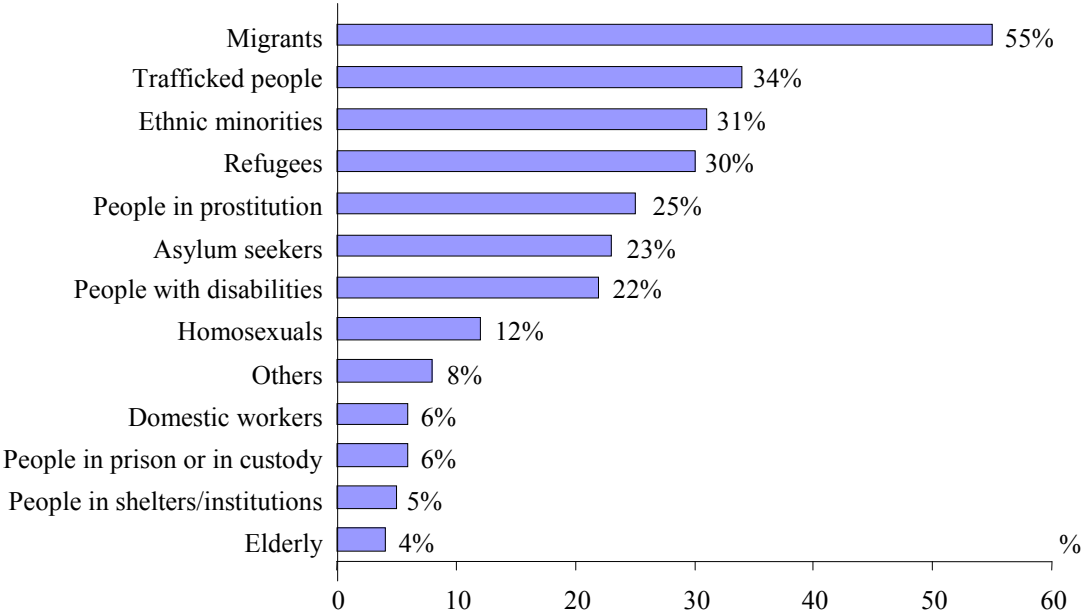
The final evaluation of the Daphne Programme provided plenty of data concerning the projects, their outputs and outcomes. The latter will be discussed in Chapter 4.

a) There is a balance between projects dedicated to children/young people and to women or to combined targets:



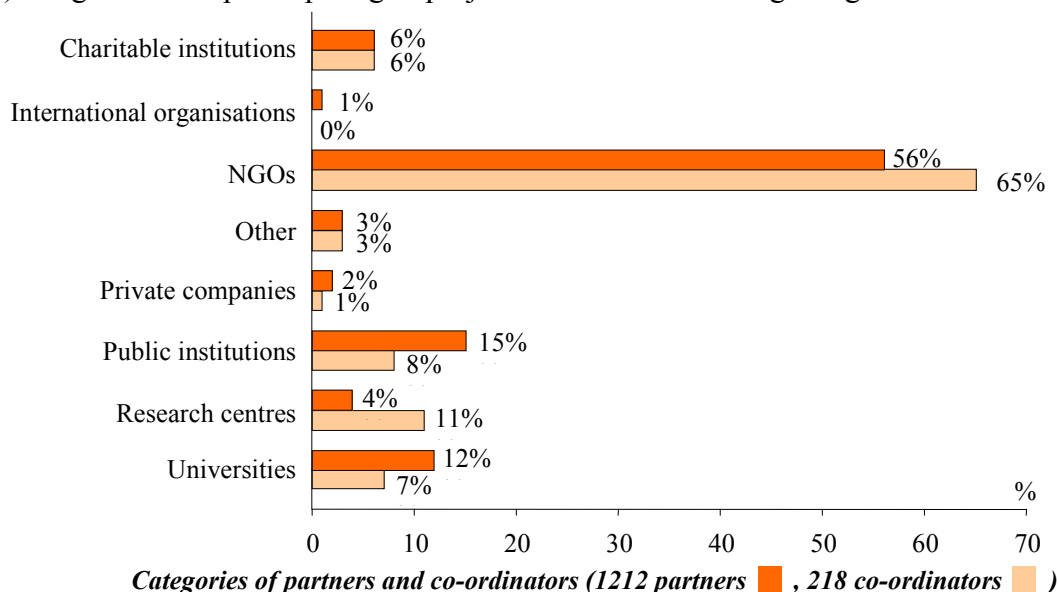
Some 39% of the projects specifically addressed one type of end beneficiary (children, young people or women). Grouping the types of end beneficiary shows that children were addressed by 48% of the projects, young people by 52% and women by 61%.

Each type of end beneficiary refers to one or more sub-categories as follows:



‘Others’ refers to soldiers and their families, isolated women, unaccompanied minors, torture survivors and people with a mentally ill parent.

- b) 21% of the projects are multiannual (two or three years), which improves their sustainability. But these projects weigh heavily on the budget, which is why their number was limited;
- c) All 15 Member States are involved (as co-ordinator or partner). EFTA/EEE and, at that time, CEEC organisations represent 6% of the total number of partners;
- d) The average number of partners per projects is 6, but 3% of the projects have 10 or more partners (mainly local partners in these cases). It appears from the monitoring visit and from the ex-post evaluations that there are usually too many partners for each to be adequately involved. In addition, it adds to the management burden of the co-ordinator to the detriment of mainstream project activities;
- e) Organisations participating in projects are in the following categories:

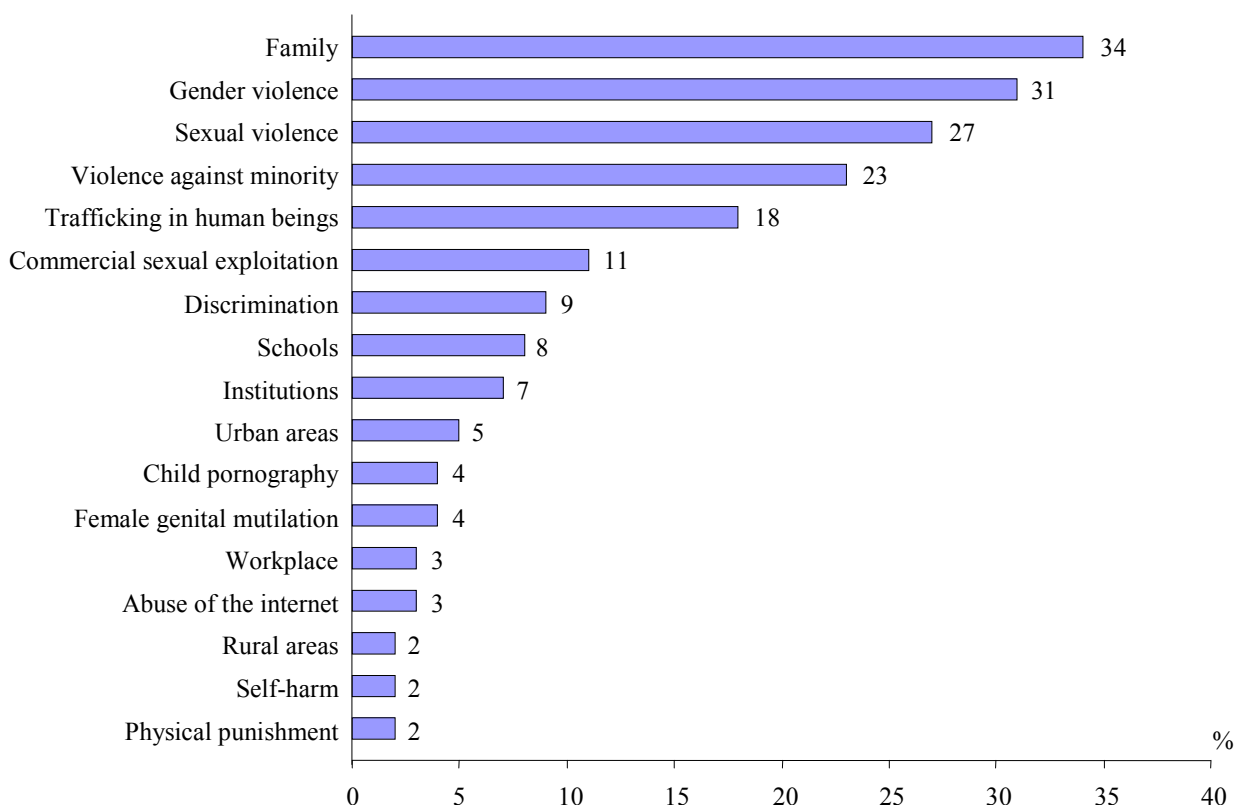


NGOs have always been the focus of Daphne. They represent 56% of the partners and 65% of the project co-ordinators. However, in 2002 and 2003 the proportion of NGOs as co-ordinators decreased from 65% to 54% compared to previous years. Research Centres, Universities and public institutions featured more prominently as co-ordinators: they each represent about 13%. This evolution is probably due to two factors: first, since 2000, public institutions have been allowed to apply; second, as stated by several stakeholders, some NGOs might have been discouraged by the increasing requirements and procedures of the EU funding schemes over the years. In fact, out of 41 projects funded in 2000 or 2001 and co-ordinated by an NGO, 71% were not satisfied with the promptness of the payment procedures compared to 32% for 19 projects funded in the same years and not co-ordinated by an NGO (see also point 4.7 on implementation and delivery mechanisms).

NGOs are key players in Daphne projects. The analysis shows that, among the 25 finished projects with close contacts with end beneficiaries, 22 were co-ordinated by an NGO. This was taken into account in the proposal of the Commission to establish the Daphne II

Programme (2004-2008)¹, stating that “Organisations responsible for assistance to victims are still the best relay to reach and help the beneficiaries of these actions”.

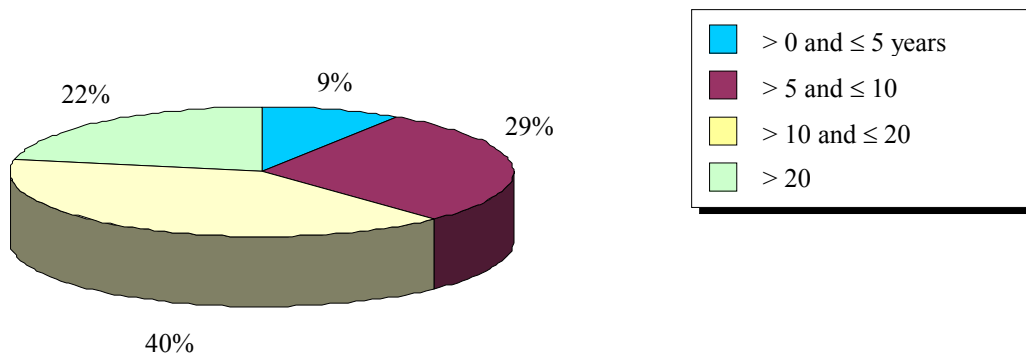
- f) Above all, the projects target the intermediaries working directly with the end beneficiaries such as social workers, educational staff, medical staff and the police. The public authorities are also targeted. Out of 218 projects, 92% involve target groups and 75% show their active involvement as adviser and/or executor in the design, running and promotion of the project. This active involvement is a very important factor in the impacts, as will be apparent from part 4.6 below.
- g) The areas of violence tackled by the selected projects can be broken down as follows:
(N= 218 projects, up to two choices per project)



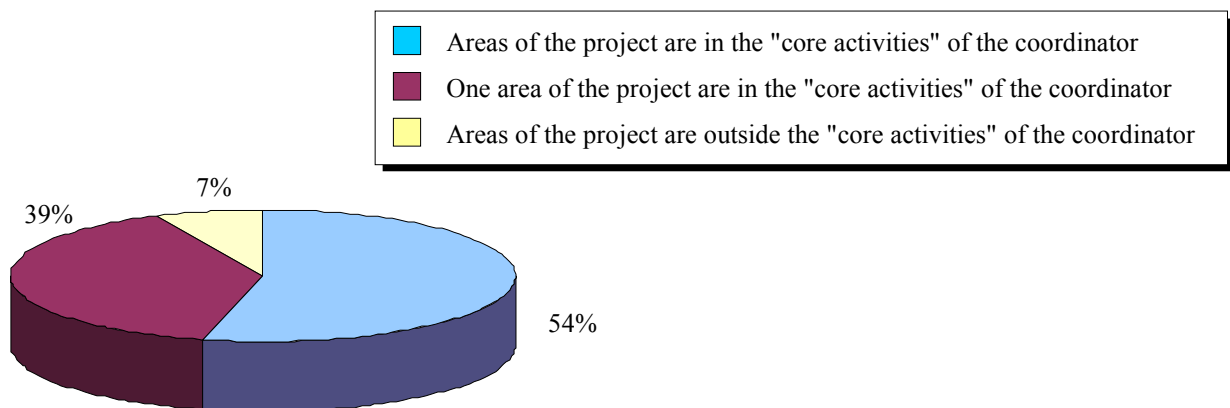
¹ Document COM (2003) 54 final, Proposal for a Decision of the European Parliament and of the Council establishing a second phase of a programme of Community action (2004-2008) to prevent violence against children, young people and women and to protect victims and groups at-risk (the DAPHNE II programme), p. 4.

h) A vast majority of the partners have long experience of violence prevention or protection....

(N= 216 projects with experience)



...and that experience is used in the projects: there is a close correlation between their area of expertise and the area tackled by the project, as can be seen from the following diagram:



i) A link with past projects and synergies with ongoing projects were developed: as suggested in the priorities of the calls for proposals, a number of projects have built upon the experience of others or have developed synergies with other ongoing projects as follows:

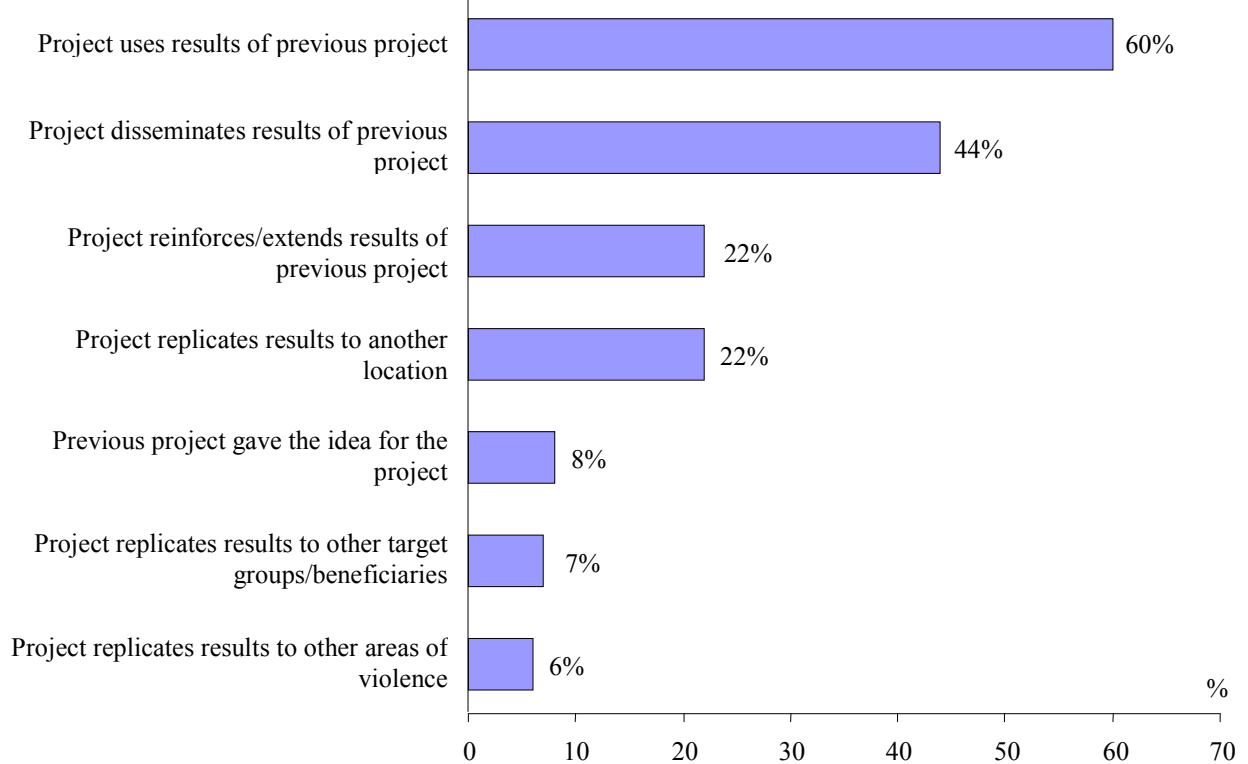
Projects based on past projects

104 (50%) projects have a link with a previous project:

- For 80 of these, this was with a Daphne projects. One of them also has a link with a local project and one also has a link with a project funded by DG Education & Training;
- 9 projects were funded by local/regional/national authorities/organisations;
- 2 projects were funded by own funding;
- 2 projects were funded by the STOP programme;
- 2 projects were funded by the EQUAL programme ('Poverty Eradication and social exclusion' and 'NOW initiative');

- 8 projects were funded by other EC programmes ('Injury protection from DG SANCO', 'Jeunesse pour l'Europe', 'DG information, Communication, Culture and Audiovisual', 'DGV', 'Europe against AIDS', 'DG X', 'DG XV', 'Leonardo') (1 project each);
- 1 project is funded by National Council of Researchers.

Type of link with previous project

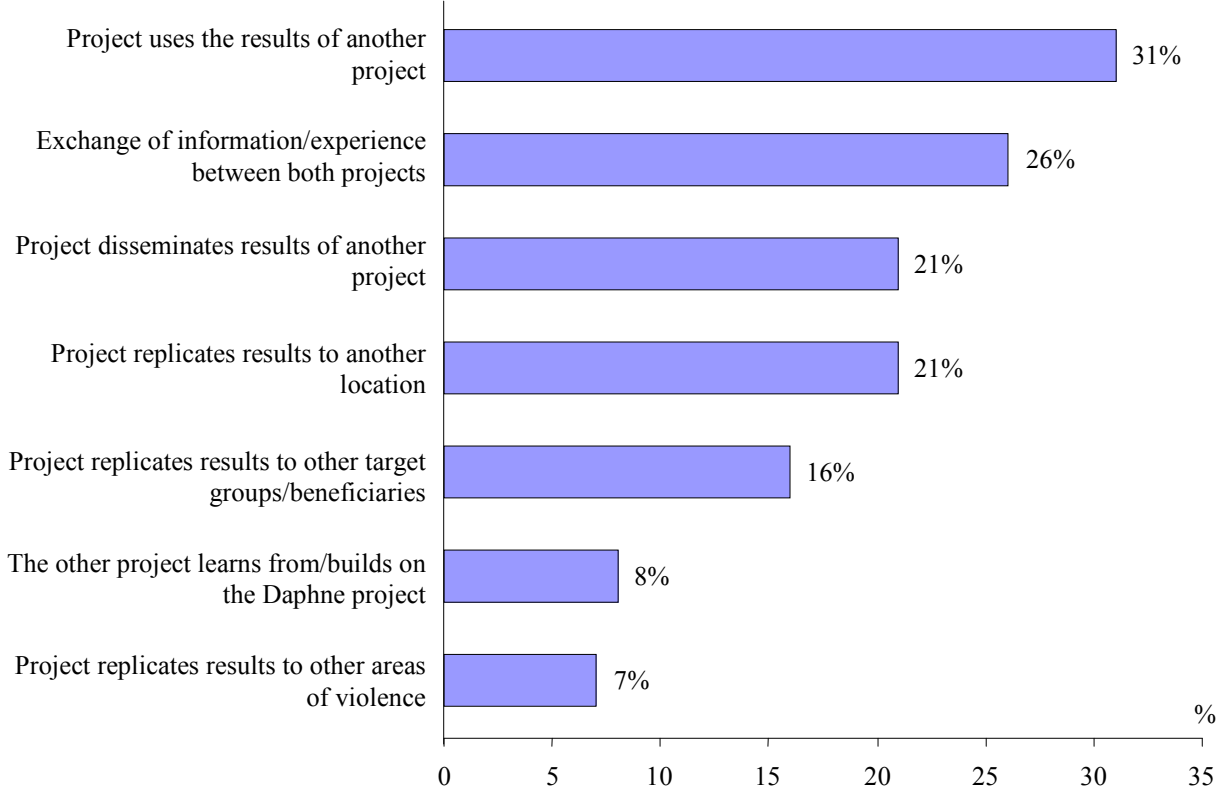


Projects developing synergies with other ongoing projects

61 projects (29%) have synergies with another ongoing project:

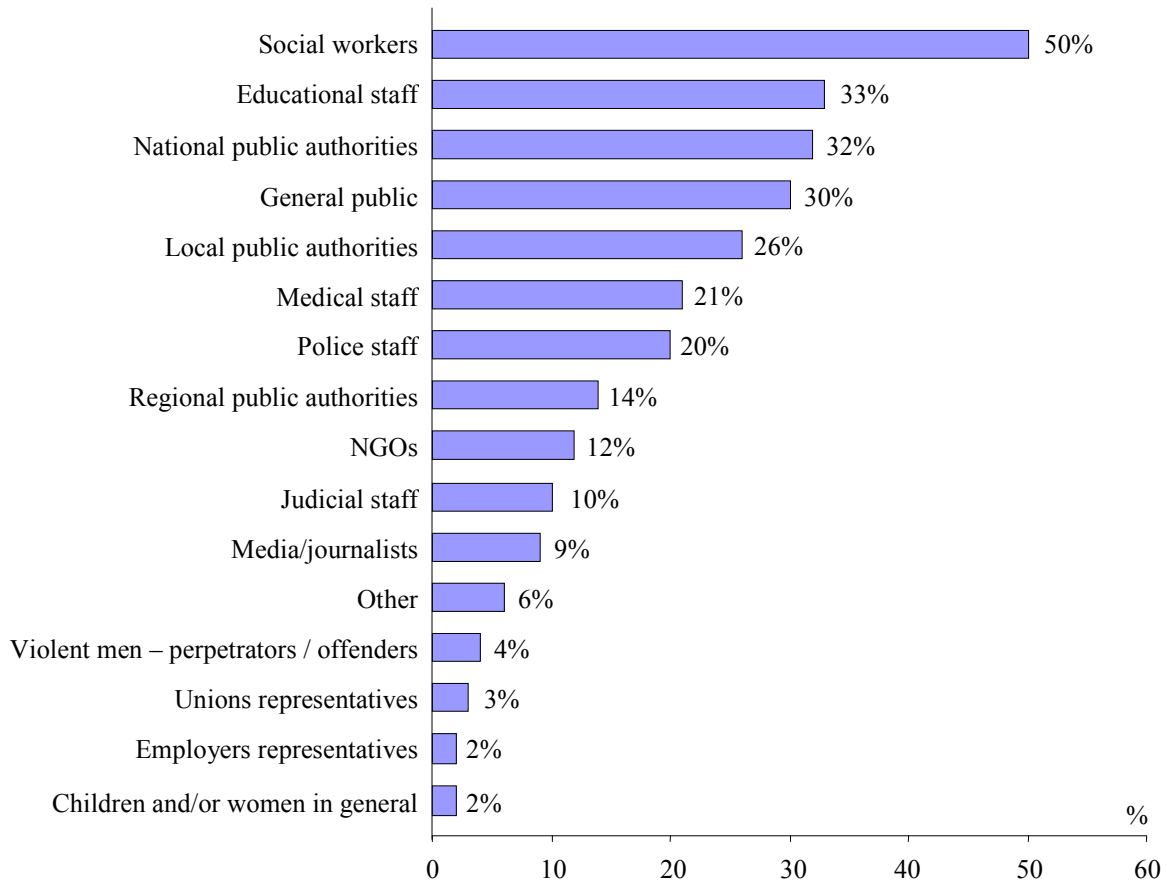
- 7 projects were Daphne projects, 1 of which also developed synergies with national projects;
- 29 projects were funded by local/ regional/ national authorities/organisations;
- 4 projects were funded by the EQUAL programme (respectively by NOW and Employment initiatives (1 project each) as well as Social Exclusion (2 projects));
- 2 projects were funded by DG V;
- 2 projects were funded by EUROPE against AIDS, 1 of which also developed synergies with national projects;
- 2 projects were funded by the Leonardo da Vinci programme;
- 3 projects were funded by other EC programmes (RURIS, PRISMA, STOP) (1 project each);
- 3 projects of networks of associations;
- 1 project funded by the Catholic Overseas Development Fund;
- 1 project having contacts with the European Observatory on violence.

Type of links with the other ongoing project

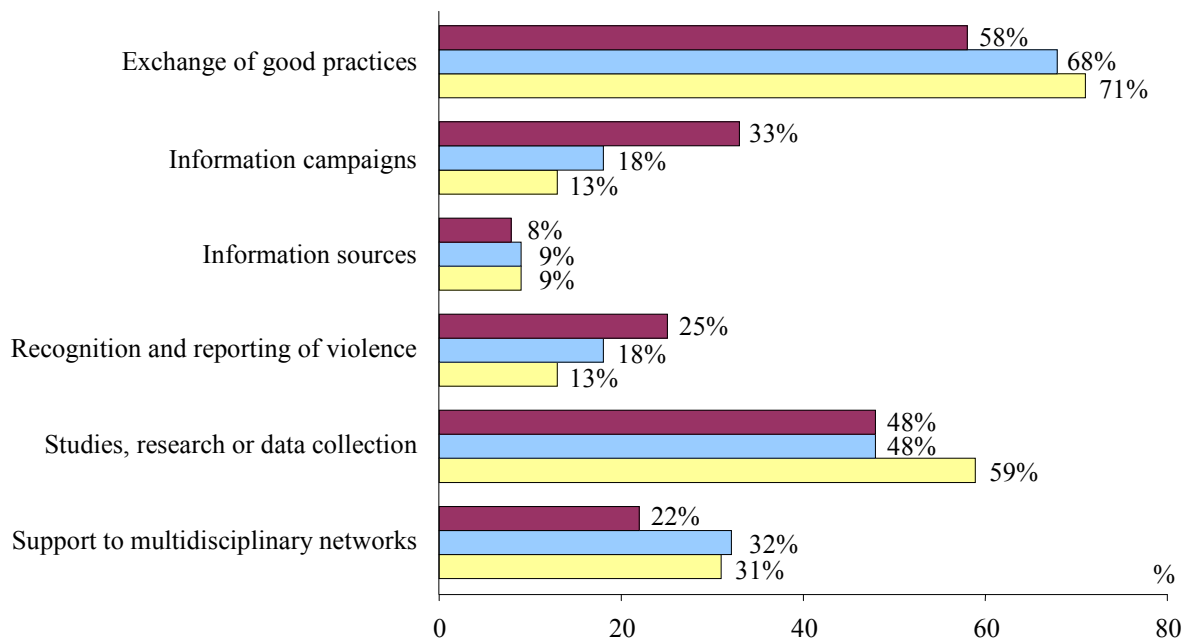


j) The groups targeted by the projects are wide ranging:

(N= 218 projects, up to three choices per project)

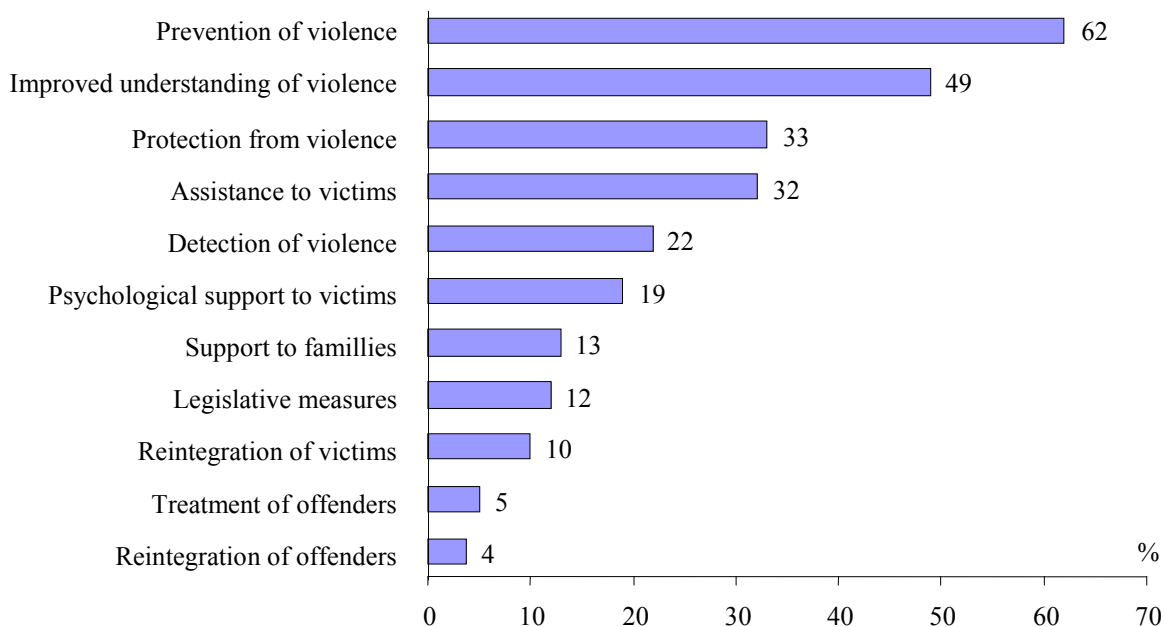


k) If we consider the Daphne objectives (as defined in the Decision and reiterated in the texts of the calls for proposals), we find the following breakdown and evolution:



Daphne project objectives: 1997 – 1999 (dark red), **65 projects 2000 – 2001** (light blue) and **70 projects 2002-2003** (yellow)

The objective of 65% of the projects (on average) is the exchange of good practice, and a look at the evolution of projects over time shows this to be an increasing trend. This illustrates the true added value of Daphne, i.e. the transfer of good practice within and between transnational partnerships. The development of information sources, on the other hand, is still rather neglected.



An interesting evolution that emerges from the diagram is the decrease in the *information campaigns* and the *recognition and reporting of violence* categories, in favour of more *studies* and *exchange of good practice*. Clearly, after the first few years when the need for such campaigns was obvious, the organisations involved in the fight against violence started to rely

less on this approach and to focus more on other objectives. When the nature of project objectives is analysed in more detail, the following categories appear:

3.5. Monitoring and assessments

As mentioned above, Daphne has a cycle consisting of implementation – monitoring – ex-post evaluation (see Annex 2 and 3 for an outline of these cycles).

a) Monitoring

During the course of the projects, experts contracted by Daphne paid a visit to most of them, with a view both to evaluating progress and to providing advice and networking suggestions where appropriate. Each monitoring report is communicated to the project co-ordinator, who may comment, and provides feedback to the Daphne Programme.

For the projects in the year 1998, 13 such visits were carried out, for 1999, 9; for 2000, 32; for 2001, 27 and for 2002, 10. Multiannual projects are visited once a year. Not all projects of the year 2002 (implemented in 2003) were visited, because of lack of financial resources, due to the need to carry out (and fund) the final evaluation of the programme. Projects selected in 2003 will be monitored in 2004 as soon as the Daphne II Programme's budget is available.

Monitoring visits are an important follow-up mechanism for the Commission and can be very helpful for projects. They are crucial for many projects, but especially for those organisations which are inexperienced in working with EU programmes, guideline requirements and procedures. Many organisations require help and advice when they need to change some of their focus, partners, methodologies or budgets. With these visits, the Commission can gain general insights into project implementation, progress achieved and also difficulties experienced. For the projects, the visit represents a source of help and advice on procedural and administrative matters, and above all the opportunity for a closer direct contact with the Commission – a demand that most organisations voiced strongly. For these reasons monitoring visits will continue, the target being to visit 100% of projects during the implementation phase.

The monitoring exercise indicates that hitherto the large majority of Daphne projects have followed their planned timetables and adhered closely to their budget allocations. The methodology being followed was in all cases progressing according to plan and reaching target beneficiaries. Additionally, many of the organisations indicated that they were reaping unexpected results from their new experiences in working at European level, including valuable identification of strengths and weaknesses, greater access to new methodologies and examples of best practice, and important lessons on transferability and adaptation of established models. The monitoring exercise also allowed interim lessons to be drawn which could be shared with organisations implementing or submitting Daphne projects. These lessons were drawn from a comparative analysis of the different working methods, operational hurdles and problem-solving strategies of the projects visited, and constituted a useful overview of how the funded projects were being implemented.

b) Ex-post evaluation

The objective of an ex-post evaluation is to assess the results achieved by the projects and to measure their impacts on the beneficiaries and target groups. It gives the Daphne Programme a full picture of the results achieved.

The criteria used for assessing the projects' outcome are very similar to those used during the evaluation of the proposals and the monitoring visits. This ensures continuity in project assessment and enables the evolution over time to be highlighted.

Visiting organisations at their place of work often provides useful insights into their competence, financial situation and level of activities. Most projects welcomed ex-post evaluation visits, offering them the chance to assess the impact, success or shortcomings of their projects with hindsight, and to report on their current activities.

An individual report was provided for each of the projects and a global report summarises the findings and proposes recommendations for further improvements to both the projects and the Daphne Programme itself. These evaluation reports are available publicly on the Daphne website and, in addition, are sent to the projects as feedback on their collaboration and participation.

3.6. Dissemination

Ensuring that the projects and the results they achieve are widely known is of key importance to the success of the whole initiative. This responsibility is shared by the projects and the Commission.

The projects should be (and generally are) the party most involved in disseminating the outcome of their activities, be it a methodology, an audiovisual product or new legislation.

At the proposal stage, a chapter of the project work plan in the application form must be dedicated to dissemination, to ensure that appropriate measures will be taken. At the time of the monitoring visit, it is checked and, if necessary, updated. Later on, when ex-post evaluation takes place, experts work with the partners to identify the impact of dissemination measures. Unfortunately, some projects have no clear idea about dissemination. Seminars or conferences are not enough. This is simply a presentation and by no means reaches the necessary interested parties or target groups. To improve this situation, the Daphne Programme guidelines and monitoring visits will stress this issue more than before, and attention will be paid to it during monitoring visits so that advice can be provided to organisations who may be struggling with this aspect of the project.

The Daphne Programme began disseminating project descriptions and results in 2000 with the creation of i) a website and ii) an on-line database which allows any organisation to learn from others.

More proactively, the Commission sends regular e-mails informing the whole "Daphne community"¹ of the new selection of projects and of any update of the database and the website, encouraging organisations to make full use of these tools.

¹ The "Daphne community" means all past and present project co-ordinators, who in turn relay the information to their partners, thus reaching several hundred organisations in Europe.

Recently, the Commission also took the initiative of writing short information material on some cases that were judged to be exemplary, because of management skill, the quantity or quality of outputs or the follow-up given to their actions. Here again, the idea is to make those good practices/methodologies/measures known to a maximum number of organisations in Europe. The 19 cases written up so far have not only been posted on the Daphne website, but also sent to the entire “Daphne community”. They were also distributed as part of an information pack at the 2nd World Congress in Yokohama, thus reaching a much wider audience than usual. The aim is to do the same thing with Daphne II, either using the same format or in the form of thematic brochures.

In 2002, a brochure was produced entitled *Europe against Violence. Messages and Materials from Daphne*, presenting all the projects that had produced materials or messages for information campaigns. This brochure, together with the materials (i.e. posters, postcards, etc.), is available from the Daphne website. This is an important step towards dissemination as this material is available for downloads, adaptation, translation and re-use in any other part of Europe.

In 2004, a new brochure, “*The Daphne experience*”, will be published in the 20 official languages of the enlarged Union. This brochure presents a global view of the seven years (1997-2003) of activities of the Daphne Initiative and Programme, with a special focus on the outputs and outcomes achieved and their impact on the target groups and end beneficiaries.

Furthermore, two projects selected in 2003 will produce syntheses which are to be widely disseminated in 2004:

- One on the work and results achieved under Daphne relating to *Female Genital Mutilation*;
- The other one will produce a DVD (with full search facilities) containing ALL results achieved by 2003 by Daphne projects, including all reports, studies, training manuals, audio and TV spots and video films developed.

Daphne II will build on this and will help the dissemination of good practice more proactively, by funding up to 100% of this sort of dissemination by organisations or public authorities.

4. RESULTS AND IMPACT OF THE DAPHNE INITIATIVE AND PROGRAMME

For the purpose of this report, an evaluation of the seven years of Daphne activities (1997-2003) was carried out.

4.1. Methodology

The main characteristic of this study is that it is exhaustive: all projects (303) from the Initiative (1997-1999) and the Programme (2000-2003) have been analysed.

The study consisted of:

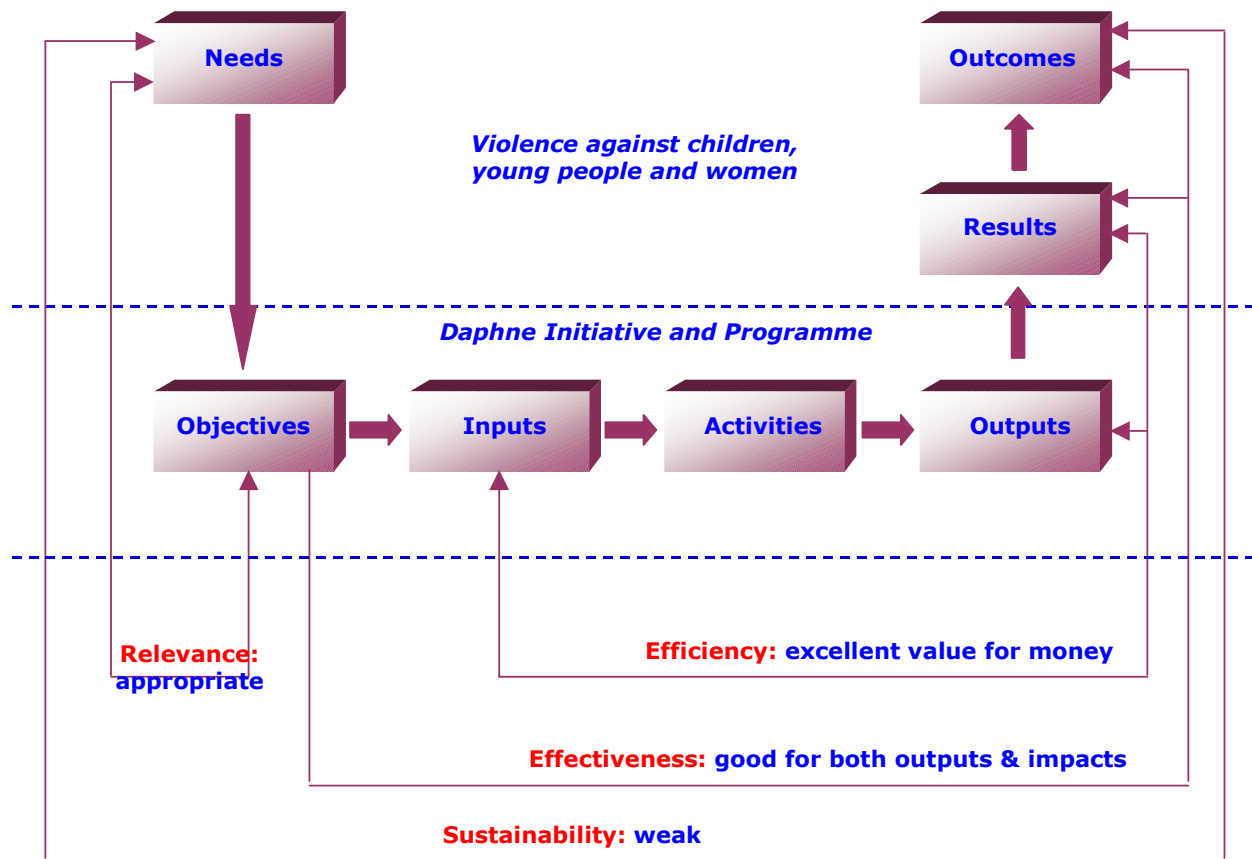
- An impact assessment of the 230 completed Daphne projects (funded from 1997 to 2001), 148 of which could be reached and analysed, with the help of a questionnaire submitted to the project co-ordinator and subsequently reviewed by an expert who cross-checked the information and interviewed the project co-ordinator;

- A survey of the 72 ongoing Daphne projects (funded from 2002 to 2003), 70 of which answered, in order to check how well project objectives and expected outputs matched the programme's objectives. This was also implemented with the help of a questionnaire submitted to the project co-ordinator and subsequently reviewed by an expert, who cross-checked the information and interviewed the project co-ordinator;
- Interviews with 21 stakeholders, such as Members of the European Parliament's commission on women's rights and equal opportunities, Member States' representatives on the Programme Committee, academics in the field of violence, etc.
- These data provided input for the analysis of the relevance, effectiveness, efficiency and sustainability of the programme.
- Finally, the mechanisms put in place by the Daphne team, such as guidelines and assistance, were reviewed.

The conclusions were as follows:

“The Initiative and Programme objectives were and remain relevant to the needs at their origin i.e. protecting children, young people and women from violence and preventing it. Both the outputs and the impacts contribute to achieving each objective of the Daphne Programme, so confirming its effectiveness. The efficiency of the programme is evidenced by the impressive outputs and impacts, compared to the modest resources allocated. Their sustainability once the projects have ended is rather weak, because of insufficiently planned and targeted dissemination and difficulties with post-project funding”.

These findings can be summarised as follows:



4.2. Relevance

The relevance of the Daphne Programme is evaluated by the extent to which the objectives are and remain appropriate to the context, i.e. to the social needs the programme is meant to satisfy.

Relevance of the Daphne objectives to the social needs

The fight against violence combines a large number of initiatives and actions. Daphne does not aim to directly reduce the number of victims of violence. Instead, the programme aims to support organisations whose actions contribute to protecting against violence, preventing it and assisting victims. This explains the key role played by NGOs in Daphne since its origin.

The Daphne objectives were defined in general terms so that they would be valid for many different types of violence. There are six Daphne objectives:

- Support to multidisciplinary networks;
- Exchange of good practice;
- Studies, research and data collection;
- Information campaigns;
- Information sources;
- Recognition and reporting of violence.

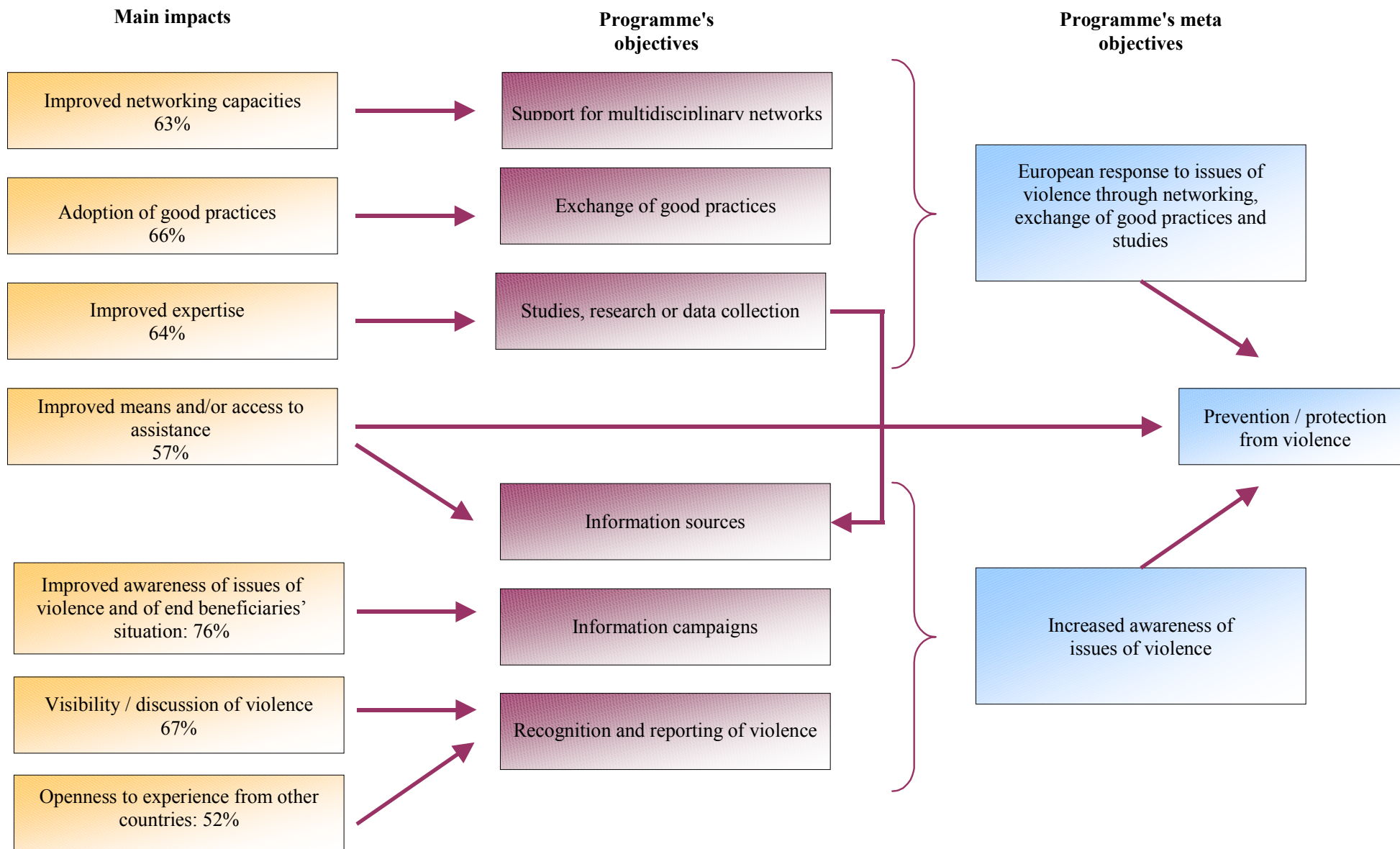
By being independent from the areas of violence covered, these objectives are not influenced by priorities set annually on aspects of violence. In addition, these objectives are *instruments* rather than *objectives stricto sensu*. In fact, they contribute to the more general meta-objectives that implicitly underpin the programme, i.e. European response to violence through networking and exchange of best practice, prevention and protection of victims, increased awareness (see figure on next page).

Continuing relevance

The fact that these objectives have remained relevant over the years is evident to a majority of stakeholders interviewed. For some of them, the Programme represented an improvement on the Initiative in this respect, as the objectives partly moved from awareness raising through informing, to changing behaviours, which is the most crucial impact. In fact, raising awareness does not ‘naturally’ provoke changes in behaviour; those changes require time, resources, organisational variation, etc.

Some stakeholders also envisage that, in the medium term, prevention should increase in importance relative to the protection of victims. Several stakeholders point to the critical importance of the treatment of offenders as a means of preventing further violence.

The relevance of the Daphne objectives and their permanence are also evidenced by the growth of the funds requested by proposers between 1997 and 2002, indicating how important the demand and the needs are and remain.

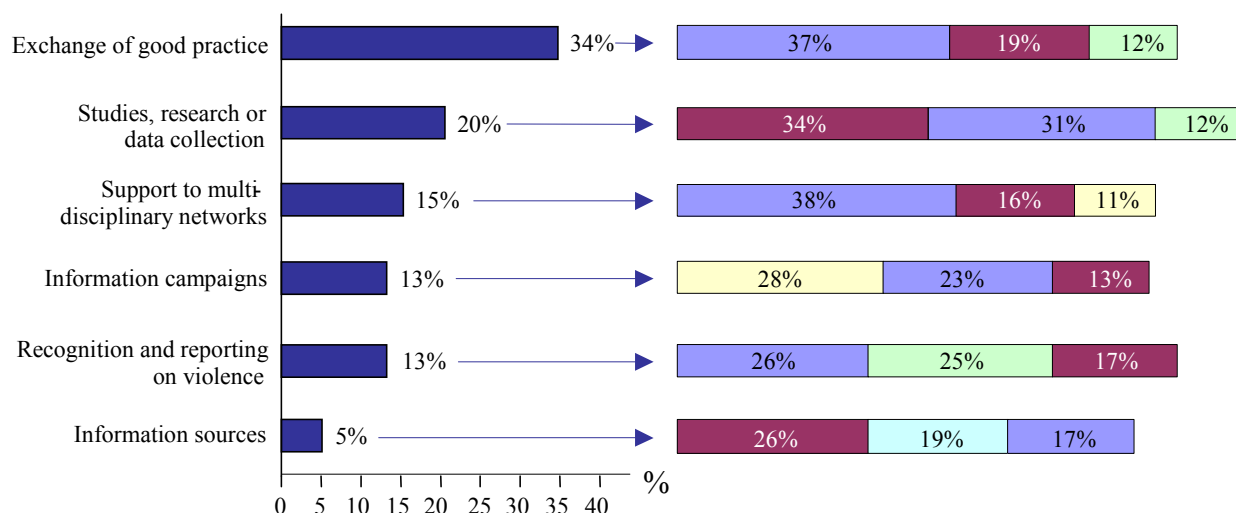


Contribution of impacts to Programme's objectives (% in the 'Main impacts' boxes are the frequencies of projects having recorded such an impact). Only the most important impacts (above 45% of frequencies) are displayed and only the main relations with objectives are shown, in the interests of readability.

4.3. Effectiveness

The effectiveness of the Daphne Programme is assessed by the extent to which the outputs and impacts contribute to the achievement of the Daphne objectives.

For each project, a link was made between its outputs and the Daphne objectives they support. Out of 699 outputs, 601 strongly or very strongly support the Daphne objectives as follows:



Support of outputs to Programme's objectives (N=601 outputs with high or very high contribution: Conferences, seminars, workshops (light blue) ; Studies, reports & books (maroon) ; Information materials (yellow) ; Guidelines, training packages, manuals (light green) ; Websites, CDs & CD-ROMs (cyan))

The above graph should be interpreted as follows: 15% of the outputs contribute to the objective 'Support to multi-disciplinary networks', and they are composed of 38% of "Conferences, seminars and workshops", 16% of "studies, reports and books" and 11% of "Information materials".

It is no surprise that the proportion of outputs supporting a given objective is commensurate with the number of projects tackling that objective (compare this diagram with the one on page 21).

The striking figure here is that the objective "exchange of good practice" is supported by more than a third of the outputs. This shows a) the importance of that objective for the participants and b) the real added value of the Daphne Programme in transferring knowledge from country to country and from organisation to organisation throughout Europe.

On the other hand, the objective "Information sources" is more neglected. Special attention should therefore be devoted to this aspect in Daphne II.

Looking at the diagram the other way round, it appears that encouraging people to work together (by "Conference, seminars and workshops") is the output that contributes most to the objectives and promotes all of them. The output "Studies, reports and books" also significantly contributes to all the objectives.

It is also interesting to note that "Training packages and manuals" has an influence on three objectives, confirming the need to keep training high on the agenda.

Moreover, there is no significant difference in the quality of the outputs from one objective to the other.

In addition, each programme objective is also supported by impacts as shown on the next page.

The impacts mentioned in the diagram are extracted from the long list of impacts on partners, impacts on target groups and impacts on end beneficiaries that is discussed in more detail in section 4.6.

It is clear from the diagram that the main impacts support one or more programme objectives and that all programme objectives are supported by impacts.

The effectiveness of the Daphne Programme is thus ensured by the contributions of both the outputs and the impacts.

The analysis produced a number of recommendations for sustaining that effectiveness:

- Encourage tangible outputs, such as videos or training modules, that are easy to replicate or to adapt in other areas or with other professionals working with end beneficiaries;
- Increase dissemination activities so that project results get more visibility with decision-makers;
- Increasingly involve target groups, end beneficiaries and key stakeholders as early as the design stage of the project.

The following project is a good example of the development of outputs with a long life:

“We have also found that, because the video is animated, it does not date in the same way that live action does. The project is still active 5 years later, because animation is not dated and enables easy synchronisation with other languages.”

4.4. Efficiency

The programme efficiency measures the relation between inputs on one hand and outputs and impacts on the other hand, with a view to assessing the value for money.

A programme like Daphne is, however, not a production unit the costs and benefits of which can be precisely estimated in monetary terms. Although most of the inputs are known – in terms of funds - it is meaningless to put a monetary value on the outputs or impacts: e.g. the value of enabling children and women to protect themselves better and prevent violence cannot be expressed in commercial terms. We can, however, gain indications of the usefulness of the programme, its outputs and impacts.

Another theoretically feasible approach to assessing efficiency would be to benchmark the inputs and outputs/impacts of Daphne in relation to a programme with comparable outputs and impacts. However, to our knowledge and according to the stakeholders interviewed, Daphne is unique, and no comparable programme exists, although there are national initiatives that cover some of the Daphne areas.

We have assessed efficiency by following a pragmatic approach, making the best use of the different kinds of information available and focusing on the utility of the programme.

The representative sample of 148 completed projects analysed can be characterised by the following basic facts and figures:

- The sample represents a total budget of nearly €20 million (up to 2001), i.e. about €133,000 per project and €23,500 per participant.
- The EU funding represents some 75% of these budgets, i.e. some €17,600 per participant. On average this means the EU is funding 2 full-time equivalents (FTE) for each project for one year or 0.35 FTE per participating organisation. This also means that, on average, Daphne supports 0.8% of the personnel of the participating organisations¹ for one year.

¹ Assuming an average of 42 full-time equivalents in the participating organisations employing less than 1000 persons.

- For two thirds of the projects, the remaining 25% of the budget is covered by internal funds only. Ten percent of the projects only have access to external funding and one project out of four declares a mix of internal and external funds. In particular, these figures reflect the difficult access to external funding, either because this funding is scarce or because securing it is not easy. The funding is often complemented by extra work from the participating NGOs as well as by volunteers. The volume of this effort is obviously difficult to evaluate.
- On average, each project generated 5 outputs that contributed significantly to achieving the six main programme objectives. A very impressive volume of material was disseminated by 98% of the projects and events were organised by 90% of them: e.g. 27 projects disseminated 228,000 posters and 297,000 brochures; various events were organised, attended by a total of 40,000 people. The outputs and their dissemination contributed to producing impacts on target groups, end beneficiaries, the general public and decision-makers.
- The 148 projects analysed involved 1227 organisations. Participation had an impact on 97% of them, mainly in terms of improved expertise, improved networking capacities or adoption of good practice. Participation in Daphne has therefore had a definite and positive effect on these organisations.

These achievements therefore represent substantial value, particularly in view of the limited funding provided by the Commission. The evaluation did check whether there was any significant relationship between the budget size, on the one hand, and the nature and frequency of outputs and impacts on the other, and came to the conclusion that there was none. This is, at least partly, due to the fact that most participants in Daphne consider the budget as a tool. They invest voluntary effort and attribute high value to the project results.

Value for money is also evidenced by the following elements.

Achievement of a high-level objective: Generation of common definitions or a common approach to a violence-related issue.

Quality of the outputs: Some outputs are still demanded after the project's end or can be easily replicated.

Project sustainability: The project still exists after the end of the contract, or laid the foundations for follow-up projects.

Independent experts carry out the ex-post evaluations on behalf of Daphne, project by project. Out of 76 projects evaluated in this way between 1998 and 2000, 79% were assessed as providing good or excellent value for money.

Last but not least, most stakeholders interviewed - who are not past or present project co-ordinators - consider that Daphne has a dual utility:

- It is unique in addressing the issues of violence against women, young people and children in an integrated way (i.e. considering all the dimensions of violence) and on a European scale;
- It brings about positive changes in the way violence is perceived and addressed in terms of prevention and protection.

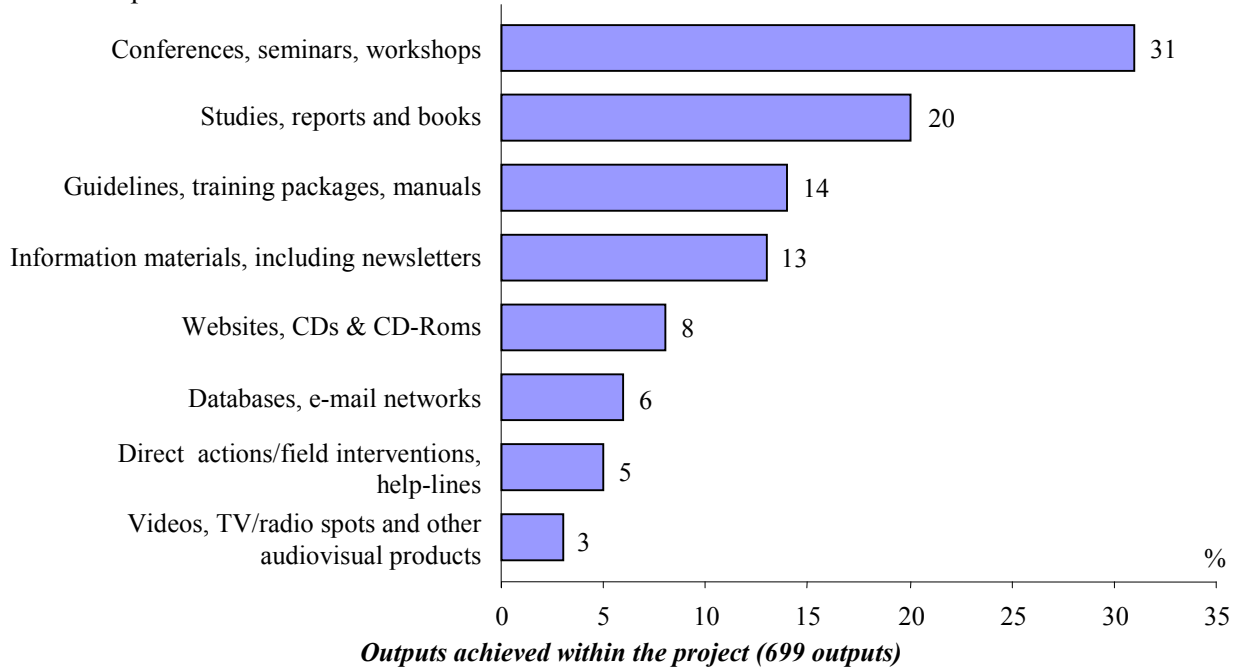
From the evidence above, we can state that the programme is efficient, i.e. with limited EU support, significant achievements and impacts were realised. This assessment can be tempered by two considerations:

- There have been additional inputs in the form of contributions in kind and the work of volunteers that have not been systematically calculated. These inputs have also contributed to outputs and impacts, but are not necessarily sustainable;
- Among the partners from the social sector, only a small number have the sound expertise in resource management, definition of work plans, etc., that facilitates optimal use of the limited resources available and prevents exhaustion setting in.

4.5. Typology of results

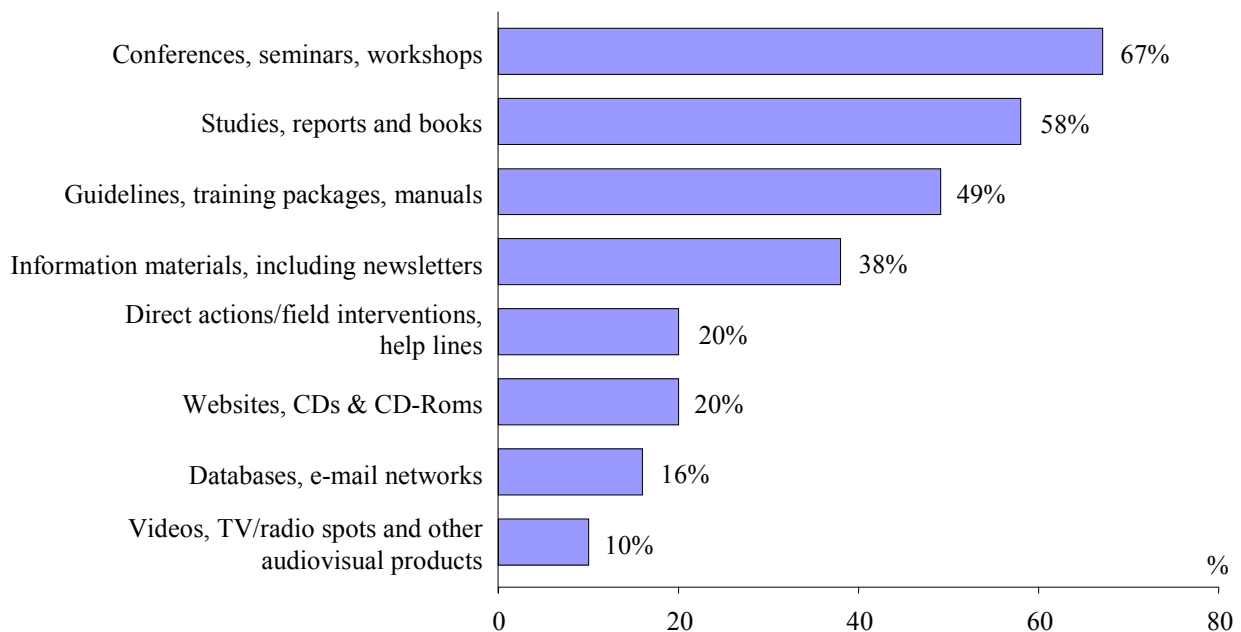
Evaluation theories¹ define ‘output’ as “*That which is financed and accomplished (or concretised) with the money allocated to an intervention*”. In the case of Daphne projects, outputs consist of all the activities developed by the partners during the project in order to support the objectives of the Daphne Programme and to ensure the dissemination of the project results. This section thus concerns the 148 completed projects funded from 1997 to 2001 that were analysed (the other 74 did not answer or could not be contacted anymore).

The 699 outputs identified are distributed as follows:



Presented differently, the percentage of projects having generated outputs are as follows:

¹ The MEANS Collection ‘Evaluating socio-economic programmes’, European Commission, DG Regional Policy, 1999.



Distribution of projects according to the outputs achieved (148 projects, up to three choices per project)

The outputs “Conferences/seminars”, “Information materials” and “Audiovisual products” are the ones that contribute most to raising awareness. The extent to which they produce a change of mentality and behaviour is not known precisely.

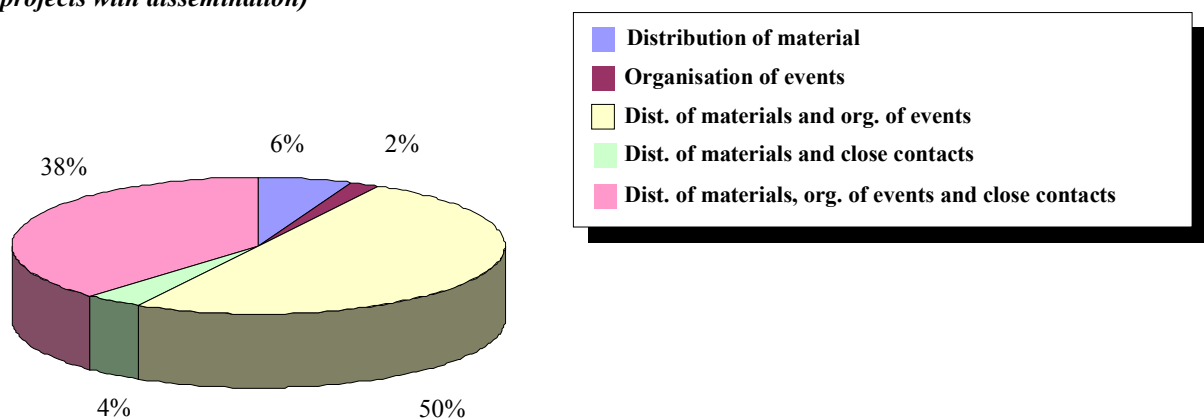
On the other side, outputs such as “Training packages”, “Studies” and “Direct actions” impact directly on the target groups and end beneficiaries. In fact, the projects that produced training packages and manuals show a higher impact than the others in terms of the following (see also chapter 4.6 on impacts):

- “Changed behaviour of target groups regarding prevention of violence” (53% of these projects compared to 40% for the entire sample)
- “Improved means for end beneficiaries to tackle their situation” (70% of these projects compared to 55% for the entire sample).

These two points, confirmed by some stakeholders, show that information campaigns are useful for actually preventing violence. However, in order to improve the situation of the end beneficiaries themselves, direct advocacy with and support to end beneficiaries are more important than general information and awareness-raising.

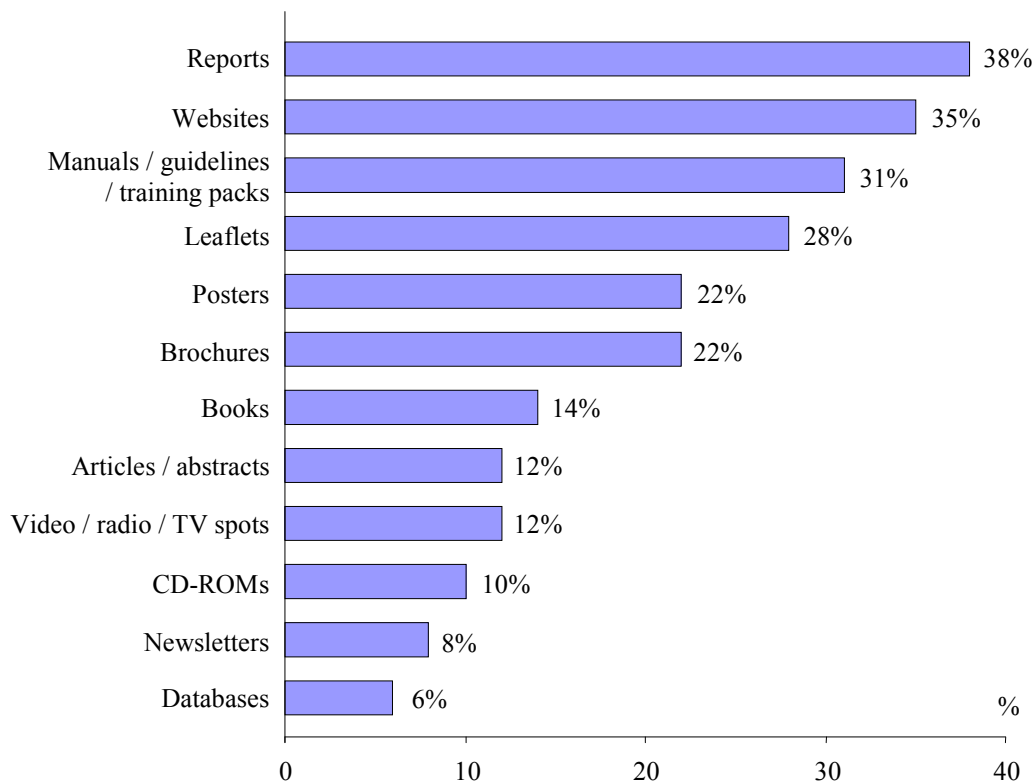
Dissemination

97% of the completed projects implemented dissemination activities in the following categories (*N= 144 projects with dissemination*)



Looking at each way separately, we find that 98% of the projects have distributed materials, 90% have organised events and 42% have had close contacts.

Considering their actual dissemination, a large majority of projects performed better than planned: most of the projects had equal or better performance regarding dissemination expenditures (89% of projects), timing of dissemination (80%), audience (96%) and dissemination activities (98%). The latter produced the following materials:



Distribution of projects according to their production of materials for dissemination (144 projects)

Considering that most of the projects lasted one year, we can clearly state that partners have produced a lot of material over a short period, as indicated below:

- 227,966 posters by 27 projects
- 13,556 newsletters by 9 projects
- 297,160 brochures by 27 projects
- 77,272 reports by 46 projects
- 64,600 manuals by 7 projects
- 27,700 books by 19 projects
- 370 t-shirts by 2 projects
- 731,456 leaflets by 36 projects
- 21,553 articles by 14 projects
- 2000 directories by 2 projects
- 1770 videos by 5 projects
- 5000 stickers by 2 projects
- 6000 postcards by 4 projects
- 16,152 CD-ROMs by 12 projects
- 2000 business cards by 2 projects
- 2000 colour cartoons by 1 project
- 500 protocols by 1 project
- 200 pins by 1 project

The following figures on the number of events organised and levels of attendance have been taken from the survey:

- 71 meetings organised for 19 projects, attended by 880 people
- 51 participations in conferences, for 6 projects, attended by 3620 people
- 94 conferences organised for 62 projects, attended by 16 793 people
- 389 seminars organised for 64 projects, attended by 11 334 people
- 245 workshops organised for 36 projects, attended by 4356 people
- 56 project presentations organised for 6 projects, attended by 3160 people
- 2 press conferences organised for one project, attended by 40 people
- 70 implementation meetings organised for 1 project and involving 546 people.

Conferences, seminars and workshops are valuable instruments for networking. Their added value for dissemination and generation of impact is, however, more questionable:

- The resources required to organise such events are substantial, compared to other dissemination activities such as dissemination through a website.
- Dissemination mainly concerns the people attending. Conferences, seminars and workshops are useful on condition that they reach target group members and end beneficiaries beyond those directly targeted by the project or that they reach key political figures and thus help to ensure the results have a wider impact.
- Most of the time, conferences are one-off events: once they are finished, there is often no follow-up action to make things change. They therefore mark the end of the project activities rather than acting as a link in the dissemination and impact chain.
- They often take place at the end of the project, which is probably too late to have an impact. In fact, if the project is to have an impact on target groups, end beneficiaries and public authorities, it must engage them in the process at an earlier stage.

Nevertheless, conferences, seminars and workshops allow contact with a larger audience than through field actions or specific training. To make conferences a more effective instrument for further dissemination and impacts, organisers should:

- Make sure key decision-makers and policy-makers are invited and do actually attend;
- Carry out follow-up actions after the conference to keep the issue in the minds of the participants.

Some projects were successful in reaching key people through events, as illustrated below:

An expert meeting was organised at month 11 of the project. It brought together 50 European FGM stakeholders. The project succeeded in bringing together relevant partners in the field across Europe and establishing the first expert network in this important field. The changes brought about in European treatment of responses to FGM can largely be traced back from this initial project and the commonality across Europe of those responses to FGM is due almost entirely to this project and its subsequent chapters.

Development of a differentiated and integrated training system addressing players in a multi-disciplinary approach: social intervention bodies both from the public and the non-profit sector, law enforcement agencies and the judicial system, players in the labour market, local political representatives. Such a differentiated and integrated training system improved the expertise of the different players and defined good networking strategies and practices.

Reaching target groups and end beneficiaries

In addition to the distribution of materials and the organisation of events, 60 projects had close contacts with target groups and/or end beneficiaries. Such contacts have mainly been visits and discussions with the members of target groups working with the end beneficiaries, with the end beneficiaries themselves and also with target groups not working directly with end beneficiaries, such as national authorities, judicial staff and Members of the European Parliament.

<u>Target groups</u>	<u>End beneficiaries</u>
<ul style="list-style-type: none">• Teachers: 17 projects• Police and social workers: 13 projects each• Educational staff (educators, parents): 12 projects• Local/National authorities, Members of Parliament, deputies: 12 projects• Medical staff, psychologists: 8 projects• NGOs: 8 projects• EU authorities, MEPs, Politicians: 12 projects• Judicial staff: 4 projects• Other: 14 projects (associations, charities, journalists, practitioners, volunteers, rapporteur for United Nations, experts, trade unions, employers' organisations, representatives of the religious communities).	<ul style="list-style-type: none">• Women affected: 9 projects• Young people: 8 projects• Children: 8 projects• End beneficiaries in general: 5 projects.

The European label helped some partners to gain close contacts with political authorities, as illustrated below:

Having the EU as a political backbone opened doors that had been closed for a long time. Networks working in those fields took the phenomenon of hate crimes against lesbian women and of domestic violence more seriously. Still it was difficult to get beyond "friendly" listening and prompt them into action. However, finally they did listen.

Dissemination activities were mainly carried out during the project. Some 88% of the project coordinators were keen to continue the project after its end but only 11% received additional funds for dissemination, as illustrated below:

Grant from Leeds Health Action Zone Community for free dissemination of the video pack to all Leeds primary & secondary schools after the contractual period.

Getting funds to continue the Daphne projects after closure is critical. Daphne funding allowed important work to start, but there is a general lack of possibilities for follow-up to ensure continuity of project activities, as both the EC and local governments refuse to take on the responsibility. For example, updating a website with information at European level or maintaining a European network of local crisis centres takes time and money. Local governments often refuse to fund such follow-up activity because it is not a local project. On the Community side, Daphne is the only EC programme for such actions, but it cannot go on funding expenses linked to the updating of websites or the maintenance of networks.

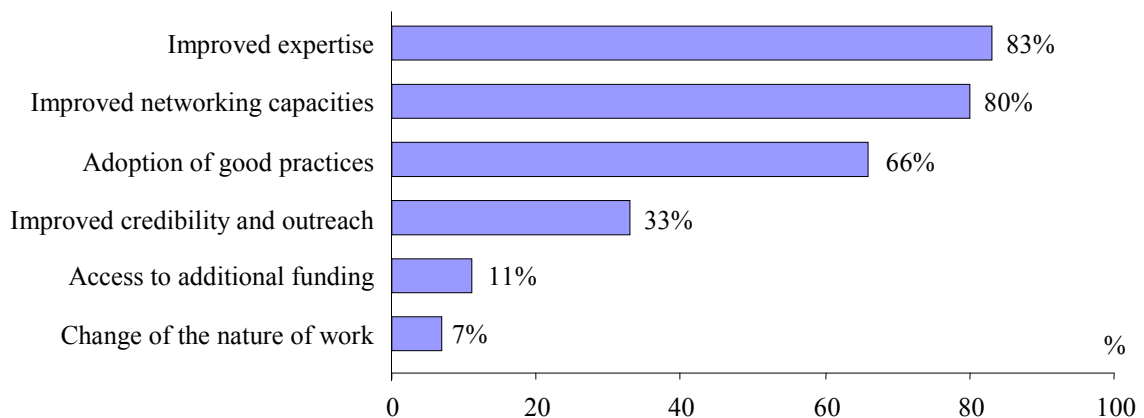
4.6. Impact assessment

The final evaluation also studied the impacts of the programme. They are defined as human and social changes brought about by Daphne or one of its projects.

These impacts were measured along three axes: impacts on the partners, on the target groups and on the end beneficiaries. Furthermore, the factors affecting these impacts, positively or negatively, were identified in order to improve the understanding of the mechanisms leading to impact.

Impacts on partners

The graph below presents the six categories of impact on partners as experienced by them (143 projects, up to three impacts per project).



Nearly all the projects (97%) have impacts on the partners.

“Improved expertise” is linked to gains in understanding or new understanding of the issue of violence, learning from the experience of other partners and target groups, improved skills/performance and increased knowledge of how an issue is addressed across Europe. Improved expertise must be linked to the transnational character of the partnerships, allowing partners to work and exchange knowledge with complementary partners with a high level of expertise. For 76% of the partners it was the first time they had participated in a Daphne project: this is a high percentage of ‘newcomers’, illustrating the pioneering role of Daphne for the partners concerned.

“Improved networking capacities” refers to three possible situations:

- partners can more easily contact other partners;
- partners can be contacted more easily;
- after the project, partners are more likely and able to work with other partners.

“Adoption of good practices” refers to cases where, due to the project, partners acted differently in their work, became more professional and adapted good practices to their own use.

“Change in the nature of work” refers typically to projects with a research component, where the results of the project overturned the previous conception of work. Afterwards, partners operated differently due to new information and understanding coming from the project.

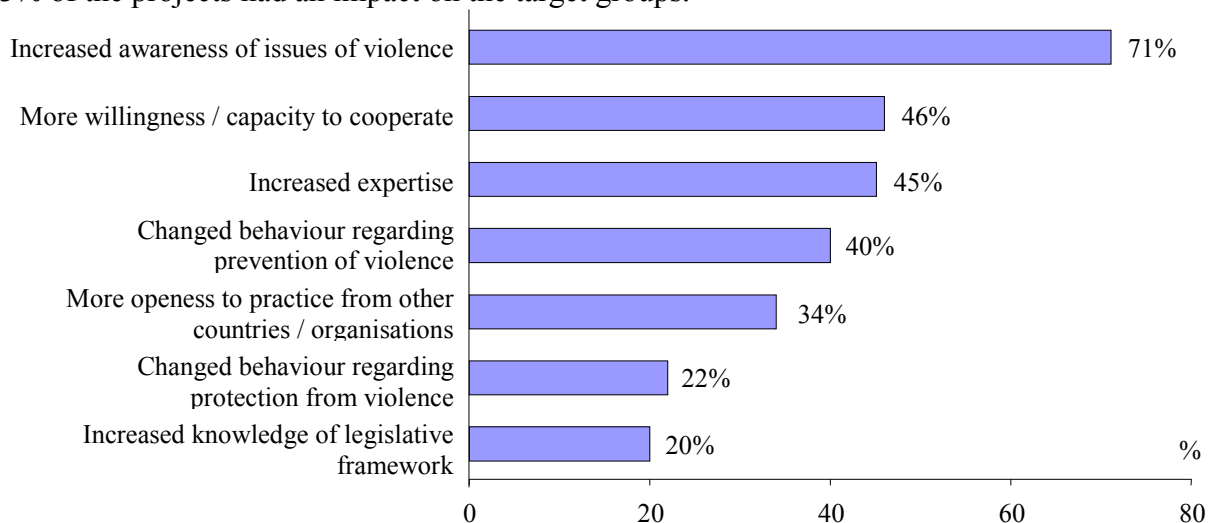
Factors of impact on the partners

The first two contributing factors are the level of expertise and the complementarity of the project partners (in 69% of the cases) and the degree of transnationality of the partnership (49%). This clearly emphasises the need for a carefully designed partnership. This is confirmed by the the fact

that the level of expertise of these partners appears also as a limiting factors (in 4% of the cases). This point therefore seems crucial and will be regularly reiterated by the Commission in its guidelines: good partnership with appropriate expertise favours the project’s achievements but an ill-designed partnership penalises it. In addition, 10% of the references to limiting factors mention, not surprisingly, that the resources allocated to the project are important.

Impact on target groups

93% of the projects had an impact on the target groups.



Impact on target groups (137 projects, up to three impacts per project)

“Increased awareness of issues of violence” results from proper dissemination activities (materials distributed and events organised) towards members of the target groups.

The impact “More willingness/capacity to co-operate” refers to a better implementation of the outputs of the project because the target groups:

- are more interested in working together;
- are more able to work together;
- understand each other better.

The impact “increased expertise” refers to a better understanding or a new understanding of the issue of violence, exchange of experience and practices with partners and other target groups leading to a more integrated approach on the issue of violence and to an increased knowledge of activities in the sector across Europe.

“Changed behaviour regarding prevention of violence” mostly corresponds to an intention to focus more on preventive actions, in two ways:

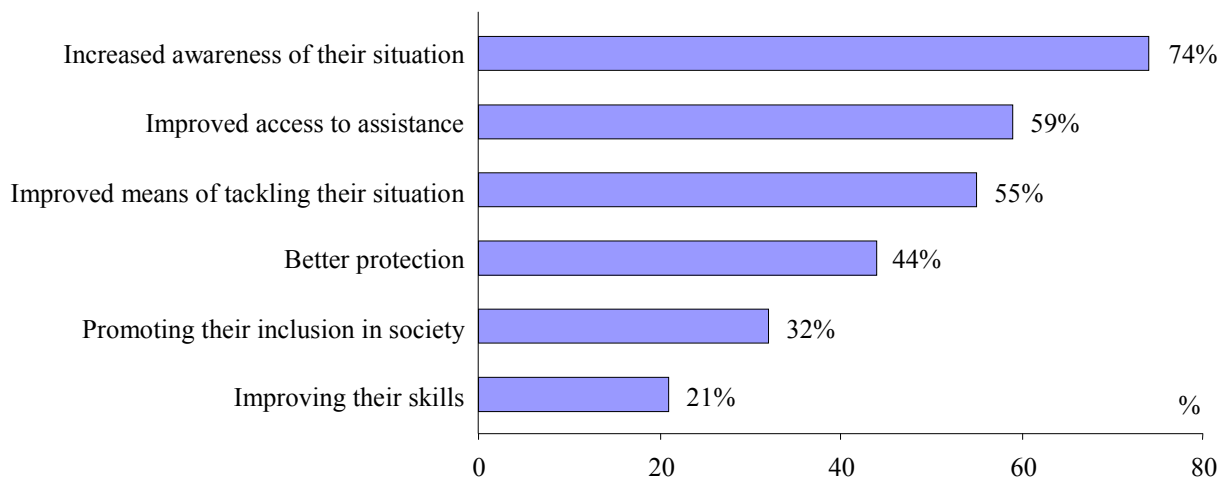
- target groups undertake more preventive actions than before;
- target groups have changed their way of working because they know the problem better and are consequently more able to address it. The drive is more focused on prevention. They use prevention instead of reporting, counselling or use of social circles. This is typically the case of projects with a research component that has allowed a deeper understanding of prevention.

Factors of impact on target groups

Here again, the degree of involvement of representatives of the target groups is an important factor that can favour (34% of the cases) or penalise (4%) the project. This could be another recommendation to future projects: ensuring effective involvement of the target groups during the design, implementation or dissemination phase. “Quality of the output” is another important factor contributing to a good impact.

Impact on end beneficiaries

Four projects out of five (79%) have impacts on end beneficiaries. The following graph illustrates the frequencies of the ways these beneficiaries are affected.



Impact on end beneficiaries (117 projects, up to three impacts per project)

“Increased awareness” is the result of dissemination activities, contacts with representatives of target groups and/or direct involvement in partnerships. In some projects, end beneficiaries did not even know about their rights and existing services before the project, as illustrated below:

The information campaign broadly touched public opinion. For many it was the first time they had information on the issue of violence against children. There has been a broad dissemination of the SOS help line. In the pilot phase, there were 6 cases of abuse revealed in 5 areas of Thessaloniki.

The impact “Improved access to assistance” covers cases in which end beneficiaries reach members of the target groups better (also linked to the fact that target groups are more accessible and more able to identify cases of violence) or are more able to access assistance (they know who to call). Such an impact is more frequent in projects co-ordinated by an NGO than in projects co-ordinated by any other type of organisation: 67% compared to 39% respectively. In fact, NGOs play an important role in guiding end beneficiaries towards adequate assistance services and in interfacing with providers of services and end beneficiaries.

The impact “Improved means of tackling their situations” refers to the case when a potential victim is better able to address his/her own situation, thanks to:

- better tools, e.g. a contact telephone number;
- better knowledge: they understand their situation and know other people who are in the same situation;
- increased confidence: they have the confidence to address their problem.

Some examples are given below:

We put a special search tool on the website to encourage people to get information on a low-key basis, without having to talk to anyone.

A significant reported impact by networked NGOs is that beneficiaries know more often than before this project, who to call for help, the directory providing useful contact points across Europe.

There is an increase in services in the region and these are integrated services to families. This began in 2000 with one headquarters and now there are several.

A national organisation has been founded: the Broken Rainbow, where counselling services are available for lesbians.

Impact on end beneficiaries is more indirect than impact on target groups, because they are less involved in the process. End beneficiaries are recipients of the care and services of the partners and target groups. They benefit through their enhanced understanding, capacity, performance and co-operation. The more the representatives of target groups are leaders, the larger the expected impact. In fact, some projects were successful in reaching community leaders (e.g. FGM stakeholders) or decision-makers (e.g. trade unions) and registered substantial impact on end beneficiaries, as illustrated below:

The project was explained in general meetings of CCOO trade union in Spain so that sexual harassment has formed part of union negotiations and agreements. Workers now get a good service and union representatives now have negotiated clauses to support prevention from sexual harassment.

During the project, partners discussed four times with the head of the police of the city of Frankfurt. The aim was to change the attitude of police and see hate crime against lesbian women as a phenomenon they have to deal with. As a result, the Frankfurt police has been trained.

Factors of impact on end beneficiaries

The main factors contributing to these impacts are the quality of the outputs (54% of the projects with impact), the level of expertise and complementarities of the project partners (44%), the degree of involvement of users/beneficiaries (39%), the relevance of the project objectives to the context (35%) and the degree of involvement of representatives of target groups (33%).

The importance of the factors “involvement of end beneficiaries” and “involvement of target groups” shows again the need to involve them in the project from the start. In fact, the close involvement of target groups and end beneficiaries throughout the project contributes to the production of credible and valid outputs tailored to their needs and it promotes the wide reception /

acceptability of these outputs. Such participation is also valuable in raising their awareness and in turn encouraging them to proselytise broader audiences.

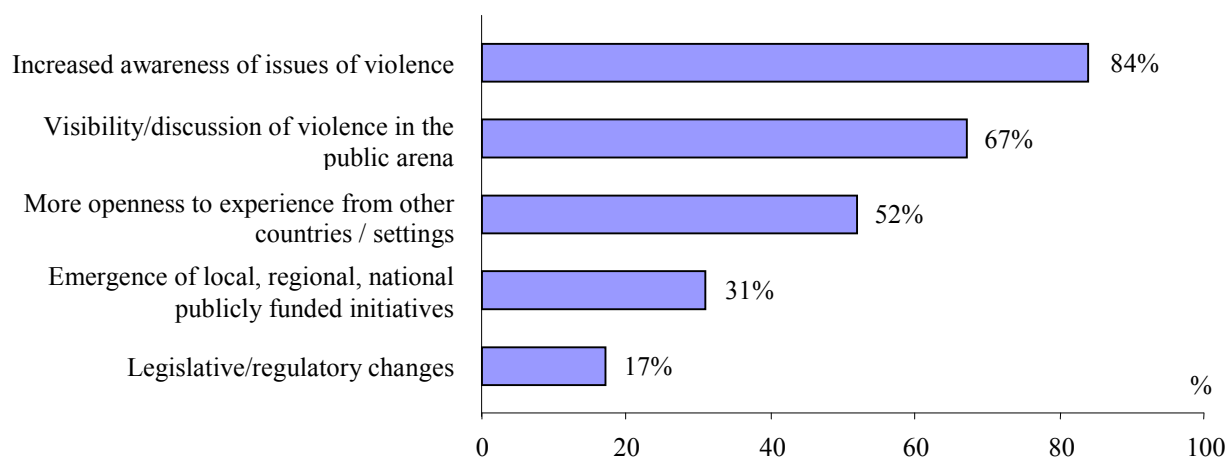
The joint participation of target groups and end beneficiaries is also important in order to foster exchanges and understanding between them.

As for the impacts on target groups, the main limiting factors of impact are the limited level of resources/means allocated to the projects (10% of projects with impacts) and the non-timeliness of dissemination activities (5% of projects).

Impacts on legislation, policy and institutional behaviour

It should be first noted that the primary aim of Daphne is not to propose legislative measures or to change policies. However, as a side-effect due to the strong commitment and dedication of some organisations, some legislative or policy changes occurred. This can be seen as a plus.

These impacts are:



Impacts on legislation, policy and institutional behaviour (122 projects, up to three impacts per project)

The most frequent impacts concern different categories of institutions and consist of “increased awareness of issues of violence”, “visibility/discussion of violence in the public arena” as well as “more openness to experiences from other countries/settings”. Those impacts are mainly attributable to the distribution of materials to local/regional/national authorities, ministries and/or Members of Parliament as well as to the participation of such organisations in conferences, workshops and/or seminars. They can be summarised by saying that Daphne contributed to the recognition of some issues of violence and to feeding discussions on how to fight against violence. Several project co-ordinators also reported that their Daphne project gave them more visibility and credibility to convince authorities.

More tangible impacts are “emergence of publicly funded initiatives” and “legislative/regulatory changes”. They obviously are less frequent because they are more difficult to achieve. These impacts can be, for example, the creation of a committee to assess the situation and develop strategies, additional funding or a specific action launched by the authorities. They are more frequently observed in projects co-ordinated by an NGO (37% of the projects with this impact) than in projects co-ordinated by any other organisation (16%). This is surprising, in that one would have expected that it would have been easier for projects led by (local) public authorities to approach and reach the competent (national) authority.

The best examples of “emergence of local, regional, national publicly-funded initiatives” are:

- Development of Caritas anti-trafficking project in Italy sponsored by the EC STOP II funding line and its expansion in Spain and Romania, change of the Lithuanian national strategy on trafficking and reception of UN and other European country funding by a Latvian NGO to expand its work on trafficking.
- Launch of national laboratories of violence against women in Belgium and Ireland.
- Creation of a new information/counselling service for victims of family violence in a police setting in Portugal.
- Expansion of the training sessions addressing black and migrant groups on domestic violence from local level (NL) to Birmingham and Ireland.
- Local authority (Equal Opportunity Commission) sponsored a campaign against violence on women and is still supporting it.
- Development of a treatment programme for all Internet sex offenders in the UK as a result of an IRL-led project.
- Creation of a Forensic Nursing Committee in Ireland for women rape victims.
- A working group on sexual abuse has been created by the Belgian Flemish authorities, which funded a follow-up project.
- Provision of further funding for project activities by the Regional Government of Linz (Öst), which had previously shown no interest in dealing with trafficking.
- Establishment by the Portuguese Government, in May 2000, of the national help-line for victims of domestic violence.
- Creation within the partner organisation, the Marche Region (I), of a regional co-ordination table on prostitution and trafficking, with the participation of the regional authorities and the 4 provinces.

The impact “Legislative/regulatory change” refers more to promoting the circumstances favouring legislative/regulatory change than to the change itself. Promotion notably consists of contributing to debates by providing the expertise, data and results obtained from the projects. Examples are:

- Influence on the creation of a new Sex Offences Bill in the UK.
- The *Defensores del Pueblo* in Spain have started to take on the idea of special courts for children with rapid judgements. The Council of Europe published a book on sexual abuse with one chapter devoted to the project work.
- Inclusion of ‘same-sex partnerships’ in the German civil law on protecting victims of domestic violence.
- Influence on the adoption in 2002 of the new ‘Community Action 97/154/JAI in order to include all the forms of contemporary slavery.
- Influence on the adoption of the new German Law “Gewaltschutz Gesetz” on domestic violence, which allows women to apply to the courts for an order removing the offender from the home.
- Adoption by the Danish Government of violence indicators and implementation in national action plans for violence against women.
- Elaboration and approval of the Italian Regulation Act for Article 18 of the Immigration Consolidation Act which promoted a national integrated system of social assistance and integration projects and a national free hotline for the victims of trafficking.
- Amendment to the UK Mental Health Act based on evidence from the project co-ordinator concerning the issue of consent for women with learning disabilities, derived from the experience gained in this project.
- New procedures in Belgium to enable ROMA children to continue their schooling despite their legal status in the country.

The main factors contributing to these impacts on Legislation/Policy are the “quality of the outputs” (52% of the projects with impact), the “level of expertise and complementarities of the project partners” (47%), the “political interest/visibility” (32%) and the “relevance of the project objectives to the context” (25%).

The factor “political interest/visibility” is also a limiting factor for 13% of the projects. Some project partners can have an influence on the definition of political priorities and their implementation. In general, political interest can be increased:

- By producing valid and credible outputs in order to gain the public support that in turn generates political interest;
- By having close contacts with key decision-makers and policy-makers during the project or at least by disseminating the outputs to them.

Following this impact assessment, the Daphne Programme can be seen as successful in continuing the mobilisation of the NGO sector at all levels, resulting in many new partnerships and alliances that are working together for more comprehensive European policies on violence.

Good practice

In order to improve project selection and maximise the achievement of objectives and impact, it is important to understand what factors determine success and identify the good practices developed by successful projects. Fifteen projects that have developed good practices are presented in Annex 4.

The criteria used for the selection of these good practices are:

- Compared to other projects in the same field, the project is remarkable in one or more of the following respects: methodology, outputs, impacts, management, dissemination, partnership, participation of end beneficiaries, involvement of target groups or European-ness. This implies that the project is innovative in this regard or at least does much better than others in this respect.
- The good practice was a key element that directly contributed to the achievements and impacts of the project. The evaluator has considered the extent and nature of impact from the project that can be attributed to that specific good practice.
- The project was a pioneer, filling a gap in provision. It is worth disseminating further or replicating to meet similar needs elsewhere in Europe.

The 15 good practices mainly refer to the following cases:

- End beneficiaries were protagonists in the project: the project involved them from the beginning and empowered them.
- The project developed a unique methodology, involving all players and considering all solutions to give prostitutes autonomy.
- The project developed a new approach to a common problem, tackling the issue of violence against women by trying to change the male perpetrators’ attitudes.
- The project developed a high-quality questionnaire favouring a high response rate to a survey.

- Good collaboration between media and non-media partners that increased the quality of the dissemination activities.
- The project successfully used a capacity-building approach involving multi-skilled staff, experienced partners or an existing network of associations.
- The co-ordinator successfully adapted to an evolving context.
- The project results have a high potential for transferability because the topic has been approached for the first time in Europe or because the approach and outputs can easily be replicated in other European countries.

4.7. Daphne implementation and delivery mechanisms

Co-ordinators were asked to give their opinion on the Daphne submission and contract procedures, the Daphne website, the support from Daphne during the project and the evaluation and monitoring systems. As in other parts of the survey, the field evaluators have validated the consistency of these opinions.

This section considers the 218 projects funded from 1997 to 2003, except for the topics related to the ex-post evaluation exercise that refers to completed projects only.

Level of satisfaction with the Daphne submission and contract procedures

Daphne submission and contract procedures	% of satisfied co-ordinators
Clarity of the calls for proposals	92%
Clarity of guidelines and supporting documents at time of preparation of submission	81%
Promptness of the contracting phase	78%
Quality of EC support during negotiation of contract	72%
Quality of EC support during the preparation phase	64%
Transparency of the selection process	54%

Level of satisfaction with the Daphne website

Daphne website	% of satisfied co-ordinators
Usefulness of the Daphne website when preparing submissions	80%
Timeliness of the information on the website	74%
User-friendliness of the website	72%
Usefulness of the Daphne website as a means of sharing project results	70%

Level of satisfaction with the Daphne support during the project

Daphne support during the project	% of satisfied co-ordinators
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Accessibility of the EC staff during the project	84%
Relevance of advice/information received from the EC during the project	80%
Pertinence and clarity of the comments made on the projects/accounts	74%
Flexibility allowed by the EC in managing the contract	70%
Promptness of the payment procedures	59%

Level of satisfaction with the evaluation and monitoring systems

Evaluation and monitoring systems	% of satisfied co-ordinators
Usefulness of monitoring visits for managing the project	78%
Usefulness of monitoring visits for the project outputs	67%
Usefulness of ex-post evaluation exercises for future projects	62%
Usefulness of ex-post evaluation exercises for the impacts	54%

For most of the topics, at least two thirds of the project co-ordinators are satisfied. Overall, the levels of satisfaction were slightly lower for the Initiative than for the Programme.

The analysis of the level of satisfaction of “transparency of the selection process” and of “quality of EC support during the preparation phase” over time shows that a larger proportion of project co-ordinators were satisfied over the last few years (from 2001 to 2003) than in previous years.

Daphne mechanisms	% of satisfied project co-ordinators over time						
	1997	1998	1999	2000	2001	2002	2003
Transparency of selection process	58%	52%	33%	50%	66%	61%	63%
Quality of EC support during preparation phase	35%	61%	59%	56%	63%	79%	83%

5. CONCLUSIONS

The purpose of the Daphne Programme is to support the work of organisations (including NGOs) and public local authorities in protecting women and children and in preventing violence against them. Daphne adds value at European Community level to this work and encourages the exchange of ideas and best practice through the formation of networks and partnerships and the implementation of pilot projects. These provide opportunities for learning, for the sharing of information, the transfer of skills and comprehensive coverage of problem areas, all of which are designed to be in the best interests of those who suffer violence.

In addition, Daphne supports actions which raise awareness about violence among the general public and those at risk, as well as actions involving research and seminars on the subject of violence. Importantly, all this work is done through new European networks, and with a view to collaborative European action and best-practice exchange.

Experience gained by the implementation of the Daphne programme together with an extensive impact assessment of completed projects, a survey of ongoing projects and interviews with stakeholders produced the following conclusions:

- “The Initiative and Programme objectives were and remain relevant to the needs at their origin i.e. protecting children, young people and women from violence and preventing it. Both the

outputs and the impacts contribute to achieving each objective of the Daphne Programme, so confirming its effectiveness. The efficiency of the programme is evidenced by the impressive outputs and impacts, compared to the modest resources allocated. Their sustainability once the projects have ended is rather weak, because of insufficiently planned and targeted dissemination and difficulties with post-project funding”.

- With its high level of response (more than 2200 proposals received, requesting around €195 million), Daphne clearly meets a deeply felt need within society.
- With around 700 outputs, the 303 funded projects have provided an initial response and have seriously contributed to raising awareness among the target groups concerned. They have also played a part in the empowerment of a number of victims, increased awareness of how to access assistance, reinforced the services offered and contributed to the understanding of some mechanisms of violence, etc.
- These outputs have had an impact not only on the partners, target groups and end beneficiaries, but also on the slowly changing social perceptions of violence and the development of EU and national policies. New models and methodologies are being explored and developed by public institutions, all contributing to the creation of a common framework and convergence of policies throughout the Member States.
- Another finding that is worth mentioning is that 12% of the projects had an impact on legislation and/or led to policy change. Given the fact that the primary aim of Daphne is not to propose legislative measures or to change policies, this is a side-effect due to the strong commitment and dedication of some organisations. This can be seen as a plus.

Daphne II

Some areas of improvement of the programme have already been taken into account in the Daphne II programme structure.

This is the case with the further improvement of the delivery mechanisms, where a helpdesk will be set up to help newcomers (new NGOs but also new Member States) to apply, and also assist the coordinators of ongoing projects in their management duties and their relations and interactions with the Commission. The website will also be improved and updated more regularly in order to give a full and up-to-date picture of Daphne’s achievements.

Furthermore, in order to facilitate NGOs’ cash flow, the advance payment was increased in 2003 to 70% of the total grant.

In addition, several actions will be implemented to improve the dissemination and sustainability of the results. First, an annual general meeting will be organised so that all ongoing projects can meet and exchange information about their work. Also, guidance and training will be provided by the Commission on the budgetary and reporting aspect of project management. Secondly, around 15% of the Daphne II budget, i.e. €7.5 million, is earmarked to be used at the Commission’s initiative to enhance the dissemination of results, among other things. This might, for example, involve seconding or exchanging experts and other skilled and experienced people from one organisation to another to adapt new solutions/practices. Likewise, experienced organisations might be entrusted with the task of disseminating, using and adapting existing practices.

The **future** should see an expanded action programme that would build on the *Daphne acquis*, offering additional prevention and protection from violence and assisting a larger number of victims.

This report would not be complete without a *tribute* from the Commission to the organisations that have participated. The successes and impacts, described above, are essentially due to their *enthusiasm* and *commitment*.

6. FURTHER ANNEXES

Annex 1: European Parliament and Council Decision 293/2000/EC; OJ L 34, 9.2.2000

Annex 2: Daphne Programme life-cycle

Annex 3: Daphne project life-cycle

Annex 4: Projects selected as examples of good practice

Annex 5: List of websites with a link to a Daphne project.

Annex 1 :
Decision Nr. 293/2000/EC of the European Parliament and of the Council
Official Journal L 34 of 9.2.2000

9. 2. 2000

EN

Official Journal of the European Communities

L 34/1

I

(Acts whose publication is obligatory)

DECISION No 293/2000/EC OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL
of 24 January 2000

adopting a programme of Community action (the Daphne programme) (2000 to 2003) on preventive measures to fight violence against children, young persons and women

THE EUROPEAN PARLIAMENT AND
THE COUNCIL OF THE EUROPEAN UNION,

Community action is to include a contribution to the attainment of a high level of health protection.

Having regard to the Treaty establishing the European Community, and in particular Article 152 thereof,

Having regard to the proposal from the Commission ⁽¹⁾,

Having regard to the opinion of the Economic and Social Committee ⁽²⁾,

Having regard to the opinion of the Committee of the Regions ⁽³⁾,

Acting in accordance with the procedure laid down in Article 251 of the Treaty ⁽⁴⁾,

Whereas:

- (1) Physical, sexual and psychological violence against children, young persons and women constitutes a breach of their right to life, safety, freedom, dignity and physical and emotional integrity and a serious threat to the physical and mental health of the victims of such violence; the effects of such violence are so widespread throughout the Community as to constitute a major health scourge.
- (2) It is important to recognise the serious immediate and long-term implications for health, psychological and social development, and for the equal opportunities of those concerned, that violence has for individuals, families and communities and the high social and economic costs to society as a whole.
- (3) According to the World Health Organisation's definition, health is a state of complete physical, mental and social well-being and not merely the absence of disease or infirmity; in accordance with Article 3(p) of the Treaty,

- (4) These principles are recognised in the United Nations Convention of 1979 on the elimination of all forms of discrimination against women, the United Nations Convention of 1989 on the rights of the child, the Vienna Declaration of 1993 on the elimination of violence against women, the Declaration and Platform of Action adopted at the IVth Conference on women held in Beijing in 1995, the Declaration and the Plan of Action against the sex trade and the exploitation of minors adopted at the Stockholm Conference in 1996, and the Lisbon Declaration of 1998 on youth policies and programmes of the world conference of ministers of youth.

- (5) The European Union has taken action in the field of justice and home affairs in particular by the Joint Action of 24 February 1997 concerning action to combat trafficking in human beings and sexual exploitation of children ⁽⁵⁾; the criminal law aspects of violence are a matter for the Member States.

- (6) The European Parliament, in its Resolutions of 18 January 1996 on trafficking in human beings ⁽⁶⁾, of 19 September 1996 on minors who are victims of violence ⁽⁷⁾, of 12 December 1996 on measures to protect minors in the European Union ⁽⁸⁾ and of 16 September 1997 on the need to establish a European Union-wide campaign for zero tolerance of violence against women ⁽⁹⁾ and of 16 December 1997 on trafficking in women for the purpose of sexual exploitation ⁽¹⁰⁾ has called upon the Commission to draw up and implement action programmes to combat such violence.

⁽¹⁾ OJ C 259, 18.8.1998, p. 2.
OJ C 89, 30.3.1999, p. 42 and
OJ C 162, 9.6.1999, p. 11.

⁽²⁾ OJ C 169, 16.6.1999, p. 35.

⁽³⁾ OJ C 89, 30.3.1999, p. 42.

⁽⁴⁾ Opinion of the European Parliament of 16 April 1999 (OJ C 219, 30.7.1999, p. 497); Council common position of 13 September 1999 (OJ C 317, 4.11.1999, p. 1); Decision of the European Parliament of 17 November 1999 (not yet published in the Official Journal) and Council Decision of 13 December 1999.

⁽⁵⁾ OJ L 63, 4.3.1997, p. 2.

⁽⁶⁾ OJ C 32, 5.2.1996, p. 88.

⁽⁷⁾ OJ C 320, 28.10.1996, p. 190.

⁽⁸⁾ OJ C 20, 20.1.1997, p. 170.

⁽⁹⁾ OJ C 304, 6.10.1997, p. 55.

⁽¹⁰⁾ OJ C 14, 19.1.1998, p. 39.

- (7) The Commission, in its Communication of 24 November 1993 on the framework for action in the field of public health, identified, *inter alia*, the prevention of injuries as an important area for action in the public health field; in this framework on 8 February 1999 Decision No 372/1999/EC of the European Parliament and of the Council was adopted on a programme of Community action on injury prevention ⁽¹⁾.
- (8) By providing support for acquiring better knowledge and understanding of, and wider dissemination of information about violence against children, young persons and women and by developing actions complementary to existing Community programmes and actions, while avoiding unnecessary duplication, this programme will contribute greatly to curbing exploitation and ensuring a high level of human health protection, taking into account its physical, mental and social aspects, and a high quality of life.
- (9) Direct action concerning violence against children, young persons and women is in essence part of Member States' activity at national, regional or local level.
- (10) The Community can provide added value to the actions of Member States concerning the prevention of violence, including violence in the form of sexual exploitation and abuse perpetrated against children, young persons and women through the dissemination and the exchange of information and experience, promoting an innovative approach, the joint establishment of priorities, the development of networking as appropriate, the selection of Community-wide projects and the motivation and mobilisation of all parties concerned.
- (11) This programme can bring added value by identifying and stimulating good practice, by encouraging innovation and by exchanging relevant experience of actions undertaken in the Member States, including an exchange of information relating to the various laws and the results achieved.
- (12) Therefore, in accordance with the principles of subsidiarity and proportionality as set out in Article 5 of the Treaty, the objectives of the proposed measure can be better achieved by the Community; this Decision confines itself to the minimum required in order to achieve those objectives and does not go beyond what is necessary for that purpose.
- (13) Active partnership between the Commission, the Member States and non-governmental organisations (NGOs) and in particular organisations concerned with the welfare and quality of life of children, young persons and women needs to be promoted in this area and synergy between all the relevant policies and measures encouraged by promoting cooperation between NGOs, other organisations and national, regional and local authorities.
- (14) In order to achieve the objectives of the programme and use the resources available in the most efficient way, the areas in which work is to be done must be carefully chosen by selecting projects which offer a greater Community added value and show the way towards trying out and disseminating innovative ideas to prevent violence, in the context of a multidisciplinary approach.
- (15) Cooperation with the international organisations competent in the fields covered by the programme and with third countries should be fostered, as well as with all those likely to be involved in preventing violence.
- (16) Provision should be made for opening up this programme to participation by the applicant countries in the pre-accession phase, in accordance with the conditions established in the relevant agreements, particularly the Association Agreements and the additional protocols to those Agreements.
- (17) In order to increase the value and impact of the programme, a continuous assessment of the actions undertaken should be carried out, with particular regard to their effectiveness and the achievement of the objectives set and with a view, where appropriate, to making the necessary adjustments.
- (18) This programme should be of a four-year duration in order to allow sufficient time for actions to be implemented to achieve the objectives set.
- (19) The measures necessary for the implementation of this Decision should be adopted in accordance with Council Decision 1999/468/EC of 28 June 1999 laying down the procedures for the exercise of implementing powers conferred on the Commission ⁽²⁾.
- (20) This Decision lays down for the entire duration of the programme a financial framework constituting the prime reference, within the meaning of point 33 of the Interinstitutional Agreement between the European Parliament, the Council and the Commission of 6 May 1999 on budgetary discipline and improvement of the budgetary procedure ⁽³⁾.

HAVE DECIDED AS FOLLOWS:

Article 1

Establishment of the programme

1. A programme of Community action to fight violence towards children, young persons and women, is hereby adopted for the period 1 January 2000 to 31 December 2003.

⁽¹⁾ OJ L 46, 20.2.1999, p. 1.

⁽²⁾ OJ L 184, 17.7.1999, p. 23.

⁽³⁾ OJ C 172, 18.6.1999, p. 1.

2. This programme aims to contribute towards ensuring a high level of protection of physical and mental health by the protection of children, young persons and women against violence (including violence in the form of sexual exploitation and abuse), by the prevention of violence and by the provision of support for the victims of violence, in order, in particular, to prevent future exposure to violence. It further aims to assist and encourage NGOs and other organisations active in this field. By so doing, the programme will contribute to social well-being.

3. The actions to be implemented under the programme, as set out in the Annex, are intended to promote:

- (a) transnational actions to set up multidisciplinary networks and to ensure exchange of information, best practice and cooperation at Community level;
- (b) transnational actions aimed at raising public awareness;
- (c) complementary actions.

Article 2

Implementation

1. The Commission shall ensure implementation, in close cooperation with the Member States, of the actions referred to in Article 1(3) in accordance with Article 5.

2. The Commission shall, after consultations with the Member States, cooperate with institutions and organisations active in the field of prevention of and protection against violence against children, young persons and women, and of the support of victims. It shall encourage, in particular, transnational cooperation between NGOs and national, regional and local authorities.

3. The Commission shall take account of activities carried out in this field at national, regional and local level. It shall also ensure a balanced approach in respect of the target groups.

4. The actions undertaken shall involve a significant number of Member States.

Article 3

Budget

1. The financial framework for the implementation of the four-year programme (2000 to 2003) is hereby set at EUR 20 million.

2. The annual appropriations shall be established by the Budgetary Authority within the limits of the financial perspectives.

3. The Community contribution shall vary according to the nature of the action. It may not exceed 80 % of the total cost of the action.

Article 4

Consistency and complementarity

The Commission shall ensure that there is consistency and complementarity between the Community actions to be implemented under the programme and those implemented under

other relevant Community programmes and measures, including future developments in the field of public health.

Article 5

Implementing measures

1. The measures necessary for the implementation of this Decision relating to the matters referred to below shall be adopted in accordance with the management procedure referred to in Article 6(2):

- (a) the annual plan of work for the implementation of the measures in the programme, including the budgetary implications and selection criteria;
- (b) the general balance between the various sections of the programme;
- (c) the procedures for coordination with programmes and initiatives which are of direct relevance to achievement of the aim of this programme;
- (d) the arrangements for cooperating with the third countries and international organisations referred to in Article 8;
- (e) the procedures for monitoring and evaluating the programme.

2. The measures necessary for the implementation of this Decision relating to all other matters shall be adopted in accordance with the advisory procedure referred to in Article 6(3).

Article 6

Committee

1. The Commission shall be assisted by a Committee.

2. Where reference is made to this paragraph, Articles 4 and 7 of Decision 1999/468/EC shall apply, having regard to the provisions of Article 8 thereof.

The period laid down in Article 4(3) of Decision 1999/468/EC shall be set at two months.

3. Where reference is made to this paragraph, Articles 3 and 7 of Decision 1999/468/EC shall apply, having regard to the provisions of Article 8 thereof.

4. The Committee shall adopt its rules of procedures.

Article 7

Participation of the EFTA/EEA countries, the associated central and eastern European countries, Cyprus, Malta and Turkey

This programme shall be open to the participation of:

- the EFTA/EEA countries, in accordance with the conditions established in the EEA Agreement,

- the associated central and eastern European countries, in accordance with the conditions established in the Europe Agreements, in their additional protocols and in the decisions of the respective Association Councils,
- Cyprus, funded by additional appropriations in accordance with procedures to be agreed with that country,
- Malta and Turkey, funded by additional appropriations in accordance with the provisions of the Treaty.

Article 8

International cooperation

Subject to Article 300 of the Treaty, in the course of implementing the programme, cooperation with third countries and with international organisations competent in the fields covered by the programme shall be fostered as well as with all those likely to be involved in preventing and protecting against all forms of violence.

Article 9

Monitoring and evaluation

1. In the implementation of this Decision, the Commission shall take the necessary measures to ensure the monitoring and continuous evaluation of the programme taking account of the general and specific objectives referred to in Article 1 and in the Annex.

2. During the second year of the programme, the Commission shall present an evaluation report to the European Parliament and to the Council.

3. The Commission shall submit a final report to the European Parliament and the Council on completion of the programme.

4. The Commission shall incorporate into the reports referred to in paragraphs 2 and 3 information on Community financing in the various fields of action and on complementarity with the other actions referred to in Article 4, as well as the results of the evaluations. It shall also send the reports to the Economic and Social Committee and the Committee of the Regions.

Article 10

Entry into force

This Decision shall enter into force on the date of its publication in the *Official Journal of the European Communities*.

Done at Brussels, 24 January 2000.

For the European Parliament

The President

N. FONTAINE

For the Council

The President

J. GAMA

ANNEX

SPECIFIC OBJECTIVES AND ACTIONS

I. TRANSNATIONAL ACTIONS TO SET UP MULTIDISCIPLINARY NETWORKS AND TO ENSURE EXCHANGE OF INFORMATION, BEST PRACTICE AND COOPERATION AT COMMUNITY LEVEL

Objective: To support and encourage both non-governmental organisations (NGOs) and other organisations including public authorities active in the fight against violence to work together

1. Support for the establishment and strengthening of multidisciplinary networks and the encouragement and support of cooperation between NGOs and the various organisations and public bodies at national, regional and local level, in order to improve on both sides the level of knowledge and understanding of each other's role and to facilitate the exchange of relevant information.
2. Stimulation and exchange of best practice, including pilot projects, at Community level on the prevention of violence and on the support and protection of children, young persons and women.

The networks shall in particular carry out activities to address the problems of violence that will:

1. produce a common framework for analysis of violence, including the definition of different types of violence, the causes of violence and all its consequences;
2. measure the real impact of the different types of violence within Europe on victims and society, in order to establish an appropriate response;
3. assess the types and effectiveness of measures and practices to prevent and detect violence including violence in the form of sexual exploitation and abuse and to provide support for victims of violence, in order, in particular, to prevent future exposure to violence.

II. TRANSNATIONAL ACTIONS AIMED AT RAISING PUBLIC AWARENESS

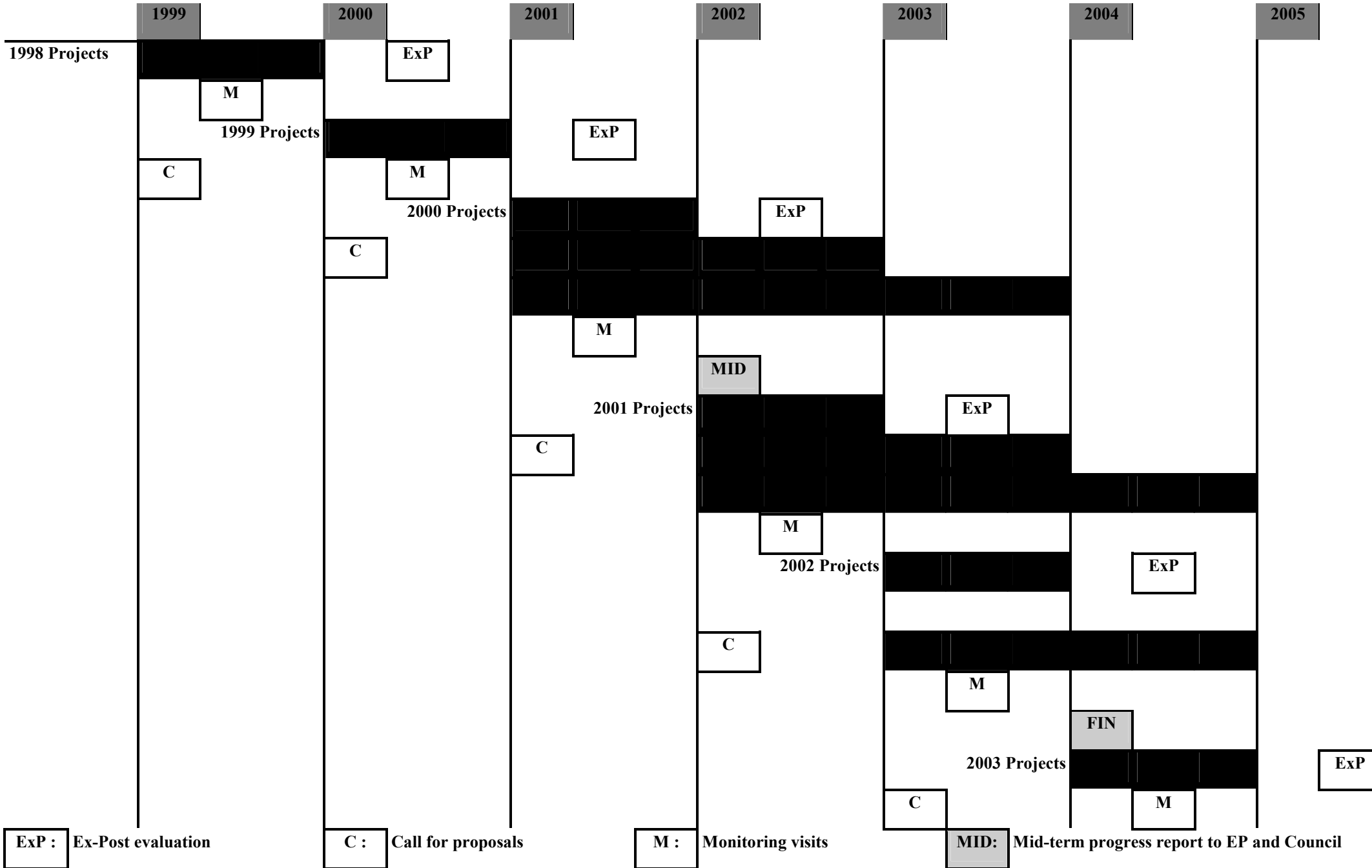
Objective: To support the raising of public awareness of violence and the prevention of violence against children, young persons and women, including the victims of trafficking for the purpose of sexual exploitation, commercial sexual exploitation and other sexual abuse

1. Encouragement of information campaigns in cooperation with the Member States and pilot projects with European added-value and awareness-raising activities among the general public and in particular, among children and young persons, educators and other categories involved as well as among the media about potential risks of violence and of ways of avoiding them, including knowledge of legislative measures, health education and training in the context of the fight against violence.
2. Development of a Community-wide information source to assist and inform NGOs and public bodies of publicly available information compiled by governmental, NGO and academic sources relevant to the field of violence, its prevention and the support of victims, and the means to prevent violence, as well as the provision of information about all measures and programmes on this subject under the auspices of the Community. This should enable information to be integrated into all relevant information systems.
3. Studies in the field of violence and sexual abuse and the means of their prevention with the aim, *inter alia*, of identifying the most effective procedures and policies for preventing violence, for supporting victims of violence, in order, in particular, to prevent future exposure to violence, and for examining the social and economic costs, in order to establish appropriate responses to this phenomenon.
4. Improvement of recognition, reporting and management of the consequences of violence.

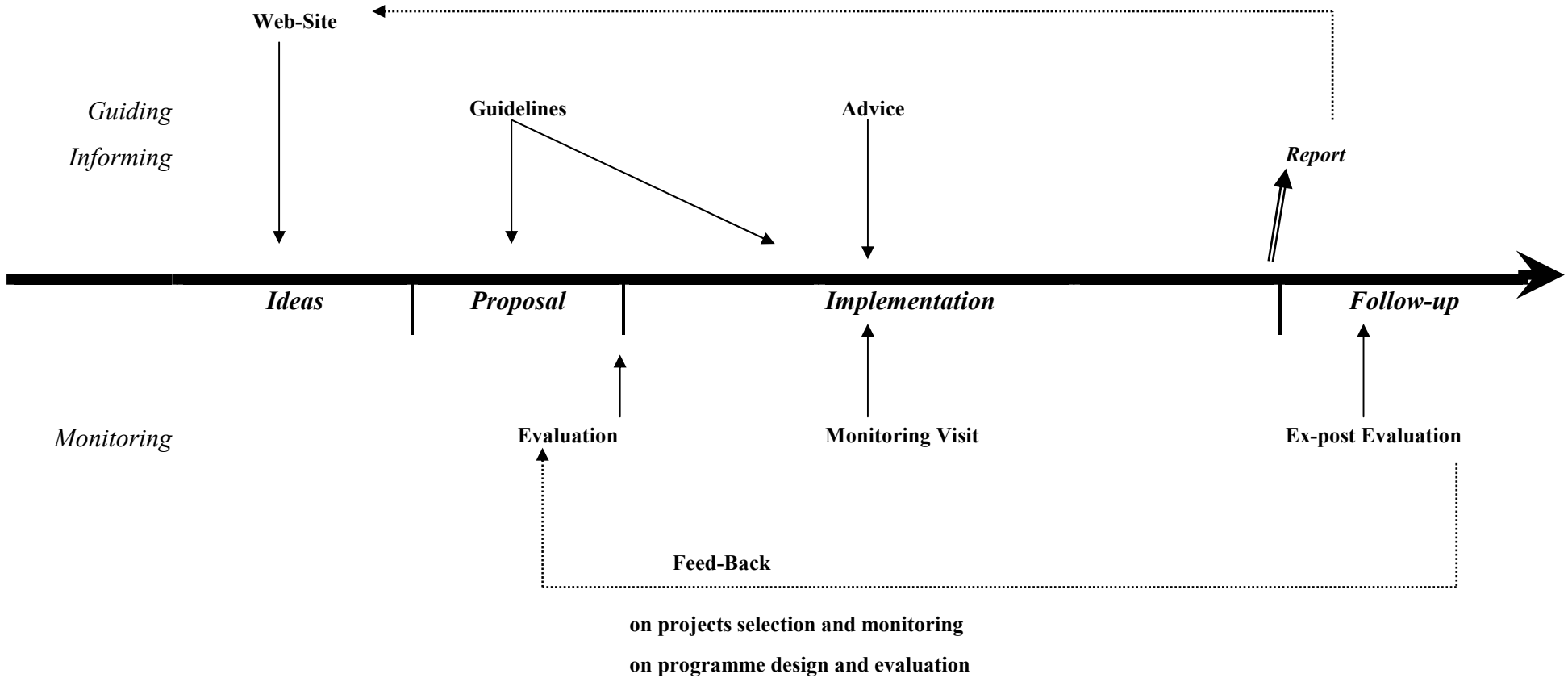
III. COMPLEMENTARY ACTIONS

In carrying out the programme, the Commission, in compliance with Articles 2 and 5 of the Decision, can have recourse to technical assistance organisations the financing of which shall be provided for within the overall financial framework for the programme. It can, under the same conditions, have recourse to experts. Furthermore, the Commission will be able to organise seminars, colloquia or other meetings of experts, likely to facilitate the implementation of the programme and enhance information, publication and dissemination actions.

Annex 2 : Daphne Programme life-cycle



Annex 3 : Daphne project life-cycle



Annex 4 : **Projects selected as examples of good practice**

End beneficiaries are protagonists in the project

Project 1997-047: METIS project, co-ordinated by Iniciativas y Estudios Sociales IES (ES)

Justification for selection: disabled women organisations are protagonists in the project

Description of good practice: the strength of the project lay in the involvement of the disabled women. Two of the partners were associations of disabled women, which generated great visibility and, later, political interest. The beneficiaries themselves prepared the METIS guide, which enhanced its impact. The guide identifies particular situations of violence that were unrecognised in Spain before this project and suggests ways of confronting them. The very fact that disabled women were carrying out an EU project with transnational partners gave it political significance, so that they could talk about human rights and personal development, issues not previously discussed with disabled women. The project was also very impressive for its transnational approach, involving Spanish, Danish, German and English partners. For relatively little money the project provided a large number of significant and lasting outputs.

Condition of transfer/replication: This project should be replicable anywhere that disabled people have established their own associations. Promoting the formation of such associations could form part of the programme. The research that revealed the ‘hidden’ or unrecognised form of violence against disabled women would almost certainly be replicated in many other countries.

Project 1999-169: ‘Breaking the Bullying Barrier’, co-ordinated by ENABLE (UK)

Justification for selection: Outstanding methodology regarding the involvement of end beneficiaries; impact on end beneficiaries

Description of good practice: This project created an extraordinary capacity for end beneficiaries, i.e. people with learning disabilities, to have direct impact on the lives of other end beneficiaries by involving and empowering them. They were directly engaged in the project, especially in advising on and carrying out public dissemination activities, such as training sessions and ‘lectures’. The project’s leading outputs are also good practice material, included anti-bullying materials for the Information and Education Campaign (IEC) in favour of people with learning disabilities. End beneficiaries participated in the campaign. The audience for dissemination campaigns was well targeted to ensure that efforts were not wasted. The project’s greatest impact was on end beneficiaries. People with learning disabilities directly involved in the project showed substantial improvement in their self-esteem, self-confidence and understanding of their situation and what they can do about it. End beneficiaries also reported to partners the lower incidence of abuse in their own neighbourhood affected by the project activity.

Condition of transfer/replication: It is critical to have the direct engagement of end beneficiaries, especially in advising on and carrying out public dissemination activities such as training sessions and ‘lectures’. It is important to provide sufficient guidance and assistance to end beneficiaries participating in the campaign to build their confidence. It would work with other target groups suffering the same problems as the learning disabled and could be undertaken in other locations. It involves maintaining sustained contact with and winning the trust of the end beneficiaries, as well as direct engagement with them.

Project 2000/330: ‘Breaking through’ project co-ordinated by ProJob (NL)

Justification for selection: bottom-up project, taken up for funding by Dutch national government, quality of project results.

Description of good practice: The project worked closely with migrant groups and produced a way of training them to work with their own people on issues of domestic violence within the family. Migrant and ethnic groups were central to the project, because its very nature was to reveal differing concepts of violence and gender across cultures. This was a very multicultural project that succeeded in arriving at a mutual understanding and good practices that could cross boundaries. The project was taken up for funding by the Dutch national government, raising visibility and importance at national level.

Condition of transfer/replication: This project should be replicable in all EU countries. The key would be to find a co-ordinator with the same values as ProJob with regard to allowing migrant/ethnic groups to head up cultural research. Terminology on migration and ethnicity varies from country to country, so that the Dutch definition would have to be modified to suit the local context.

Unique methodology

Project 1998-273, ‘Escape Routes: From the street to autonomy’, co-ordinated by Associazione On the Road (IT).

Justification for selection: Outstanding methodology dealing with trafficked women from foreign countries.

Description of good practice: The project methodology for dealing with street-workers and offering ways out was unique and successful. The project established a street unit to engage street-working prostitutes in dialogue on their situation, including disease and health information, personal guidance and also offering possible ‘escape’ options. The project also set up a ‘reception centre’ where the women contacted and others could go or call for assistance or guidance. The project then worked to help those who opted for an ‘escape’ route to gain access to social services and the labour market.

Condition of transfer/replication: The project must have sufficient local government support to facilitate access to the labour market and social services, while having considerable ‘street

credibility' to enable critical contact with end beneficiaries and offer assistance in a non-threatening way. The engagement of some end beneficiaries who have 'escaped' is also potentially important in replication. This comprehensive way of dealing with escape routes is expensive and could only be replicated with considerable expenditure, including financial support from public authorities. Good relationships with public authorities, including the police, are essential. This project is transferable to other locations, provided it deals with the same area of violence and the same target groups and end beneficiaries.

Innovative approach

Project 2000-027: 'Gender, masculinity and violence: Breaking the Chains', co-ordinated by the Catholic Institute for International Relations (UK)

Justification for selection: Innovativeness of the subject, involvement of target groups (men), quality of the outputs, transnationality.

Description of good practice: This is one of a very few projects that has successfully tackled the issue of violence against women by trying to change the male perpetrators' attitudes. There is evidence of women's groups that are normally dismissive of addressing men's role being persuaded of the need to address the male role in violence against women by the experiences of the project. The impressive output is the manual on masculinity and gender, outlining the experiences of men working to change men's attitudes in Nicaragua. It is a very persuasive and high-quality product that has paved the way for considerable impact on partners and target groups.

Condition of transfer/replication: Well-regarded and experienced extra-regional partners are needed with persuasive experience and capacity to promulgate their experiences. Importantly and quite uniquely, this project can be transferred to other areas of violence perpetrated by men, as the emphasis is on men's attitudes to women, a constant in most 'Violence Against Women' issues. This project is also amenable to transfer to other locations.

Quality of the questionnaire

Project 2001-073: 'Anti-violence (self-defence) training', co-ordinated by CWASU (UK)

Justification for selection: Outstanding quality of the questionnaire.

Description of good practice: The high quality of the questionnaire facilitated and encouraged responses of quality from those not comfortable in English (it was submitted in four languages) and input was sought from a broad range of providers of self-defence and the ministries/authorities responsible for protection/prevention services. 155 detailed replies were received from 13 countries; the ministries of 11 countries responded. The questionnaire was also reduced to the bare minimum length for submission to relevant government ministries in order to

encourage greater participation. The fact that the coding frame for the questionnaire was in one language but was able to work across the responses in three other languages was an important technical factor contributing to the quality of the survey results and compilation.

Condition of transfer/replication: The success of this project rests on several factors that would be requisites for replication: extended and significant infrastructure and an existing network for conducting the activities including, the long-standing relationship with partners. The former relates to the capacity of the organisation to carry out the task, including the onerous accounting regime. The latter is about ‘positioning’ the organisation in a network of credible partners. It is important in this regard to stress not only the length of time one agency has been engaged in the field but also the length and quality of the relationships between partners.

Good collaboration between media and non-media partners

Projects 1998-115, 1999-066: ‘Alcipe’, Make public any information in the fight against violence against women, co-ordinated by APAV (P)

Justification for selection: Outstanding outputs, in particular the materials for the Information and Education Campaign (IEC); involvement of media

Description of good practice: The good practice in this project arises from very impressive IEC materials, including posters and leaflets. The good practice guide, perhaps the first of its kind in this field, was produced in three languages, and more than 2500 copies were distributed to targeted groups of professionals dealing with women victims of domestic violence. As with the subsequent ‘Sophia’ project, professional communications support was used to generate high-quality information material with strong visual impact, that influenced public opinion on the subject in Portugal.

Condition of transfer/replication: The IEC materials could be transferred geographically with some modifications for locality. The involvement of communications professionals in the design and placement of the materials was critical, in particular in ensuring the message was clear and original and had a powerful impact.

Project 2000-287: ‘ATAV - Action Teenagers Against Violence’, co-ordinated by WOW (Women On Work) (IT).

Justification for selection: this project illustrates how a media project can produce more than the media output itself

Description of good practice: Partners with significant expertise in media helped partners with no such experience to begin gaining expertise. A taboo subject, sexual abuse, was opened up inside schools. The project was strongly transnational, including work on capacity building for an Eastern European country with little experience of dealing with issues of violence. A group of nine teenagers participated in the making of the video, which meant getting the beneficiaries’ own input on possible ways to deal with taboo issues in public.

Condition of transfer/replication: This project could be transferred into other national and school contexts as the principles of the project seem conducive to replication in any kind of school system. Finding media partners willing to engage inside schools and on a sensitive subject would be the challenge. These might not have to be different in every country, but could act in several countries, according to language and cultural possibilities.

Capacity-building approach

Project 1997-249: WAVE project, co-ordinated by Verein Autonome Österreichische Frauenhauser (AT)

Justification for selection: Quality of the management of the project and the approach used, consistent care in using the resources for the specific purpose and relying on transnational partners with the most expertise in the field.

Description of good practice: This was the first of a series of projects. Starting from virtually nothing, the co-ordinator set out to form a European network on a particular kind of domestic violence and has consistently maintained this approach, developing and refining it since the start of the first project. The database available on line is far more extensive and authentic than most databases developed by other projects and has been continually improved and expanded. It can be used both by individual victims of violence and by social workers. WAVE sought out the most experienced partners and focused its expenditure on high-quality database and Internet products.

Condition of transfer/replication: It should not be necessary to replicate this project precisely because it has managed to form a network across all European countries over the years of its funding. However, the principles it applies, the database and Internet work, should definitely be used as a model for other networking projects on other subjects. Daphne projects often use hit-and-miss methods to form and advertise their networks and they do not usually attempt to develop and update a complete database over time. Partnership with serious technicians would therefore be important.

Project 2000/247: ‘Protecting girls and young women with Muslim backgrounds from family violence project’, co-ordinated by Türkisch-Deutscher Frauenverein (D)

Justification for selection: good model of European networking/co-operation with high professional input, use of media and involvement of beneficiaries.

Description of good practice: The project built on a previous Daphne project and filled a gap in services available for young girls and women with Muslim backgrounds. It focused on the creation of a network of professionals from European countries to act as a lobby for women and girls who face forced marriage and/or domestic violence. The project succeeded in producing a tremendous number of products in a short period of time and established an international multi-professional network of organisations and professionals. The media were fully associated with the information campaign and gave it a lot of exposure. The involvement and level of achievement of the groups of beneficiaries proved to be high. They had a strong and positive

influence on the content and adaptations of the products and events. The continuous interest of the media helped in bringing the authorities, the institutions and the public together.

Condition of transfer/replication: the multi-professional approach and the quality of the European networking provided a good platform for the expansion of the project's pattern elsewhere in Europe. The degree of transferability is quite high, provided that cultural and linguistic differences are dealt with carefully and with the support of the partners.

Project 2001/042: Development of a Cognitive Behavioural Therapy (CBT) module for people with a sexual interest in children who also exhibit problematic Internet use, co-ordinated by COPINE, Department of Applied Psychology, University College Cork (IRL)

Justification for selection: carefully constructed approach with many direct involvements, professionalism of co-ordinator. The project was restricted to the UK and Ireland and needs more international networking to benefit others.

Description of good practice: The project's goals were to increase awareness amongst practitioners of the ways in which the Internet was being used in the abuse of children. From the beginning of the project it was apparent that there were no materials available to practitioners working with Internet offenders. It then sought to develop assessment and intervention materials, which would focus on offence-specific areas. The good practice comes from the fact that the project fills a gap in the field. It is also based on an approach involving a lot of institutions with a direct interest in the results. A Working Party was developed, which included representatives from all partners as well as other independent experts regarded as likely to make a valuable contribution to the development and implementation of the project (including a representative of the Home Office in UK). Meetings have been held with the heads of the Prison and Probation services in Ireland, and Ethics Committee approval has been received to pilot the materials. After developing the first set of pilot materials, the co-ordinator was approached by agencies in the UK and Ireland to continue the development of such materials. In addition, the assessment materials have been adopted by the Home Office in UK and distributed to all probation officers working with sex offenders in order to avoid the work being lost at the end of the project.

Condition of transfer/replication: The European range of the project is rather limited (UK and Ireland) but the quality of the products may open doors to other countries. Transfer requires more active networking and the soliciting of institutions as new partners to use and continuously improve the materials produced. The high level of professionalism of the co-ordinator gives grounds for some optimism about such developments, should the necessary support be made available.

Ability to adapt to an evolving context

Project 1998/124: ‘Creation of a centre for the support of abused children, young persons and women’, co-ordinated by the Research and Support Centre for Victims of Maltreatment and Social Exclusion (GR)

Justification for selection: ability of a smaller NGO in economically less fortunate circumstances to develop a project using the power of a partnership

Description of good practice: This project aimed to create a specialist centre for supporting victims of torture (women and children) and to carry out a study. Due to the Kosovo crisis, the objective of the study was extended to all victims of violence (prostitution, exploitation of children, etc). The co-ordinator, a very small NGO with limited resources, proved to be effective in using the power of partnership to achieve its new objectives and integrate additional European partners. The co-ordinator has been able to tackle the local dimension of the problem, while giving broader national and even international coverage, thanks to the sharing of experience and timely dissemination strategy.

Condition of transfer/replication: as such, this project can already be considered as an example of transfer, as the initial objectives have been extended to other victims of violence, the partnership has included additional partners from other parts of Europe and the dissemination activities have been enlarged. It is this ability to adapt successfully that should be learned by other projects.

Projects results with high potential for transferability

Project 1997/177: ‘European code of good practice to prevent violence and abuse towards particularly vulnerable groups’, co-ordinated by Autism Europe (B)

Justification for selection: the European wide code of conduct produced during the project is ready for transfer; the project used a well-established network

Description of good practice: In response to the Written Declaration on the Rights of People with Autism, adopted by the European Parliament in May 1996, the project produced an excellent end product, namely the Code of Practice. The aim of the Code is to share information on preventing violence and abuse against children, young people and women in institutions and to promote good practice among those responsible for managing and administering any institutions hosting vulnerable groups. The existence of a network of associations involved in helping autistic people across Europe was definitely an advantage as there was a common understanding of the needs and expectations of the project. Indeed, the members of the network supplied many contributions to the six experts in charge of drafting the Code. The Code was published in French and English and has been widely distributed through the existing Europe Autism network even after the end of the project. In addition, Members of the European Parliament, key Commission officials and national ministries have been sent copies, to better inform the decisions of policy-makers.

The Code of good practice appears to represent a significant contribution to understanding autism and making the scale and horrendous nature of the abuse of these very vulnerable people apparent. It also provides information about the risk factors within families and institutional settings. The inclusion of comments and views of representatives from 14 countries ensures that the Code has relevance across Europe and could form the basis of an EU wide system for quality assurance.

Condition of transfer/replication: This is a relatively straight-forward project rooted in a strong, established European network, with people and associations accustomed to co-operating on the same objectives. The Code of Conduct can be distributed and used in all EU countries (Member States and candidate countries), provided it is properly adapted and translated in a professional way that takes account of the sensitive nature of the issue.

Project 1998-197: ‘Criminalisation and imprisonment of gypsy women in Spain’, co-ordinated by Asociacion La Kalle (ES)

Justification for selection: close collaboration with end beneficiaries and target groups, high potential for transferability of the results, unfashionable topic on which more work should be done. The situation for indigenous Roma in Europe is disgraceful and this project documented one aspect of this: the over-representation of Roma women in prison.

Description of good practice: Before the project, the question of discrimination against minority women and in particular within the Criminal Justice System was not recognised. The project has led to recognition that the over-representation of Roma women in Spanish prisons is a symptom of grave social and political failure and a case of institutionalised violence. The project worked closely with Roma groups as well as judges and others more ‘highly’ placed, meaning both targets and beneficiaries were involved. It talked to 290 women in 12 jails and carried out in-depth interviews with prisoners, warders, police, lawyers, judges and Roma leaders. It also contacted Roma associations and experts nationally and internationally. The study concluded that the rate of imprisonment reflected discrimination against Roma women in Spanish society and produced extensive recommendations for countering this bias. It has become a point of reference in Spain: judges, educators, gypsy associations, journalists and investigators all cite La Kalle and ask for their support on these issues.

Condition of transfer/replication: The over-representation of minority ethnic groups among prison populations is a problem throughout Europe. The study should be transferable all over Europe and would be of immense benefit given the general disempowerment of the Roma people. Involvement of the Roma themselves should be possible everywhere since they technically have citizens’ rights. Adaptations to concepts would be necessary because of differing judicial systems, but it would be extremely important to find out which of these deals less unfairly with this group.

Projects 1999/082 & 2000/017: ‘Pour une meilleure protection et assistance des victimes de la traite des êtres humains’, co-ordinated by the Comité Contre l’Esclavage Moderne (F)

Justification for selection: impact on legislation, good level of co-ordination, high potential for transfer.

Description of good practice: Very ambitious project that developed legislative actions through the creation of European Committees against modern forms of slavery to widen the scope of Community Action 1997/154 and to carry out lobbying activities to sensitise public authorities. In addition to their strong European character, the projects were carefully built up over the years, with the logical development of various preparatory steps (study, lobbying, creation of tools, political outreach, etc.) leading to actual implementations. The participation of beneficiaries at specific stages also added to the credibility of the process and showed how real the need for better protection was.

Condition of transfer/replication:

This project has achieved a lot in terms of professional networking, planning, production of tools, training, etc. It has already proved its transferability to half a dozen European countries and could easily be replicated or transferred to other European countries, whether EU Member States or candidate countries.

Annex 5 : List of websites with a link to a Daphne project

Association Parole d'Enfants	Belgique-België	kaleidos@tiscalinet.be	http://www.parole.be
African Women's Organisation in Vienna	Österreich	afrikanisc.frauenorganisatio n@chello.at	http://www.african-women.org
Amnesty for Women Städtegruppe Hamburg e.V.	Deutschland	Amnesty4Women@t- online.de	http://www.amnestyforwomen.de
Associazione Volontarie del Telefono Rosa	Italia	Telefonorosa@iol.it	http://www.telefonorosa.org
Associazione Gruppo contro la Violenza alle donne	Italia	centro.antiviolenza.donne@ sincretech.it	http://www.wave-network.org
Azione Gay & Lesbica Arci N.A. Finisterrae Cabiria	Italia	Gaylesbica.Fi@agora.stm.it	http://www.azionegaylesbica.it
	France	cabiria.international@wana doo.fr	http://www.cabiria.asso.fr
Centro Nazionale per il Volontariato Childline	Italia	cnv@centrovolontariato.it	http://cnv.cpr.it/pr_matilde/0_matilde.htm
	United Kingdom	childline- guest@btinternet.com	http://www.childline.org.uk
Childnet International	United Kingdom	will@childnet-int.org	http://www.childnet-int.org
			http://www.inhope.org
Comité Contre l'Esclavage Moderne	France	ccem@imaginet.fr	http://www.ccem-antislavery.org
European Center for Missing and Sexually Exploited Children	Belgique-België	tessa.schmidburg@childfoc us.org	http://www.childfocus.org
European Women's Lobby (EWL-LEF)	Belgique-België	centre- violence@womenlobby.org	http://www.womenlobby.org
Stiffelsen Kvinnoforum (Foundation Of Women Forum)	Sverige	nina.strandberg@kvinnofor um.se	http://www.qweb.kvinnoforum.se/trafficki
International Centre for Reproductive Health – Gent University	Belgique-België	marleen.temmerman@rug.a c.be	http://www.icrh.org
IRENE (Iniziativa-Ricerca-Esperienze Per Una Nuova Europa)	Italia	irene@irene.mil.it	http://www.euproject.it/daphne
Irish Society for the Prevention of Cruelty to Children	Ireland	ISPCC@ISPCC.IE	http://www.ispcc.ie
K.I.D.S. Forum Für Kinderschutz	Österreich	kids.ausseninstitut@univie. ac.at	http://www.kids-forum.org
Leeds Animation Workshop	United Kingdom	law@leedsanimation.demon. co.uk	http://www.leedsanimation.demon.co.uk
LIBS e.V.	Deutschland	daphne@lesben-gegen- gewalt.de	http://www.lesbians-against-violence.com
Medisch Pedagogisch Instituut Sint-Franciscus vzw	Belgique-België	Stfranciscus@INNET.BE	http://www.taugroep.be
National Children's Bureau	United Kingdom	nmadge@ncb.org.uk	http://www.ncb.org.uk
National Society for the Prevention of Cruelty to Children	United Kingdom	ikatz@nspcc.org.uk	http://www.nspcc.org.uk
Secretaria de la Dona de CC. OO. de Catalunya	España	dona@conc.es	http://www.dona.conc.es
OMEGA Health Care Center	Österreich	office@omega-graz.at	http://www.omega-graz.at/home.html
Solidar	Belgique-België	solidar@skynet.be	http://www.solidar.org
SOS – Il Telefono Azzuro	Italia	telaz@bo.nettuno.it	http://www.azzurro.it
Transcrime – University of Trento	Italia	transcri@gelso.unitn.it	http://www.transcrime.unitn.it
University College Cork	Ireland	Stay8051@UCC.IE	http://copine.ucc.ie
WAVE (Women Against Violence Europe) - AÖF (Autonomen Frauenhauser Osterreich)	Austria	office@wave-network.org	http://www.wave-network.org/Main_frame.html
Women's Safe Transport (WST)	United Kingdom	wst@dircon.co.uk	http://www.wst.dircon.co.uk
WOW-Women On Work	Italia	nico@wowonlus.it	http://www.radiosa.com/Pages/vi_atav.htm