Ex-post evaluation of five programmes implemented under the 2007-2013 financial perspective

Final Report to DG Justice - Specific programme evaluation: Daphne Programme

28 July 2015

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Ex-post evaluation of five programmes implemented under the 2007-2013 financial perspective – Final Report

DG Justice

A report submitted by ICF Consulting Services
in association with

Milieu Ltd

Date: 28 July 2015

Document Control

Document Title	Ex-post evaluation of five programmes implemented under the 2007-2013 financial perspective – Draft Final Report: Daphne Programme
Date	28 July 2015

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Executive summary

This final evaluation of the **specific programme Daphne III** implemented between 2007 and 2013 was commissioned by DG Justice to ICF International and Milieu Ltd. under the Framework Contract for Evaluation and Evaluation-related Services (JUST/2011/EVAL/01).

Objectives and methodology of the evaluation

The evaluation aimed to assess the relevance coherence and complementarity, effectiveness, sustainability, efficiency and scope for simplification and EU added value of the Daphne III Programme. These main evaluation criteria are defined in the following way:

- **Relevance** – the extent to which the actions implemented under Daphne III logically address its objectives, the wider policy needs of the EU and the needs of the target audiences;
- **Coherence and complementarity** – the extent to which Daphne III is internally coherent and whether there is complementarity and overlap between Daphne III and other EU instruments at programme level, at the level of calls for proposals and at project level;
- **Effectiveness** – the extent to which the programme has been successful in achieving its objectives;
- **Sustainability** – whether the results, outcomes and impacts achieved by the projects are sustainable beyond the project funding period. To the extent possible, the evaluation distinguishes between short-term sustainability (dissemination of project results), medium term sustainability (continuation of project results and/ or partnerships), and longer term sustainability (successful transfer of project results to other contexts, organisations and Member States without additional funding or with limited funding only);
- **Efficiency and scope for simplification –** the extent to which the programme has been implemented in a cost-effective way and linked to this, the extent to which the implementation process or reporting requirements are overly complex;
- **EU added value** – the different *ways* in which Daphne III provides EU added value both to the EU and to grant beneficiaries and the pertinence of this EU added value, in particular the extent to which Member States could have achieved the same results without EU intervention.

The findings of the evaluation are based on data collected from multiple sources, including: an extensive review and quantitative analysis of the available documentation of 302 action (AGs) and operating grants (OGs) funded by the programme; an online survey (145 respondents) and follow-up interviews (30 interviews) with grant beneficiaries; an interview with a Commission official who was involved in the programme; as well as a review of programme documentation and other relevant EU policy documents.

Overview of Daphne III

Daphne III was established by Council Decision No. 779/2007/EC[1] and is a continuation of three previous Commission instruments with the same objectives: the Daphne Initiative (1997-1999); the Daphne Programme (2000-2003); and the Daphne II Programme (2004-2008). Daphne is part of DG Justice's General Programme on Fundamental Rights and Justice 2007-2013 and during this implementation period its total budget was €2123.88 million.

Objectives of the programme

The Daphne III programme was designed to address grass-roots concerns. At its inception in 2007 there was no (or little) established EU policy or legislation on violence against women and children in the Justice area, so the programme did not have as its aim to support the implementation or development of specific EU policies, rather its general objectives (as set out in Article 2 of Decision No 779/2007/EC were twofold: (1) to contribute to the protection of children, young people and women against all forms of violence and to attain a high level of health protection, well-being and social

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[1] Decision No 779/2007/EC of the European Parliament and of the Council of 25 September 2007 establishing for the period 2007-2013 a specific programme to prevent and combat violence against children, young people and women and to protect victims and groups at risk (Daphne III programme) as part of the General Programme 'Fundamental Rights and Justice'

cohesion (for them); and to (2) contribute to the development of Community policies (in public health, human rights and gender equality) and actions aimed at protection of children's rights and the fight against trafficking in human beings and sexual exploitation.

Article 3 states that the specific programme objective is to contribute to the achievement of the general objectives by supporting preventive measures and providing support and protection for victims and groups at risk. Article 3 also lists transnational actions / other types of actions through which the specific objective may be achieved, namely: assisting and encouraging NGOs and other organisations active in this field; developing / implementing targeted awareness-raising; disseminating the results of Daphne I & II; identifying and enhancing actions contributing to positive treatment of people at risk of violence; setting up / supporting multi-disciplinary networks; expanding the evidence-base and exchanging, identifying and disseminating information and good practice; designing, testing, supplementing and adapting awareness-raising and educational materials; studying phenomena linked to violence and its impact on victims and on society; and developing and implementing support programmes for victims and people at risk and intervention programmes for perpetrators.

Target beneficiaries of the programme

The programme aimed to benefit children, young people and women who are, or risk becoming, victims of violence and targeted inter alia, families, teachers and educational staff, social workers, police and border guards, local, national and military authorities, medical and paramedical staff, judicial staff, NGOs, trade unions and religious communities in expectation that these actors would go on to prevent violence and protect those in need.

Funding mechanisms of the programme

As with other programmes of DG Justice's General Programme on Fundamental Rights and Justice 2007-2013, Daphne III funds actions through three different mechanisms: action grants (AGs) co-financing specific projects implemented by Member State' organisations/ institutions, operating grants (OGs) co-financing the annual work programmes of European-level NGOs, and public procurement (tendered contracts) by the European Commission.

During the implementation period 2007-2013 period most of the programme funding committed went to AGs (€96.6 million), with the remainder committed to OGs (€8.9 million) and public procurement contracts (€1.6 million).

Lead organisations and main activities in the programme

Daphne III-funded actions were mainly led by national NGOs (including national platforms and networks) (47%) followed by universities (18%) and European networks, platforms and forums (13%).

In line with the focus of the programme on prevention, AGs most often implemented 'awareness-raising, information and dissemination' activities (27% of all projects), followed by 'analytical activities' (23%) and 'mutual learning, exchanges of good practices and cooperation' (20%). The latter two types of activities corresponded to the programme's expected outcomes 'expansion of evidence-based information and good practice' and 'better understanding of the root causes of violence'.

OGs mostly concerned activities aimed at building the capacity and visibility of the organisations' activities. In view of this, the most commonly implemented activities were awareness-raising, information and dissemination (23%), followed by and mutual learning, exchange of good practices, cooperation and (14%), followed by mutual learning, exchanges of good practices and cooperation and support to key actors and analytical activities which were implemented by 14% of all OGs.

Almost 70% of the budget committed to went on studies or research (e.g. the 2009 Eurobarometer survey on European citizens' perception of violence against women, young people and children), including the mid-term and final evaluations of the programme. A further 27% was spent on awareness-raising activities, including events, and almost 4% on the maintenance of the Daphne III website.

Main findings and conclusions of the evaluation

Relevance

Overall the Daphne III programme appears to have addressed grass-roots needs identified by the NGOs, practitioners and other actors working in the areas of violence prevention and victim protection who implemented the Daphne-funded actions. A review of the intervention logic of the actions funded suggests that these were designed to be responsive to identified needs of the beneficiaries and most were developed on the basis of needs assessments which were overall considered thorough and robust by the evaluators. Reporting by grant beneficiaries suggests that end beneficiaries responded positively to the funded actions indicating that they considered them relevant.

The evaluation has also found that some national and European policymakers found the programme relevant to the extent that they used the results of some actions to inform and support their policy development and - to a lesser extent - legislative development.[2] However, overall, the objectives of the programme – especially in the first half of the programme - were not clearly linked to specific EU policy objectives.

In relation to the above, there was an overall lack of targeting of objectives and focus of activity within the programme. The objectives of the programme were non-specific and not measurable, as were the annual priorities that were set. In the first half of the programme, there was minimal investment in priority-setting as a strategy for influencing programme outcomes, although this changed in the later stages of the programme. Indeed, in consultations conducted for this study, the Commission corroborated that the strategic programming (of the annual priorities) in the first half of the programme was not determined by long-term policy analysis, but rather based on a review of topics already covered by funded projects. The lack of targeting at programme level may have made it more challenging to achieve targeted and therefore *relevant* results for this EU policy area. It is therefore positive that from 2011 onwards, the Commission consulted internally more widely on policy priorities and placed more emphasis on relevance as a selection to better shape the results of the programme and increase its impact.

Coherence and complementarity

The Daphne III programme overall complemented other EU programmes in the areas of Justice and Home Affairs, although, due to the fact that the objectives of Daphne III, as defined by the legislator, were rather broad and general, there was a risk that the programme could overlap with the activities of ISEC, JPEN, FRC and Safer Internet+. Indeed at project level, a few projects were funded which could have also been funded under the other programmes.

The main channels for coordination were inter-service consultations at the time of writing the Annual Work Programme, inter-service groups with other DGs and ad-hoc meetings between policy and programming desks in DG Justice. The risks (and a few instances) of overlap could have been avoided through greater consultation and coordination with DGs and units responsible for similar programmes. A positive example of such coordination is the agreement between DG Justice and DG Home for the former to reduce the number of Daphne III projects focussing on these from 2010, as DG Home began to take responsibility for policy developments in these areas.

At project level, there was some risk of overlap between Daphne-funded projects that addressed the same priority areas, involved the same kind of actors or the same kind of activities, as DG Justice tended to select projects which covered quite a broad range of activities. Where there were similarities between projects (e.g. anti-bullying education projects), these tended to be implemented in different Member States hence there would be no direct overlap in beneficiaries. However, those who implemented the projects could have been encouraged to do more to ensure that they took on board learning from previous projects in order to improve the potential for creating a 'critical mass' of impacts.

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[2] Daphne III was not specifically designed to support legislative development. However, one of its general objectives was to support policy development.

Effectiveness

The large majority of actions implemented through Daphne III contributed to the programme's general objectives. Most projects were successful in achieving their own objectives and there is good evidence of positive outcomes and impacts, including the achievement of unplanned outcomes.

Most actions implemented contributed to an increased protection of victims of violence or groups at risk either directly or indirectly. The greatest contributions to protection from violence have resulted from Daphne III's support to EU networks, research and innovation and direct support to victims / at-risk groups. Research, studies and other analytical activities funded by Daphne have contributed to policymaking and to improvements to practice. They have also generated a better understanding of the phenomenon of violence. Networks integrate the perspectives of different relevant actors and have - by nature - a wider geographic impact, which can give them greater visibility and leverage with policymakers. Daphne funded networks have acted as an easily searchable and identifiable focal point for new audiences, and have aggregated the work of their different members into one central location (i.e. a website), again widening the dissemination channel. Direct support services, i.e. helplines and counselling services, but also the training / educating of victims / at-risk groups in order to help them better protect themselves, have directly increased protection of these groups. By contrast, the development of educational material and the training of practitioners appear to have had a smaller, more localised impact, which has affected the extent of their contribution to this objective.

One of the main achievements of the programme in relation to the protection of children from violence has been the maintenance and expansion into new Member States of the 116,000 Missing Children's helpline. Other significant achievements in this area comprise the establishment/maintenance of EU networks focussing on issues common to all EU Member States (i.e. bullying and Unaccompanied Minors (UAMs)), support to the development of EU and international policy around children's rights, the production of transferable and shared tools to prevent violence against children and the strengthening of understanding around specific forms of violence against children (cyberbullying, corporal punishment and violence in residential homes).

Daphne III actions aimed at protecting young people have largely comprised studies and research, the development of educational tools / material, interactive programmes to raise awareness amongst young people of different forms of violence. Overall, it is challenging to assess the extent to which projects contributed to the protection of young people from violence: project documentation and interviews with project partners suggest that the studies generated interesting and useful findings, but that these were not transferred or integrated into EU policy. Possibly the topic does not easily fit into an existing policy agenda, contrary to the prevention of violence against women and children which fit well with respectively the gender equality and children's rights agendas.

At least 109 Daphne projects / work programmes funded through Daphne III grants contributed to preventing violence against women. A major achievement of this work has been the assistance provided to over 90,000 women and over 63,000 children living in shelters ran by the Daphne OG beneficiary the WAVE network (OG recipient 2007-2013). Another of the most notable achievements of Daphne for women has been the continued development of an EU agenda on harmful traditional practices, particularly female genital mutilation (FGM). As a result of the attention given to FGM by Daphne III and previous Daphne programmes, the elimination of FGM is now on the EU and other national political agenda, as demonstrated by the 2013 EU Communication on the issue and the current international campaign to end FGM in Europe. Many of the 'ground-breaking' achievements in this area already occurred under previous Daphne programmes, but Daphne III has enabled organisations to maintain momentum and has provided necessary continued support to the endeavour.

Several projects had a notable impact on policymaking. The activities implemented by AG and OG recipients have contributed to the European Parliament's Resolution on Violence against Women, which called for an EU Regulation to fight violence against women, to the impact assessment studies facilitating the development of Directive 2012/29/EU on minimum standards on the rights, support and protection of victims of crime, and to bringing the issue of abuse of the elderly to the table in the EU and in Member States. Project partners also reported that policy makers were largely responsive to the projects/activities implemented: 110 out of 121 online survey respondents reported that policymakers participated in project related events, such as seminars, conferences, workshops etc.

Sustainability

In spite of the evident effectiveness and impact of Daphne-funded actions, there is no strong evidence to demonstrate the sustainability of the projects. Reporting by grant beneficiaries is contradictory. On the one hand grant beneficiaries report that the activities implemented and/or the partnerships formed for the Daphne III project would continue beyond the close of the project. Of the 216 projects mapped for which final reports were available, almost half (105) reported that the activities would continue in part or full and 29 reports noted that the partnership would continue. In the final reports, grant beneficiaries described how activities were planned with partners or that the outputs of the implemented actions had been incorporated into training / educational curricula and others stated that outputs (e.g. websites, reports, leaflets, etc.) produced via programme funding would continue to be disseminated / available after the project close. On the other hand, the majority of those consulted also stated that further funding was needed to guarantee sustainability of the results of the project/activities (in total 79% of the online survey participants (113 out of 143) indicated that further funding was needed to guarantee sustainability of the results of the project/activities).

At project level, grant beneficiaries appear to have had in place dissemination plans and the fact that many grant beneficiaries have been successful in reaching policymakers, practitioners and/or in transferring their outputs and methods to other Member States suggests that grant beneficiaries were reasonably effective at disseminating the results of their actions.

At programme level, the Commission could have done more to disseminate the results of Daphne III and therefore to increase take-up and use of the results. In spite of having an established tool for dissemination (the Daphne toolkit) the Commission did very little to disseminate the results. The Commission sought to use procurement to fund dissemination activities by funding the printing of booklets on Daphne good practices and updating the Daphne toolkit, but these again involved only the outputs and outcomes of Daphne I and II. Indeed, three contracts had been awarded for the updating of the Daphne toolkit (in 2007, 2009 and 2010), but the website remained out of date. This represents a missed opportunity for the Commission because it would also have enabled them to better monitor as well as disseminate the results of the programme.

Efficiency and scope for simplification

The financial resources available through Daphne III were overall used in an efficient way, with grants overall producing outputs which were in line with the inputs and representing good value for money because of the good inter-linkages between the different activities (e.g. analytical activities were used to produce reports which then fed into the production of training or awareness-raising materials).

The allocation of funds among the different funding tools was overall logical and well-structured, although there was some room for overlap between grants and procurement. Allocations to AGs were efficient, while commitments to OGs were less than anticipated. However, the grants showed high absorption rates which, in combination with the outputs and results achieved under the programme, would indicate a good level of efficiency. Procurement contracts were allocated less efficiently than grants, as only less than one fifth of the initial allocation was spent, with many planned activities not being implemented. However, since funds were transferred from the procurement budget to grants, the money was still spent on the programme.

The amounts available per grant are overall sufficient for achieving their individual objectives and for making a difference, both according to stakeholder views and when considering the outputs, outcomes and impacts achieved. However, the amount of funding made available for the implementation of the entire programme appears to have not been sufficient considering the high level of ambition of some of the objectives, the very high demand for funding and the overall high absorption rate of grants. The themes addressed by Daphne III are highly popular, in particular amongst stakeholders more prone to be dependent on external funding (e.g. NGOs and universities).

Although the expected impacts of Daphne III were perhaps too ambitious, similar to the objectives, the programme achieved positive outcomes and impacts, in particular through networking, direct support and advice services, research studies and capacity building, which suggests that the amount of money spent was reasonable in comparison to the achievements. For many projects, it is also still too early to identify longer-term effects. The high demand for Daphne III grants allowed the Commission to further

chose those projects which showed most potential and appeared to represent the best value for money.

When looking at the scope for simplification, it was concluded that, even though the application and reporting requirements became more detailed throughout the funding period, this has benefitted the efficiency and the quality of the programme. However, in particular for grass-root and small organisations, but also other types of organisations with limited experience with fund applications and management, this requirements were felt as burdensome (especially with regard to financial reporting).

EU added value

The evaluation found that, similarly to the midterm evaluation of Daphne III, the EU nature of the programme brought added value to most of the grant beneficiaries. The majority of grant beneficiaries surveyed stated that the project/activities would have not been implemented without EU funding and that the transnational partnerships enabled them to learn from other countries. The EU 'brand' also helped some to gain more momentum for their projects and greater leverage with policymakers and other key stakeholders. Further, the fact that the programme offered funding to human rights / social science focussed projects at a time when little funding was available, particularly at EU level, also brought notable value to beneficiaries. That these findings show that the same outcomes could not have been achieved without EU funding demonstrates that the 'EU added value' of the programme for grant beneficiaries was significant.

For the EU, the programme has been of mixed value. As described in section 2, the European Commission has made limited use of the programme results to support policy development, although the project/activities implemented contributed to other general (EU) objectives, such as the dissemination of common practice in the Union that have led to new legislation and improved protection of vulnerable groups, mutual knowledge of national school systems and the development of new tools and skills of practitioners working with vulnerable target groups (e.g. children, elderly, mental illness etc.). The coverage of the programme could have been broader: lead organisations were clustered within three Member States: Italy, Belgium and the United Kingdom. In total 43 % (131) of all projects were led by these three Member States (although projects registered in Belgium include EU networks/platform, which are not strictly led by national entities).

1 Introduction

The present report constitutes the specific programme evaluation of Daphne III which was implemented between 2007 and 2013. The report is organised by the main evaluation criteria (and corresponding questions). These include relevance, coherence and complementarity, effectiveness, impact and sustainability, efficiency and European added value.

1.1 Methodology and sources of information

This final evaluation of the Daphne III programme has been developed on the basis of the following information:

- An extensive review of the available documentation of all 302 action/operating grants funded by the programme 2007-2013;
- A review of programme documentation, such as the founding decision, annual work programmes and calls for proposals for both grants and public procurement contracts;
- A review of other information available online – e.g. EU policy documents, websites / founding decisions of related EU programmes, etc.;
- A quantitative analysis of the 302 projects;
- An analysis of 145 responses to the online survey from Daphne III grant beneficiaries;
- The write-ups of 30 follow-up interviews with coordinators of projects / organisations receiving Daphne III grants 2007-2013 who also responded to the online survey; and
- Interviews with six Commission officials.

1.2 Introduction to the Daphne programme

1.2.1 Overview and intervention logic

The Daphne III programme (DAP) was established in 2007 by Decision No 779/2007/EC. It is a continuation of three previous Commission instruments with the same objectives: the Daphne Initiative (1997-1999); the Daphne Programme (2000-2003); and the Daphne II Programme (2004-2008).

Article 2 of Decision No 779/2007/EC outlines the general objectives of the programme. These are:

- To contribute to the protection of children, young people and women against all forms of violence and to attain a high level of health protection, well-being and social cohesion (for them).
- To contribute to the development of Community policies (in public health, human rights and gender equality) and to actions aimed at protection of children's rights and the fight against trafficking in human beings and sexual exploitation.

Article 3 states that the specific programme objective is to contribute to the achievement of the general objectives by supporting preventive measures and providing support and protection for victims and groups at risk. Article 3 also lists transnational actions / other types of actions through which the specific objective may be achieved, namely:

- assisting and encouraging NGOs and other organisations active in this field;
- developing / implementing targeted awareness-raising;
- disseminating the results of Daphne I & II including their adaptation, transfer and use by other beneficiaries or in other geographical areas;
- identifying and enhancing actions contributing to positive treatment of people at risk of violence;
- setting up / supporting multi-disciplinary networks between NGOs and other organisations active in this field;
- expanding the evidence-based information and the knowledge base and exchanging, identifying and disseminating information and good practice, including through research, training, study visits and staff exchange ;
- designing, testing, supplementing and adapting awareness-raising and educational materials;
- studying phenomena linked to violence and its impact on victims and on society; and

- developing and implementing support programmes for victims and people at risk and intervention programmes for perpetrators.

DAP, as other programmes forming part of DG Justice's General Programme on Fundamental Rights and Justice 2007-2013, funds actions through three different mechanisms:

- **Action grants** (AG): co-funding (up to 80% of the total costs) for specific projects designed and implemented by not-for-profit organisations and/or public institutions, which may run for maximum two years.
- **Operating grants** (OG): financial support (up to 80%) for the running costs of an organisation's annual budget.
- **Tendered contracts / Public procurement**: Funds are also available for undertaking specific actions initiated by the Commission (Commission's initiatives), such as feasibility studies, topic specific research, organising conferences or building IT systems.

As part of its grant system, the Commission also formulated calls for proposals targeting specific issues of Commission interest[3].

The total planned budget for Daphne III for its implementation period January 2007 – December 2013 amounted to 123.88 million euro.

0 illustrates the intervention logic underpinning Daphne III.

Figure 1.1   Intervention logic of the Daphne II programme

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[3] For example, in 2012 and 2013, the Commission launched specific calls for proposals aimed at supporting and furthering the implementation of 116 000 hotlines for reporting missing children and providing social support services for children and families when a child goes missing.

1.2.2 Key characteristics (key elements of the quantitative analysis of the programme)

Table 1.1 outlines the number of different actions funded each year of the evaluated period[4].

Table 1.1   Number of actions funded per year

	2007	2008	2009	2010	2011	2012	2013	TOTAL
Action grants (AG)	41	42	83		60		NS*	226
Operating grants (OG)	9	12	7	5	-	6	5	44
Specific action grants (AG)	-	-	-	-	-	2	21	23
Specific operating grants (OG)	-	-	-	-	-	14	-	14

Note: *NS* Not in the scope of the evaluation. The table differs from the number of projects analysed for the purpose of this evaluation since documentation was not available for all projects.*

Daphne III projects were in their majority led by national NGOs (including national platforms and networks) (47%) followed by universities (18%) and European networks, platforms and forums (13%)[5].This is consistent with the specific objectives of the programme in which it is stated that these objectives shall be achieved by assisting NGOs and other organisations active in this field.

AGs were awarded to organisations working in partnership together. Involvement of partner organisations follows a similar structure to observed lead organisations. The composition of the partnerships shows that the most common partners are national NGOs, including national platform and networks representing 56% of all partners and universities representing 15% of all partners. However, different to the distribution of the lead organisations, public services have higher representation among partner organisations (4% of all partners were public services) if compared to lead organisations (0.33% of all lead organisations were public services)[6]. Again, this follows the requirements of the Programme's specific objectives in that the Programme should set up and support multidisciplinary networks as well as strengthen cooperation between NGOs and other organisations active in this field.

In line with the focus of the programme on prevention, AGs most often implemented 'awareness-raising, information and dissemination' activities (27%), such as visits to schools, conferences, the production and dissemination of leaflets, etc.[7]. The second and third types of activity most frequently conducted by beneficiaries of DAP AGs were 'analytical activities' (23%) and 'mutual learning, exchanges of good practices and cooperation' (20%) - both corresponding to the programme's expected outcomes 'expansion of evidence-based information and good practice' and 'better understanding of the root causes of violence'. The most common activities of OGs were 'awareness-raising, information and dissemination' (23%)[8]. The second and third most frequent activities addressed by OGs were mutual learning, exchanges of good practices and cooperation and support to key actors and analytical activities both representing 14%. In this context, activities focusing on support to key actors, mostly concerned activities developed under OGs, aiming at building the capacity and visibility of the organisations' activities.

In terms of public procurement, almost 70% of the committed budget went on studies or research (e.g. the 2009 Eurobarometer survey on European citizens' perception of violence against women, young people and children), including the mid-term and final evaluations of the programme. A further 27% was spent on awareness-raising activities, including events, and almost 4% on the maintenance of the Daphne III website.

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[4] Calls for proposals for action grants were split across years in 2009 to 2010 and 2011 to 2012.
[5] As shown in Figure 3.9 in Annex 3.
[6] An overview of the distribution of Daphne III partner organisations (only for AG) is provided in Figure 3.11 and 3.12 in Annex 3.
[7] See figure 2.9 in Annex 3.
[8] See figure 2.10 in Annex 3.

2 Relevance of the programme

The relevance of an intervention is assessed in terms of the extent to which its actions logically address its objectives, the wider policy needs of the EU and the needs of the target audiences.

The findings of the evaluation demonstrate that the actions of the Daphne III programme, as well as the programme priorities, were relevant to the programme and its objectives. However, the analysis also shows that alignment of the priority areas to the programme objectives proved a weak indicator of "relevance" (both of the priority areas, as of the projects funded under these), because both the objectives of the programme and the priorities set were broad in nature and not clearly linked to specific EU policy objectives. This lack of targeting at programme level may have made it more challenging to achieve targeted and therefore *relevant* results for this EU policy area. Indeed, in consultations conducted for this study, the Commission corroborated that the strategic programming (of the annual priorities) in the first half of the programme was not determined by long-term policy analysis, but rather based on an analysis of topics already covered by funded projects.

In spite of this, this evaluation has found that the programme funded many actions which informed and supported policy development and - to a lesser extent - legislative development.[9] Further, as explained during the interviews with Commission officials, with a view to better shaping the results of the programme in order to increase its impact, the Commission from 2011 consulted internally more widely on policy priorities and placed more emphasis on relevance as a selection criterion. This constituted a positive development.

Reporting by grant beneficiaries suggests that end beneficiaries responded positively to the projects indicating that they considered the actions relevant. It is, however, not possible to corroborate this without gathering the independent views of end beneficiaries. Nonetheless, a review of the intervention logics of the actions funded suggests that actions were designed to be responsive to identified needs of the beneficiaries and most were developed on the basis of needs assessments which were considered thorough and robust by the end beneficiaries.

2.1 Relevance of the priorities and the funded actions to the programme objectives

Do the priorities of the calls and the selected actions meet the objectives of the programme as defined in the legal base?

2.1.1 Assessment of the objectives of the programme and approach to priority-setting

The general and specific objectives (see 1.2.1) were very broad and non-specific. The general objectives largely focus on long-term and wide reaching goals linked to health, social cohesion and human rights to which the programme might contribute, but which are difficult to attribute to the programme directly. Further, the lack of clear targets (and expressions of baselines) for these objectives renders it impossible to provide an objective assessment of the extent to which funded actions have been effective in achieving the objectives (see section 4.1). The specific objectives basically summarise the approach of the programme: "to fund preventative measures and protection measures" without specifying what the expected outcome of the measures would be. Only the objective "to contribute to the development of EU policies supporting this goal" is clear and measurable as an objective.

The vagueness of the objectives also made it challenging to 'filter' out project proposals which were or were not relevant to the programme. Overall, the actions that were funded were relevant to the programme, because they focussed on either preventing violence against women, children or young people and/or on protecting them either directly (e.g. through support programmes or capacity-building / education) or indirectly (e.g. by trying to establish policy change). However, the programme funded a wide range of projects (see

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[9] Daphne III was not specifically designed to support legislative development. However, one of its general objectives was to support policy development.

section 2.1.3), all with different operational objectives and focus, which meant that it was more difficult to achieve a 'critical mass' of actions (see also section 4.1).

Theoretically, one way to increase the specificity of the programme objectives and to steer the outcomes of the programme is through priority-setting. However, the Commission did not approach priority-setting in this way (see section 2.1.2). Indeed, particularly at the beginning of the programme, although priority-setting was undertaken to comply with Article 9(2) of the legal base,[10] which states that "to implement the programme, the Commission shall … adopt an annual work programme specifying its specific objectives, thematic priorities, (etc.)", this procedure did not result in making the programme objectives more specific.[11] As a result, while the priorities of the calls were overall relevant to the programme objectives (see section 2.1.2), this was because they either addressed a specific form of violence, category of victim or a specific method for combating violence against women, children and young people; no focus was placed on the achievement of specific goals set at EU level.

2.1.2 Commission priority areas and their relevance to the general objectives of the programme

Between five and eight priority areas were set each year in the Daphne programme. In **Error! Reference source not found.** in 0, they are presented in full alongside the objectives that they align with. The Table shows that all of the priority areas aligned with one or more objective – i.e. preventing violence or protecting victims or people at risk of violence. This is because the priority areas were cross-cutting, focussing either on a *type* of violence (e.g. media violence, street violence), a *type* of beneficiary of the action (e.g. vulnerable victims, witnesses of violence, perpetrators, law enforcement officers) and/or a *methodology* (e.g. grassroots empowerment work, project-focused work and treatment programmes) and – as discussed above in section 2.1.1 – the objectives were broad.

The greater number of priority areas aligning to protection of children (23) over protection of women (18) does not appear to have been significant and consultations with the Commission and grant beneficiaries did *not* suggest that there was otherwise a biased representation of priorities towards some objectives of the programme over others. It is surprising that only one priority (set in 2008) had a focus on trafficking in human beings in spite of being mentioned specifically in the general objectives of the programme (Article 2(2)). According to the Commission, this is due to the fact that after 2010 when DG Justice Freedom and Security (JLS) divided into DGs Justice and Home Affairs, trafficking became a focus of DG Home's work and funding activities. Therefore, so as to avoid overlaps, DG Justice placed less focus on this aspect of the Daphne programme (see section 3). Indeed, only eleven out of 246 action grants and four operating grants were issued for actions focussing on trafficking in human beings.[12]

The focus of the priority areas changed notably after the pilot year of the programme (i.e. 2007), when the priority areas were mainly focused on methods / types of activity and were very much aligned with the eligible actions of the programme outlined in Article 3 of the legal base (i.e. positive treatment, studies and research, capacity-building and education, etc.). The aim was to start with broad priority areas in the first year (while the approach was established) with a view to setting more specific priorities in later years. From 2008 onwards there was a shift in focus onto particular types of violence occurring in the EU (e.g. trafficking, bullying, corporal punishment, intimate partner violence, etc.) or particular types of victims and on particular types of 'good practice' or perceived needs. 2013 was the only year in which a root cause of violence (i.e. attitudes towards sexualisation) was covered by a priority area.

In sum, a clear, logical and consistent approach to setting priorities that would allow the Commission to strategically guide the programme was lacking during the period 2007-2011. The main reason for this was a lack of a clear link between the Programme's objectives and a specific policy area/legislation (except for children's rights, which had its own unit before

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[10] This finding is based on consultations with the Commission.
[11] Council Decision No 779/2007/EC establishing Daphne III programme
[12] This comprises five projects from the 2007 AG, three from the 2008 AG, one from the 2009-10 AG and 2011-12 AG.

2007) (see also section 2.2). However, from 2011 onwards, those responsible for the management of the programme decided to make greater use of the priorities (1) as a tool to try to achieve a 'critical mass' of projects that might have a greater impact than hereto achieved, and (2) to focus the programme on specific policy needs, by placing a greater importance on relevance to the priority areas as a criteria for selection. Recommendations in the mid-term evaluation of Daphne III to do more with respect to the utilisation of Daphne project results in influencing policy (e.g. by appointing a permanent policy expert responsible for disseminating results and acting as an intermediary with other EU agencies) were not taken on board.

Indeed, there was also a shift in the amount of importance given to the priority areas as a selection criterion (for AGs only).[13] Until 2011, project proposals submitted outside the priority areas would be considered but only where they clearly did not duplicate actions already taken or being taken, and/or where they demonstrated innovation and/or European relevance[14]. Through this approach the Commission allowed a margin for receiving different proposals and for addressing needs as formulated at grass-roots level, i.e. in the project proposals. By contrast, the 2011-12 and 2013 AG Calls specify that the proposals were *required* to match the priority areas.

In this sense, the priority areas became an increasingly important tool for the Commission to influence the scope (and to a certain extent the end results) of the AG funded projects. The effect of this is not very visible however, as the evaluators did not see a major change in the extent to which selected projects matched priorities from 2011 onwards; indeed, all actions funded in 2007 and almost all in 2008 and 2009-10 aligned with one or more priority area. Further, while some priority areas were covered by more projects than others, the Commission confirmed that all priority areas were considered of equal importance and therefore this distribution was an uncalculated by-product of the fact that projects representing a specific priority area were of greater quality / innovative. This could be considered further evidence that the Commission did not optimise use of the priority areas to direct the outcomes of the programme.

2.1.3   Relevance of funded projects / work programmes to the objectives of the programme

Relevance to the general and specific objectives of the programme was a key criterion for selection in every one of the AG and OG calls[15]. A review of the operational objectives and areas of activity of the 302 projects / work programmes funded through Daphne III shows that all were aimed at either preventing violence against women, children and young people or protecting victims / people at risk[16] and therefore had project / work programme objectives which aligned with those of the Daphne III programme. The types of activities covered by both are described below:

■ Projects aimed at preventing violence included those focused on:

   – studies investigating the root causes of particular forms of violence,
   – awareness-raising amongst the general public, amongst those likely to come into contact with victims or amongst those at risk of falling victim to or perpetrating such violence,
   – the setting up of positive treatment services for identified perpetrators, and
   – the development of policies to better prevent violence.

■ Projects aimed at protecting victims / those at risk included projects focussed on:

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[13] Priority areas determined the focus of activities funded through AGs, as beneficiaries of such grants were encouraged to design and implement projects falling within one or more of the priority areas. On the other hand, organisations receiving OGs, were not obliged to plan their work programmes around the priority areas.

[14] See AG 2008 call for proposals. The Call for AG Proposals for 2010 states, projects submitted outside these priorities would be evaluated according to the same criteria as other projects, but it would be taken into account that they "are not in conformity with the priorities of this work programme". Four out of 100 points would be awarded (in 2008) for "the extent to which the project objectives match the Daphne priorities for the current year"

[15] Article 9(5) of the programme's founding Decision lists "relevance to the general and specific objectives" as the first of five selection criteria on which selection of action grant beneficiaries will be based. For operating grants, Article 9(6) states that the proposed work programme will be assessed first in terms of consistency with the programme objectives. The individual calls for proposals map more detailed criteria for selection (these always reflect Article 9).

[16] Based on a review of the operational objectives and areas of activity of the 302 actions funded through Daphne III grants.

- training for professionals coming into contact with victims;
- provision of support services to victims;
- evaluation of support services / interventions aimed at protecting women, young people and children and/or at disseminating good practices.

A few projects focussed on topics which could possibly be covered by other EU programmes (see section 3.3.1). For example, a 2007 project focused on mediation[17] with weak links to the objectives to the Daphne III project which is to prevent *violence* rather than other forms of conflict.[18]

From 2007 to 2013, 'relevance' to the programme objectives was a main criterion for selecting AGs, but its relative importance as compared to the other criteria shifted year to year: in 2007 and 2008, relevance of the project to the programme objectives was worth 20%, but by 2013 it was worth 30% of the overall score for AG proposals, with only those proposals obtaining at least 21 points for relevance being considered eligible. For OGs, relevance of the OG work programme to the objectives of the DAP programme was worth 30 points in the 2007 Call and worth 20 points each year afterwards. Thus, for AGs at least, the relevance of the funded actions to the programme objectives became more important to the Commission towards the end of the programme. This was confirmed in the interviews with the Commission (see discussion in section 2.1.2).

All of the organisations funded through Daphne OGs and AGs had relevant expertise for implementing their proposed projects / work programmes. Indeed, the majority of the (lead organisations) Daphne AG and OG grants were NGOs (48%). Daphne III certainly encouraged NGOs to apply: assisting NGOs is one of the main 'eligible actions' listed in the founding Decision. For OGs, there was an even greater impetus on the Commission to fund the most relevant organisations since whereas AGs were directed at partnerships of organisations, OGs were given directly to a single organisation for the day-to-day implementation of its work programme. The twelve organisations that received OGs were predominantly European organisations / networks working directly on the issues that concern Daphne III (missing children, trafficking for sexual exploitation, support for child victims, and protection of female victims of violence) and were often also organisations which focused on informing the development of, or contributing to the implementation of, EU policy / legislation, hence the selection of these organisations was very relevant to the programme. More of these organisations addressed violence against women (eight organisations)[19] than violence against children (four organisations)[20]; three organisations[21] cover women, children and young people.

2.2 Relevance of the selected actions to the policy initiatives and policy developments

Are the priorities of the calls and the selected actions relevant for the policy initiatives (action plans, legislation etc.) and do they adequately support policy developments?

During the seven years between 2007 and 2013 there were some major policy and legislative developments at EU level in the areas that Daphne III focuses on. These are described in detail in **Error! Reference source not found.** and concern the following developments, which took place from 2010 onwards: the Stockholm Programme, policy and legislative developments in the area of children's rights and protection of children from violence, victims' rights and trafficking in human beings

The priorities of the calls were not designed specifically to support these or other policy developments (see section 2.1). This was largely due to the lack of clear links between the objectives laid down in the founding Decision and the existing EU acquis. Daphne III differed from other Justice funding programmes in that the policy areas it covered (i.e. children's

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[17] 2007/92

[18] The final report of the project states that the objective was "*not so much to arrive at an agreement of separation or divorce, [but rather to] prevent and manage the outbreak of violence in the form of family conflict [when a marriage breaks down]*"

rights, victim support and trafficking) did not form part of a cohesive acquis at EU level. Only from 2010, were the policy areas covered by Daphne IIII interlinked under the framework of the Stockholm Programme (which was launched in 2010).[22] Indeed, until 2010, there was little or no existing EU policy on any of the areas covered by Daphne III: clear policy and legislation on children's rights and the rights of victims was only introduced from 2011 and 2012 respectively. Some legislation on trafficking in human beings existed, but responsibility for policy on trafficking in human beings was transferred to DG Home in 2010 with the separation of the DG for Justice, Freedom and Security into (DG JLS) into two separate DGs ('Justice' and 'Home Affairs').

By contrast, selected actions appear to have adequately supported policy developments both because, for some, this was their main project objective (see Box 2.1), but also because many ended up disseminating their results to policymakers and/or feeding into policymaking at EU / national level (see also 4.1 on the extent to which the programme objectives were achieved).

Overall, not all projects sought to influence policy from the outset; however, those which did (as shown below) were directly relevant for EU policymaking / legislative development and indeed (as discussed in section 4.1.2), many of those which did not have a pre-set objective to influence policy did end up trying to do so as part of their final activities – e.g. in disseminating project results. The projects presented in Box 2.1 are examples of those which had as their project objective to inform / support the development of EU policy/legislation in Daphne's fields of work.

> ## Box 2.1 Examples of Daphne projects / work programmes with a specific aim to support policymaking / legislative development
>
> ■ The 2011-12 AG-funded follow-on project '*Closing a protection gap 2.0: Implementing the Core Standards for guardians of separated children in Europe in practice policy and legislation*' focused on promoting at EU level core standards for guardians of separated children that were tried and tested in a previous 2008 Daphne-funded study. The project aimed to establish these as standards for guardians in European practice, policy and legislation.
> ■ The 2011-12 AG-funded project '*Mapping the legislation and assessing the impact of Protection Orders in the European Member States (POEMS)*' aimed to assess the legal status quo, the level of protection, and the practical functioning of protection order legislation in the EU Member States. Based on this assessment, the project set out to identify possible gaps in protection, evaluate the proposed European Protection Orders on usefulness in practice, and make recommendations to enhance the protection provided to victims of intimate partner violence and stalking that would be relevant for the development of EU legislation being developed in this area.

2.3   Extent to which the priorities and selected projects meet the needs of the target group

> *Do the priorities of the calls and the selected actions address the needs of their target groups? Which priorities should be maintained / discontinued during the following financial perspective and why?*

The Daphne III programme was clearly a popular funding stream for NGOs and academics working in the area of violence against women, children and young people. The majority of grant beneficiaries found that the programme met their needs and that they could design their actions as originally conceived. This is unsurprising considering that the programme objectives and the priorities set each year were broad and thus allowed for a variety of projects to be funded at once (see also section 2.2).

Most funded actions were designed in response to a recognised need of either the end beneficiaries or of a recognised gap in policy, legislation and/or practice. To this extent they were largely designed to be relevant to needs on the ground. It is, however, difficult to conclude whether or not the funded actions were relevant to the needs of the target groups without collecting data amongst these groups. While grant beneficiaries report that they

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[22] The Stockholm Programme was launched in 2010.

received positive feedback from target groups, few were able to provide stronger evidence of this relevance.

2.3.1 Extent to which needs assessments were undertaken

A needs assessment is a systematic process for determining and addressing needs, or "gaps" between current status quo and a desired state. The discrepancy between the current condition and wanted condition must be measured to appropriately identify the need. Altogether the results of our consultations[23] suggest that funded organisations had based their project design on an assessment of the target group's needs and that most had also used robust methods for identifying the needs. A total of 110 of 145 online survey respondents (75.9%) indicated that the project/activities were designed on the basis of needs assessments; 97 out of the 110 (88.2%) stated that these needs assessments had been conducted in the year of, or the year preceding, the start of the project, demonstrating that they the assessment considered the most up-to-date data. The follow up interviews with 30 of these survey respondents showed that organisations identified the needs of their target audiences on the basis of EU wide reports and surveys, statistical analyses, and by referring to good practice guides, consulting experts, and consulting target audiences. At least 18 of these had used methods that were evidently robust,[24] e.g. conducting consultations with end beneficiaries, undertaken surveys and/or conducted targeted desk research, and even testing and verifying their assumptions about the audience's needs throughout the project. For example, a couple of organisations had held focus groups with a sample of their target audience at the beginning of their project and verified the final products with the same sample at the close of the project. Another organisation had conducted a pilot of the project before applying for funding, which – again – is a way of both assessing needs and verifying that the assessment was accurate before designing the project. By contrast, the remaining 12 had rather based their needs assessment on the organisation's accumulated knowledge of the target group's need from its day-to-day work which is less evidently robust or, in a couple of cases, had not appeared to have conducted a needs assessment.

Further, when asked about the rationale for developing their projects, most organisations interviewed for this evaluation described a gap in services / support to particular target groups or a gap in policy, practice or knowledge that needed addressing. That is, most had designed their project *because* of a recognised need amongst the target audience and in this way the projects could be said to be responsive to the needs of the target groups. A couple of organisations referred rather to an organisational need / gap – e.g. to extend the reach of their services to new target audiences / end beneficiaries or to more Member States, or to build / strengthen their network.

2.3.2 Extent to which the grant beneficiaries and the target groups found the programme relevant to their needs

Daphne III received 1921 applications in total – this means that applications were received at a rate of 6.36 to the number of accepted for grants. The Commission confirms that Daphne had a high application rate compared to the other four Justice programmes and its popularity could have been due to a number of reasons: there are no other programmes focussing on violence and its prevention in the EU (grant beneficiaries interviewed reported that the Daphne programme was "unique" in this way), due to the economic crisis there was a reduced availability of funding for these topics at national level, the programme targets civil society (as discussed in section 2.1.3, NGOs specifically are encouraged to apply for funding) and civil society organisations are accustomed to identifying funding streams and making grant applications (more so than public authorities for example), and the priority areas were also sufficiently broad as to enable a wide range of eligible projects (see section 2.1.1).

The majority of online respondents (96%) considered the priorities relevant for both specific needs of the target group and the needs of their country. Moreover, of the 30 grant

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[23]Both the survey and follow-up interviews.
[24] Based on the evaluator's judgement of the methods described and the resulting description of needs featuring in the organisations' grant application.

beneficiaries interviewed for the evaluation, almost all stated that the conceptual framework of the programme (i.e. its objectives and the priorities set) had enabled them to develop their projects as originally envisaged. Only four out of the 30 interviews had found some of the calls restrictive,[25] and this was mainly due to the grant duration and/or size of grant available rather than the conceptual framework.

Without conducting research amongst the end beneficiaries, it is challenging to make robust statements about the relevance of the projects to their needs. Respondents to the online survey (119 out of 145) reported that they sought and received feedback from target beneficiaries. Of these, 84% (100 out of 119) reported that their target group(s) had found the project relevant, with 17 reporting that the target group(s) had found the project "somewhat relevant".

However, during the follow-up interviews, the main evidence that grant beneficiaries provided to demonstrate that target groups had found the projects relevant was positive feedback e.g. feedback resulting from satisfaction surveys. Only two interviewees in particular gave concrete examples that the outputs of their projects were of ongoing relevance to their target audiences: one, which had produced a training package for law enforcement authorities, described how they continued to receive requests from police forces in different European countries to share the package, and the second, which had worked with prison guards to set up support sessions to female victims of domestic abuse who were receiving a prison sentence, described how they had changed the attitudes of the prison staff to encourage them to realise the use of and maintain such support services. This evidence base is therefore not strong enough to make a sound conclusion on the relevance of the programme to the needs of the end beneficiaries and target groups.

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[25] Analysis based on the responses of 30 interviewees to the question, "5.aDid the call for proposals (i.e. the conceptual framework, not the financial budget) allow for the project to be designed as you had originally envisaged it?"

3 Coherence and complementarity

Was the complementarity and coordination with other EU programmes optimised?

How do the results of the implemented actions complement national policy initiatives / programmes and other European or international initiatives / programmes

3.1 Scope for complementarity and overlap of Daphne with other EU programmes

Article 11 of Council Decision No 779/2007/EC establishing Daphne III programme outlines the scope for complementarity and synergy-creation with the following EU financial instruments: Security and Safeguarding Liberties (composed of the two Programmes 'Prevention and Fight against Crime (ISEC)' and 'Prevention, Preparedness and Consequence Management of Terrorism and other Security Related Risks' (CIPS)); Solidarity and Management of Migration Flows (composed of the External Borders Fund (EBF), European Return Fund (RF), European Refugee Fund (ERF) and European Fund for the Integration of third-country nationals (EIF)); Seventh Research and Development Framework Programme; Programmes on health protection, Employment and Social Solidarity — PROGRESS and; Safer Internet Plus. The Decision further provides that complementarity will be sought with the European Institute for Gender Equality (EIGE) and the Community Statistical Programme (Eurostat). The reasons for this are that the above may share (similar) objectives, target groups/end beneficiaries, and/or approaches with the Daphne III programme.

Other EU instruments that had the potential for complementarity or overlap with the Daphne III programme include: other DG Justice programmes, including Criminal Justice (JPEN), Fundamental Rights and Citizenship (FRC), Drug Prevention and Information Programme (DPIP) and Civil Justice (JCIV); European Social Programme (ESP) (DG EMPL) and; Lifelong Learning Programme (LLP) (DG EAC).

As discussed in consultation with DG Justice, complementarity and coherence of Daphne with other EU programmes could be pursued through several channels. Firstly, information is exchanged through inter-service consultations and inter-service groups with other DGs. For example, it was agreed that the funding of projects related to trafficking in human beings and unaccompanied minors would fall under the scope of DG Home funding, and not under Daphne. Secondly, members of different DGs also hold ad-hoc meetings with DG Justice on topics whereby any complementarity and overlap issues can be addressed.

Complementarity with the above mentioned EU instruments can be multi-dimensional in terms of (i) thematic areas and objectives; (ii) the nature of the programme and; (iii) end beneficiaries. Figure 3.1 describes the nature of these three dimensions for the Daphne III programme. The complementarity with regard to these three dimensions is discussed in turn below.

Figure 3.1   Daphne III Programme overview

Objectives	• Prevention of violence against children, young people and women; • Protection of victims and vulnerable groups at risk; • Protection of children's rights, fight against trafficking in human beings and sexual exploitation; • Protection of physical and mental health, well-being and social cohesion; • Development of community policies / legislation.
Nature of the programme	• Transnational only
End beneficiaries	• Children, young people and women who are, or risk becoming, victims of violence

3.1.2 Complementarity with regard to objectives and thematic areas

The objectives of Daphne III, as defined by the legislator, are rather broad and general. This, in principle, may allow for overlap between EU programmes. With regard to the objectives and thematic focus, Daphne III shares comparatively more similarities with ISEC to the extent that both programmes focus on prevention and fight against violence and victim protection. However, the difference is that Daphne is more victim-centred, whereas ISEC is predominantly focused on the perpetrators.

JPEN is designed to contribute to mutual recognition in criminal matters and supports initiatives to exchange best practice between legal, judicial and administrative authorities and the legal professions. It is complementary in scope to Daphne in so far as JPEN provides financial support to legal practitioners and representatives of victims' assistance services.

FRC addresses fundamental rights, and particularly the protection of the rights of the child and the fight against homophobia – both of which are covered also by Daphne III.

DPIP targets specifically health issues, without a focus on violence. The same applies for the Community action programme for public health. On the other hand, the ERF also covers some of the Daphne areas, such as: protection of unaccompanied minors, human trafficking and protection of vulnerable asylum but it does not have a specific focus on general violence regarding these areas like Daphne has.

Table 3.1 below illustrates the scope for complementarity and overlap of Daphne's objectives and thematic areas with the selected EU funding programmes. The analysis above as well as the table below indicates that the Daphne III programme, although having ample opportunities for synergy creation, also had the risk of encountering overlap with a number of other EU programmes especially JPEN and Safer Internet+ with regard to the objectives and thematic areas. This was also the case with Daphne III and FRC, which has been resolved in the current programming period by combining the objectives of both these programmes in the REC 2014-2020.

Table 3.1   Scope for complementarity and overlap of types of thematic areas of Daphne III with other related EU programmes

Prevention and protection of victims violence	Gender equality / Women's rights	Protection of the rights of the child	Human Trafficking and sexual exploitation	Protection of physical and mental health
Daphne III	Daphne III	Daphne III	Daphne III	Daphne III
	FRC	FRC		
				DPIP
JPEN		JPEN	JPEN	JPEN
	PROGRESS			
	ESF	ESF		ESF
				Community action for Public Health
ISEC		ISEC	ISEC	
ERF		ERF	ERF	
Safer Internet +	Safer Internet +	Safer Internet +	Safer Internet +	Safer Internet +
	LLP	LLP		

Given the scope for overlap between Daphne III and other EU programmes in terms of objectives and thematic areas, the legislator could seek to minimise this in the future (e.g. 2020 programmes). The present evaluation concludes that the general objectives of the programme could remain broad and general, providing the Commission the flexibility to respond to (changing) needs on the grounds, innovative research or practices, etc. The specific objectives for each programme, however, could be formulated to include information differentiating it better from other programmes (e.g. theme, focus, approach, type of actor involved). Furthermore, this evaluation found that, in terms of avoiding overlap and creating synergy, the translation of these objectives into priorities for calls for proposals and into projects to be selected for funding is crucial.

3.1.3 Complementarity with regard to the nature of the programme

Table 3.2 provides a comparative overview of the programme implementation modalities of Daphne and other EU programmes. The table shows that two of the DG Justice programmes (i.e. JPEN and JCIV), in contrast to Daphne, can support both transnational and national actions, in which case complementarity is achieved.

ESP, ERF and LLP are implemented through shared management in contrast to Daphne which is implemented through direct management. Shared management projects focus much less on trans-nationality, but rather on applying EU policy in the national context without engaging, or only to a limited extent, in transnational cooperation which reduces the risk of overlap.

Table 3.2   **Scope for complementarity and overlap of the nature of programme management of Daphne with other related EU programmes**

Trans-national	National (direct management)	National (shared management)
DAPHNE[26]		
JPEN[27]	JPEN	
JCIV[28]	JCIV	
JPEN[29]	JPEN	
DPIP[30]		
FRC[31]		
ISEC[32]	ISEC	
		ESF
PROGRESS[33]		
Community action for Public Health[34]		
		ERF
		LLP
Safer Internet +	Safer Internet +	

3.1.4 Complementarity with regard to end beneficiaries

Table 3.3 below illustrates the scope for complementarity and overlap of the types of end beneficiaries as outlined in the Daphne founding decision[35], including perpetrators of violence, with the end beneficiaries under other related EU programmes. As it can be seen from the table, PROGRESS and ESF had three common types of beneficiaries with Daphne each; FRC and ISEC two; and JPEN, LLP and Safer Internet Plus one.

In addition, the mapping of Daphne projects revealed that a number of other groups of end beneficiaries were targeted, including families and parents, LGBT, migrants, minorities (including, disabled persons, ethnic minorities, Roma), drug users and prisoners. In this respect, there was scope for complementarity/overlap between Daphne, FRC and PROGRESS as the three programmes target LGBT, migrants and minorities.

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[26] Daphne founding decision 779/2007/EC, Article 4
[27] JPEN founding decision 2007/126/JHA, Article 4
[28] JCIV founding decision 1149/2007/EC, Article 4
[29] JPEN founding decision 2007/126/JHA, Article 4
[30] DPIP founding decision 1150/2007/JHA, Article 4
[31] FRC founding decision 2007/252/JHA, Article 4
[32] ISEC founding decision 2007/125/JHA, Article 4
[33] PROGRESS founding decision 672/2006/EC, Article 9
[34] Community action for Public Health founding decision 1350/2007/EC, Article 6
[35] The end beneficiaries as outlined in the Daphne III founding Decision Article 6(1).

Table 3.3   Scope for complementarity and overlap of types of end beneficiaries of Daphne III with other related EU programmes

Children	Young people	Women	Victims of violence / at risk groups	Perpetrators of violence (does not include organized crime groups)
Daphne III	Daphne III	Daphne III	Daphne III	Daphne III
			JPEN	JPEN
FRC		FRC	FRC	
PROGRESS	PROGRESS	PROGRESS		
ESF	ESF	ESF		
	LLP			
ISEC			ISEC	
Safer Internet				

3.2   Complementarity at the level of calls for proposals

In order to determine complementarity at the level of calls for proposals and to identify whether or not priority setting enhances the further differentiation between programmes, the priorities for the 2007 and 2013 calls for proposals set for Daphne have been compared with those set in FRC and JPEN. FRC and JPEN, as explained in section 3.1, have a significant number of similarities with Daphne with regard to the themes and objectives it covers, the end beneficiaries it targets and the nature of the programme. Moreover, for the current programming period, Daphne III and FRC have been merged together in the REC.

3.2.1   Comparison of 2007 calls for proposals for Daphne, FRC and JPEN

The comparison of priority-setting between Daphne and FRC for the AGs' call for proposals in 2007 shows that there was some risk of overlap in respect to *the rights of the child*. A horizontal objective across all Daphne's priorities is the protection of the rights of the child, including through Targeted awareness raising, education and information (Priority III) and through Studies, mapping and research (Priority IV). Priority I of FRC's 2007 call for proposals was "Protection of the rights of the child". The FRC Priority I was broadly defined to include "*supporting projects on awareness raising campaigns, surveys concerning good practice in Member States and the ways to reproduce them elsewhere, analysis of particular problems and their possible solutions (poverty, street children, non-accompanied minors, etc.).*" which could have resulted in overlap with Daphne's priorities.

When comparing Daphne's and JPEN's 2007 calls for proposals no scope for thematic overlap was identified since the JPEN call focused on judicial cooperation in criminal matters and judicial training.

3.2.2   Comparison of 2013 calls for proposals for Daphne, FRC and JPEN

The comparative analysis of the priority areas of the Daphne, FRC and JPEN 2013 calls for proposals shows that there is potential for overlap between Daphne and FRC on actions concerning children as end beneficiaries and between Daphne and JPEN on actions concerning victims. The table in Annex 4 depicts the key actions included in these priority areas of concern. There is scope for overlap in terms of the following eligible actions:

■ Providing support to victims of violence – Daphne and JPEN both provide funding for actions supporting victims of violence/crime (i.e. separate priority area) via support services.
■ Training of professionals/practitioners – All of the three programmes provide funding to (similar types of) actions related to training of professionals and practitioners.
■ Children's rights and child-friendly justice – Provision of information on children's rights and child-friendly justice is an identified priority in all three programmes.
■ Actions addressed to Roma children – Both Daphne and FRC provide funding for actions targeted to Roma children. However, there is a fundamental difference – i.e. while Daphne provides funding targeted at support for vulnerable groups including Roma, the FRC priority calls for actions which aim at the empowerment of Roma children and their active inclusion into society.

In sum, the analysis represented in the table has, on the one hand, shown that priority setting vis-à-vis calls for proposal allows for (further) differentiation between programmes,

which may initially appear at risk of overlapping regarding objectives and themes, nature of the programme and end beneficiaries (see 3). Indeed, there is evidence of complementarity with, for example, two programmes focusing on a similar target group in a certain priority, but calling for different actors to be involved: e.g. support services vs. organisations stimulating participation. Moreover, with the REC, the overlap between Daphne and FRC has been solved in this regard.

On the other hand, the analysis provided evidence of some degree of overlap between Daphne, FRC and JPEN for the 2013 calls for proposals. Similar examples may have been found when comparing other calls for proposals launched by these (and other) EU programmes. As a result, it is recommended that the inter-service consultations within DG Justice and with other DGs take place in a systemic manner before designing each call. This is to better ensure complementarity and avoid overlap.

3.3 Complementarity at project level

3.3.1 Risk of overlap between projects

At project level, there was little risk of overlap between Daphne-funded projects that addressed the same priority areas, involved the same kind of actors or the same kind of activities, as DG Justice tended to select projects which covered quite a broad range of activities. Where there were similarities between projects (e.g. anti-bullying education projects), these tended to be implemented in different Member States hence there would be no overlap in beneficiaries. However, those implemented the projects could have done more to ensure that they took on board learning from previous projects in order to improve the potential for creating a 'critical mass' of impacts (see also section 4.1). To facilitate learning from previous projects, it is recommended to update the Daphne III toolkit (see also section 5).

There were some instances where Daphne-funded projects risked overlap with projects funded other programmes. **Error! Reference source not found.** below illustrates the risk of overlap with other EU programmes that projects implemented under Daphne III presented.

Box 3.1 Examples of projects implemented under Daphne which have a scope for complementarity with other EU programmes

The project "Two minds" led by the Italian NGO "*Centro Nazionale per il Volontariato*" created a training package to improve family mediation in order to contribute to the protection of minors in families which are at risk of conflict. This project has scope for complementarity with JCIV which also addresses family mediation, but whereas JCIV would have focussed on the perspective of practitioners; Daphne focussed on the experience of the parents / family.

"*Trafficking Romani youth and women in Eastern and Central Europe: Analysing the effectiveness of national laws and policies in prevention and victim support*", implemented by the European Roma Rights Centre in Hungary, mapped the existing anti-trafficking laws, policies, data collection and support services in Bulgaria, the Czech Republic, Hungary, Romania and Slovakia and any trends in these. It had a scope for complementarity with FRC as one of the main funding instruments on Roma issues. The focus on youth, women and violence (i.e. trafficking) prevented overlap.

"*European Superkids online - empowering children to safe behaviour online*", implemented by Save the Children Denmark, empowers children to cope with online bullying and harassment and strengthens teachers' ability to prevent harmful and hurtful use of online media among children. Daphne thus has scope for complementarity but also overlap with Safer Internet Programme, which aims to educate users, particularly children, parents and carers, and to fight against illegal content and harmful conduct online such as grooming and bullying.

The risk of overlap between Daphne projects and those of other programmes could be mitigated through inter-service consultation on the process of selecting the projects. However, such a process would be time-consuming and potentially costly. Rather, the project selection teams should take care to ensure that funded projects do not follow objectives which fall under the scope of (and which indeed should be rather funded under) other programmes.

3.3.2 Opportunity for synergy creation

With regard to synergies, the evaluation looked at the creation of links with other organisations and actors undertaking a project in a similar policy field or working on solutions for the same issue which might have enhanced and strengthened the effectiveness of activities undertaken and which ultimately might have positively influenced the impact. In other words, the creation of synergies between two projects will increase the added value they bring to the target group compared to what they would have brought separately.

In terms of the evidence of the creation of synergies, online survey respondents[36] confirmed this had taken place with other Daphne III projects (27% or 39 out of 145 respondents); with other national/regional programmes with similar objectives (24% or 35 out of 145); with projects under other EU programmes such as Euromed and Leonardo (19% or 28 out of 145) and to a lesser extent with projects under programmes of other international donors (7% or 10 out of 145[37]). Only 14% or (21 respondents) indicated that no synergies had been created.

Regarding the types of synergies established, respondents to the online survey pointed out a number of different types of synergies, including: exchange of information, mutual learning and exchange of good practices (e.g. the Missing Persons' Family Support Centre exchanged good practices with other EU organisations part of the network of hotline 116000 under Daphne III programme which reinforced the outcomes); new partnerships or continuation/follow-up of activities (e.g. four survey respondents shared that they were invited as a partner in another project because of what they had developed; or they designed a follow-up project with new partners under Daphne III to combine efforts and develop an enhanced product); cooperation and networking (this type of synergy has taken place between Daphne III projects and actors under other EU and national programmes such as e.g., the Finish National Institute for Health and Welfare, which implemented a study on abuse and violence against older women, cooperated with other EU projects on elderly abuse and thus combined existing knowledge in this field); alignment between projects and other organisations in the field (e.g., the European Child Safety Alliance cooperated with other organisations which ensured   consistency of messaging and facilitation of dissemination of outputs).

Synergies were widely seen as positively contributing to the overall project objectives and mutually reinforcing common activities and aims by respondents to the follow-up interviews. Learning from the experience and lessons learnt from other actors and organisations was seen as particularly beneficial for project fine-tuning, for example in adapting the project methodology to the target groups. Links established with other organisations were in some cases seen as critical for continuation of activities. Synergies also led to trust among partner organisations which was seen as needed for the successful implementation of their activities.

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[36] A total of 53 respondents of the survey did not reply to this question or indicated that no synergies were established or that they did not know whether synergies were created. There is a slight methodological issue with this data: not all respondents had the option of replying "no" or "I don't know", because these two categories where only added after the survey was already running. A total of 25 of the respondents considered in this report did not have this option and therefore of the 53 not providing a response to this question, 25 may have replied "no" or "I do not know" had they been given the option.

[37] 19% (28 respondents) did not know.

4   Effectiveness

The effectiveness of the programme refers to the extent to which the programme is successful in achieving its objectives. This section addresses the following:

■ The extent to which projects were successful in achieving the programme objectives, and any external factors which influenced these (Section 4.1); and

Effectiveness of the projects in achieving their own project objectives (Section 4.23).The evidence collected to date suggests that overall, Daphne III was effective in achieving the programme objectives, in particular with regard to its contribution to protecting the target groups of the programme and contributing to policy developments at EU and national level. Most projects were successful in achieving their own objectives and there is good evidence of positive outcomes and impacts, including the achievement of unplanned outcomes.

4.1   Extent to which the results of the funded actions sufficiently address the programme objectives

> *Do the final results of the implemented actions address sufficiently the objectives of the programmes?*
> *How responsive have policy-making and legislation been to the results of the projects, both at European and national level?*

The programme's general objectives were to:

■ Contribute to the protection of children, young people and women against all forms of violence and to attain a high level of health protection, well-being and social cohesion (for them).

■ Contribute to the development of Community (now EU) policies, (in public health, human rights and gender equality) and to actions aimed at protection of children's rights and the fight against trafficking in human beings and sexual exploitation.

Overall the evaluation has found that the large majority of actions implemented through Daphne III contributed to the programme's general objectives, although the *extent* to which they contributed is difficult to measure, given that the programme objectives were very broad (see section 2.1.1 for more on this). Most actions implemented contributed to an increased protection of victims of violence or groups at risk (section 4.1.1) and a significant number contributed to the development of policies and legislation either at EU or national level (section 4.1.2). The greatest contributions to protection from violence have resulted from Daphne III's support to EU networks, research and innovation and direct support to victims / at-risk groups; and grant beneficiaries managed to influence policymakers through targeted dissemination activities.

4.1.1   Contribution to the protection of children, young people and women victims or vulnerable to all forms of violence

Overall, most actions implemented contributed to an increased protection of victims of violence or groups at risk either directly (e.g. through the development of and support to advice and assistance services) or indirectly (e.g. through analytical studies, awareness-raising activities and mutual learning which increase the capacity of organisations / institutions providing direct support to victims and thus which indirectly help them). Individual Daphne funded projects have had some notable impacts on women, children and young people who are victims of violence or at risk of becoming victims, even though relatively few projects provided direct support services to the end beneficiaries (see Figure 4.1). This can be explained by the fact that the Article 3 of the Daphne III decision (No 779/2007/EC) lists activities which are more focused awareness raising, research and capacity building of those providing services, rather than direct support activities.

The greatest contributions to protection from violence have resulted from Daphne III's support to EU networks, research and innovation and direct support to victims / at-risk groups.

Research, studies and other analytical activities funded by Daphne have contributed to policymaking and to improvements to practice. They have also generated a better understanding of the phenomenon of violence. A total of 217 out of 302 project mapped by

the evaluators (72%) conducted different types of analytical activities (see Figure 4.1). A further 203 out of 302 or 67% implemented mutual learning activities, which include networks. Networks integrate the perspectives of different relevant actors and have - by nature a wider geographic impact - which can give them greater visibility and leverage with policymakers. Daphne funded networks have acted as an easily searchable and identifiable focal point for new audiences, and have aggregated the work of its different members into one central location (i.e. a website), again widening the dissemination channel.

More than a quarter of Daphne III funded projects (81 in total) provided support and advice services. Direct support services, i.e. helplines and counselling services, but also the training / educating of victims / at-risk groups in order to help them better protect themselves, have directly increased protection of these groups. By contrast, the development of educational material and the training of practitioners appear to have had a smaller, more localised impact, which has affected the extent of their contribution to this objective.

Figure 4.1   Number of AG and OG grants implementing different activities
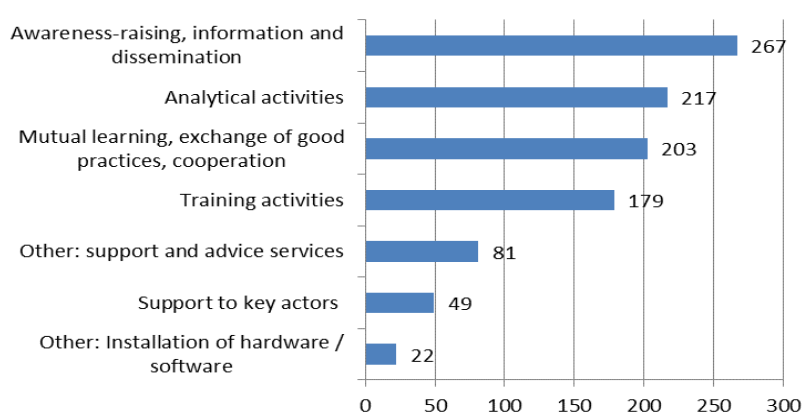
Source: data mapping of the documentation of the 302 AG and OG funded projects / work programmes

The remainder of this section presents an analysis of Daphne III's achievements in relation to the protection of its specific target groups.

Protection of children from violence

Daphne III has funded a range of actions to increase the protection of children from violence. The outputs of these have ranged from reports and databases through practical tools (e.g. educational tools) to information and support services. One of the main achievements of the programme in this area has been the maintenance and expansion into new Member States of the 116,000 Missing Children's helpline (see Box 4.1 below), but other significant achievements in this area comprise the establishment/maintenance of EU networks focussing on issues common to all EU Member States (bullying, Unaccompanied Minors (UAMs), support to the development of EU and international policy around children's rights, the production of transferable and shared tools to prevent violence against children and the strengthening of understanding around specific forms of violence against children (cyberbullying, corporal punishment and violence in residential homes).

Box 4.1 National missing children helplines (116)

Through Daphne III funding,[38] in 2012, four new national helplines were set up in Bulgaria, Cyprus, Hungary and the Slovak Republic and, in 2012 and 2013, seventeen Member States received grants to maintain existing helplines. Daphne III also funded Missing Children Europe (MCE), the umbrella organisation representing the network, to harmonise procedures and produce guidelines on how to proceed with cases of cross-border disappearance. According to MCE's 2013 Annual Report, in 2013 alone the member organisations of the network responded to 250,012 calls. A Daphne III AG was also used to disseminate information on missing children through over 3 million posters in the frame of the 2012 notfound.org campaign. National members of the missing children network that have received AGs have also supported individual families through practical cooperation.

Daphne III also granted four OGs and one AG to the EU platform Separated Children Europe, which used the funding to launch the fourth edition of its Statement of Good Practice (SGP) regarding the promotion and protection of the rights of separated children in Europe and to contribute to the drafting process around the EU Action Plan on Unaccompanied Minors as well as other EU legislative processes.

Another network funded (in fact established) through Daphne III is the EU Anti-bullying Network, which aimed to "create a toolkit of successful interventions and a common European policy against bullying". The network's website publicises relevant events and disseminates reports and educational materials, including some of those developed under Daphne III.[39] To the extent that this action brings together the results of other anti-bullying Daphne projects, it also improves coherence of the programme (with regard to bullying) and increases the critical mass of impacts that Daphne III can have on bullying prevention.

The Daphne III programme was also successful in increasing the knowledge base on and generating some innovations around e.g. the active participation (and representation of children's views) in child protection systems, the role of technologies in increasing children's vulnerability to trafficking, and the quality of services targeted to child victims of violence, many of which – on being piloted during the Daphne III project – proved effective approaches and transferable practices. Individually, some of these seem to have had notable impacts, being discussed in Parliament, incorporated into national or organisational practices, and leading to real improvements for children.[40] All tangible outputs (websites, reports, training material) are still available online, and some are referenced in reports of non-partners from Member States,[41] suggesting a broader dissemination of the outputs.

At least 24 Daphne III completed action grants resulted in the production of educational materials / toolkits for children or adults working with children. Again, at local and national level, grant beneficiaries' reports show that these actions had an immediate impact, because requests for the material were received from audiences beyond those directly targeted by the action and – in some cases – the outputs fostered the interest of relevant national ministries.[42] However, the longer-term and broader outcomes of these education-focussed projects are not immediately apparent in Final Reports, which may to a large extent be due to the fact that more time is needed for the take up and integration of such materials into wider practice.

Protection of young people

Daphne III actions aimed at protecting young people have largely comprised studies and research, the development of educational tools / material, interactive programmes to raise awareness amongst young people of different forms of violence. Studies have been undertaken into the links between youth violence, alcohol and the media, gang violence and

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[38] Twenty six OGs in total (including 14 granted under the specific 116-related Call in 2012).

[39] http://www.antibullying.eu/

[40] See, for example, the results of the Royal Borough of Kensington and Chelsea project: http://www.rbkc.gov.uk/subsites/safeguardingchildren/involvedbyright/localprojectengland/projectevaluation.aspx).

[41] See, e.g. references to the REACT project in Centre for Social Democracy (2012) 'Assisting and Reintegrating Child Victims of Trafficking in Bulgaria: Legal, Institutional and Policy Frameworks' and in House of Commons (UK) Home Affairs Committee (2009) 'The Trade in Human Beings: Human Trafficking in the UK, Sixth Report of ...Sixth Report of Session 2008-2009'.

[42] See e.g. AG 2009-10 1034 and AG 2009-10 1097.

youth violence in the Roma community but, appear to have had limited effectiveness in terms of their application and take-up and therefore in the extent to which they have contributed to the protection of children. Project documentation and interviews with grant beneficiaries suggest that the studies generated interesting and useful findings, but that these were not transferred or integrated into EU policy. Possibly the topic does not easily fit into an existing policy agenda, contrary to the prevention of violence against women and children which fit well with respectively the gender equality and children's rights agendas.

One example of a project which involved young people and which had a wider and possibly more sustainable result is the project "A Step Forward" not only studied violence in Roma communities, but also set up groups of women and youth volunteers within the community with the responsibility of acting upon the finding and supporting victims of violence and help establish a more protective environment for the most vulnerable groups within the community. The approach was later adopted in Bulgaria and has influenced national programmes in relation to Roma's integration into society.

Protection of women from violence

At least 109 Daphne projects / work programmes funded through Daphne III grants contributed to preventing violence against women.[43] Research services were also procured with Daphne III funding for mappings of national legislation and practice related to sexual harassment (and its prevention), access to healthcare and social inclusion for women, and a feasibility study on standardizing national legislation on violence against women.[44]

Actions funded through grants included those aimed at preventing intimate partner violence (IPV), domestic violence, sexual violence, traditional harmful violence and other forms. The kinds of outputs produced include studies and research, the creation of networks, advocacy work, training and awareness-raising of practitioners and public servants, awareness-raising amongst the general public and direct support services. The support services provided by the WAVE network (OG recipient 2007-2013) assisted over 90,000 women and over 63,000 children living in shelters during the period of funding by Daphne III. While this cannot be considered the exclusive result of Daphne III funding, it demonstrates the impact that Daphne-funded organisations can have on protecting women victims of violence and people at risk. Other notable direct support services provided under Daphne III are described below under the section 'Direct support to victims of violence'.

One of the most notable achievements of Daphne for women has been the continued development of an EU agenda on harmful traditional practices, particularly female genital mutilation (FGM). As a result of the attention given to FGM by Daphne III and previous Daphne programmes, the elimination of FGM is now on the EU and other national political agenda, as demonstrated by the 2013 EU Communication on the issue[45] and the current international campaign to end FGM in Europe.[46] One project partner benefitting from Daphne funding in this area commented that FGM would not have risen to the EU agenda if it weren't for Daphne. However, many of the 'ground-breaking' achievements in this area (e.g. the establishment of EuroNet-FGM which eventually turned into the 'End FGM' campaign) already occurred under previous Daphne programmes, although Daphne III has enabled organisations to maintain momentum and has provided necessary continued support to the endeavour.

Daphne III funding has also contributed to the sharing of good practices and the creation of *informal* networks between practitioners and public servants (e.g. health workers, social workers, police officers, etc.) in Member States. For instance, one of the main outcomes of the HERMES project was the establishment of a multidisciplinary network involving public authorities and NGOs working with different target groups (e.g. women, LGBT communities, young people) in relation to the prevention of gender- based violence. The HERA project led to the sharing of good practices and training of trainers amongst police officers in more than

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[43] Based on a mapping of the project documentation of 302 actions funded 2007-2013.
[44] These outputs are available on the DG Justice website: http://ec.europa.eu/justice/gender-equality/document/index_en.htm#h2-6
[45] http://ec.europa.eu/justice/newsroom/gender-equality/news/131125_en.htm
[46] http://www.endfgm.eu/en/female-genital-mutilation/fgm-in-europe/

14 Member States; the project is being maintained through the continued use of the training materials and the training programme. Daphne III raised awareness of violence against particularly vulnerable groups, such as elderly women.

Direct support to victims of violence

Direct assistance to victims of violence / groups at risk can be effective and contribute to their greater protection. Our mapping of the documentation of 302 Daphne III funded actions shows that a large number of these produced information / advice websites (84 in total)[47] and smaller numbers set up helplines (19), provided onsite assistance (10) or onsite advice services (2).

The types of information / advice websites set up included those aimed at educating / advising young people / children, those informing victims of where they could go for support, and those which aggregated existing information on legislation and policy on violence and its prevention. For example, the Austrian Women´s Shelter Network (WAVE) designed a website to improve access to information and services for victims of violence, NGOs, and other stakeholders. The "*women's help directory*" was widely used (about 90,000 visits per month) and enabled victims as well as service providers to quickly find specialised services and relevant information in different Member States. The majority of helplines set up through Daphne III funding were those forming part of the 116 missing children's helpline network (see Box 4.2 above), in addition to some legal advice helplines and counselling helplines. The HEART (Healthy Relationships Training Programme) project set up helplines for young people victims or vulnerable of violence perpetrated by gangs. This service provided support to over 7,000 young people victims of violence or at risk of being victims, well exceeding its targets.

Onsite assistance and advice have included the provision of assistance to female victims of violence in contact with courts and other institutions, the mentoring of vulnerable young people, support groups to women in prison who have previously suffered abuse, and the training of victims of IPV in self-defence. 'Other' activities included the setting up of specialist task force teams for reviewing support services to victims.

Box 4.2 below demonstrates some examples of projects which contributed to protecting children, women and young people.

> ### Box 4.2   Direct support projects to victims of violence
>
> *INDOORS - Support and Empowerment for Female Sex Workers and Trafficked Women working in hidden places*
>
> The project INDOORS received three Action Grants under Daphne III to facilitate and provide indoor-based sex workers and women in a situation of dependency, better access to public health and social services and labour and human rights. The project delivered training to 177 public services and other services in contact with sex workers and organised national meetings and seminars with 364 organisations related to sex work. More than 75,000 users accessed online information through Facebook and the web forum. The target groups benefited from increased knowledge on health and legal issues and increased self-confidence, as a result, the target group was encouraged to build a network to facilitate the sharing of information and advice between them.
>
> *Opening Doors - Creating awareness and empowering immigrant women to end violence and abuse within and outside the family*
>
> The main objective of this project was to empower migrant women who are victims of violence, or endangered by it by training up "peer leaders" in communities so as to better disseminate information amongst and provide support to those women in communities who might not have access to outside information due to language barriers or barriers caused by traditional customs. Over 100 peer leaders received training, and 46 migrant women participated in workshops on violence led by them. As a result of the training, participating migrant women established an association to continue provide support and assistance to victims of violence and women at risk in their communities.

A total of 49 out of the 302 grants awarded supported key actors - mainly NGOs - working in the field of protection of the main target groups (children, young people and women) (see

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[47] While 81 projects were mapped as involving activities related to support and advice services, some of these produced more than one output related to support and advice services and – for this reason – the number of information / advice websites is larger than the number of projects mapped as implementing support and advice services.

Figure 4.1). Assisting NGOs can help build the capacity (e.g. financial resources and personnel) of an organisation to better enable them to support target groups. La Strada International drafted standards to ensure high quality of services provided by its member organisations. Through an increased capacity and improved staff knowledge, these NGOs which served as information centres and service providers on human trafficking issues, were able to deliver a better direct support service, reaching a higher number of victims. Stronger NGOs and networks also contributed to improve quality and effectiveness of support services for target groups.

4.1.2   Contribution to the development of legislation and policy

In comparison with some of the other programmes, such as for example, JPEN, Daphne III was not specifically intended to support the implementation of EU policy and legislation (see section 2.2). However, one of the objectives of Daphne III was to contribute to the development of legislation (see section 1.2.1); the aim was that the results of Daphne III would inform the Commission as to the direction that policy should take. Altogether, the Daphne III programme was effective in contributing to the development of new policies (both at national and EU level) to prevent violence against women, children and young people.

In order to evaluate whether Daphne III contributed to the development of legislation and policy, it is important to compare evidence on the situation of the Member States in the relevant policy areas compared to the situation at the end of the evaluation period. As mentioned in section 2.2, a number of projects contributed to the development of EU and policies and legislation. This was either because they set out specifically to map information to support a particular policy initiative and to provide evidence and / or policy recommendations, or because the project generated information / 'proved' good practices which were later built into policies / legislation.

Figure 4.2 demonstrates the number of outputs produced by funded organisations which could have feasibly supported policymaking.

Figure 4.2   Number of outputs produced by funded organisations which could support policymaking / legislative development
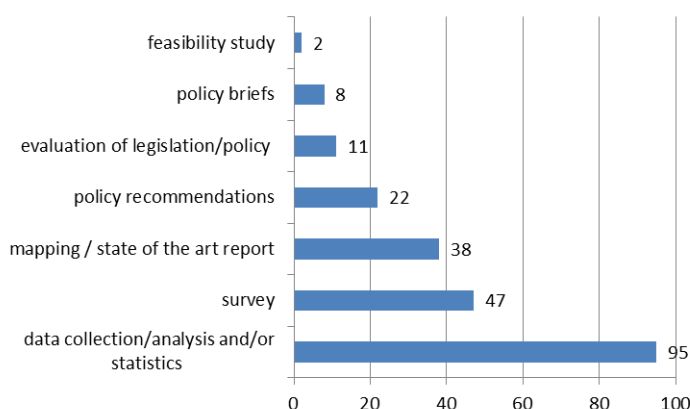
Grant beneficiaries also reported that policy makers were largely responsive to the projects/activities implemented.[48] Indeed, there are numerous examples of how projects have fed into either EU or national policies and legislation (see Box 4.3 for a description of some most interesting ones).

A further 91% (110 out of 121) of grant beneficiaries responding to the online survey reported that policymakers participated in project related events, such as seminars,

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[48] Out of 126 respondents to the question of the online survey (23b: Have the policy makers responded to the information provided by the project), 121 reported that policy makers were largely responsive to the projects/activities implemented. Out of these 121, in 69% (83) of the cases, policy makers had shown some interest in the project while in 31% (38) of the cases they had shown a lot of interest. Further, a total of 26% (31) of survey respondents reported that policy makers shaped a new policy development/action plan/legislation or by adjusting existing ones using as a basis the project's outputs and results. A further 25 respondent (21%) stated that policy-makers set up/supported other projects that used elements of the project (approach/method, one or more activities). Finally, 14% (17 respondents) reported that policy-makers provided additional funding to support continuation of (some) of the projects' activities.

conferences, workshops etc. However, some of the project managers interviewed as part of the evaluation reported that they had invited policymakers to conferences and events but that these had shown little interest. The low level of interest observed by these project managers might have been related to the fact that the main outputs of those activities (a website and a training package) were aimed at changing practice rather than policy. Indeed, it is logical that policymakers would only show interest in a project / output if it is useful / relevant to them, whereas some outputs were of relevance mainly for practitioners / victims themselves.

Box 4.3	Examples of Daphne III funded projects which have had an impact on policymaking / legislative development

Impact at EU level

- The organisation implementing the project "Realising Rights?[49] produced a feasibility study to assess the possibilities for standardising national legislation on violence against women, LGBT and children, which later formed the basis of a major European Commission feasibility study commissioned through Daphne III, as a public service contract on the potential harmonisation of law with regard to 13 forms of violence against women and children.[50]

- The operating grant beneficiary, Centrum Praw Kobiet, carried out an advocacy programme to promote reforms into national and EU legislation. Recommendations formulated through this campaign were incorporated into a recent European Parliament's Resolution on Violence against Women[51], which called for an EU Regulation to fight violence against women.

- The Daphne project "Estimation du coût des violences conjugales en Europe" (led by Psytel) did not have the specific aim to support policymaking, but rather to improve statistics on domestic violence in the EU and to develop a standard to better harmonise methods of such data collection in the EU. The project results are used (and the project referenced) in the impact assessment accompanying the proposals for the Directives establishing minimum standards on the rights, support and protection of victims of crime (Directive 2012/29/EU) and on mutual recognition of protection measures in civil matters (not yet adopted).

- The AGE Platform Europe (formerly AGE-the European Older People's Platform) used Daphne III funding to bring the issue of abuse of the elderly issue on the table of several EU Presidencies (Czech, Swedish, Spanish, Belgian) and shaped policy initiatives at both EU and national level.

Impact at national level

- The 2009-2010 AG '*When Law and Hate Collide*' had the aim of determining whether the European Union should intervene with Member states policy/legal frameworks to develop a minimum standard of protection against Hate Crime and if so how far the policy should extend. While this topic was of notable EU relevance while Directive 2012/29/EU was being developed, primary data collected for this evaluation suggests that the project findings did not feed into the legislative development. Nonetheless, the project results were extensively utilised by UK policymakers in developing national law.

- At national level, Daphne projects/activities had a significant impact on policies related to the fight against all forms of violence and in relation to the protection of target groups. For instance, the "*Violence Linked to Sensory Impaired People - VILSIP*" project boosted a series of changes in the fight against VILSIP in Poland. Policy makers supported the outcomes of the project – i.e. the training programme developed – and used them to raise awareness on sexual violence in the country.

- Given the successful results of the project "*A step forward – Empowering young people and women from local Roma communities*", the inter-institutional group for Resource Provision of Roma integration in Bulgaria– within the Ministry of EU funds management – approved the "community centre" methodology developed on the basis of the project's outcomes and - through national funding - is planning to insert this new approach into a new policy initiative.

- The project "Circles for Europe: Together for Safety", co-funded by Daphne III in 2008, developed

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[49] Full project title: "Realising rights? A mapping content and assessment of the impact of EU legislation on preventing violence against women and children"

[50] See: 'Feasibility study to assess the possibilities, opportunities and needs to standardise national legislation on violence against women, violence against children and sexual orientation violence'

[51] European Parliament resolution of 25 February 2014 with recommendations to the Commission on combating Violence Against Women (2013/2004(INL)), http://www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//TEXT+TA+P7-TA-2014-0126+0+DOC+XML+V0//EN

> a new approach based on Circles of Support and Accountability (COSA) - i.e. groups of volunteers with professional supervision to support sex offenders and to facilitate their reintegration into society. The approach developed received positive feedback from policy makers and was integrated in two EU countries through national funding.

Some of the public service contracts procured with Daphne III funding also contributed to improving the evidence base for EU policymaking. The outputs of these contracts included various Opinions, reports and a feasibility study (on standardising national legislation on violence against women, violence against children and sexual orientation violence).[52]

Some project outcomes also contributed to the development of legislation at national and regional level. The dissemination of Daphne results could spark off public debate over the need to change national legislation and public authorities planned to make changes to national provisions on the basis of these results. For instance, under the DIGNITY Project, a nation-wide campaign called "Turn off the Red Light" promoting a change in the Irish legislation – similar to the Swedish model where the purchase of sex is criminalised – started after project results were disseminated. This became a major campaign in Ireland attracting support from all parts of civil society, including national women's organisations and the trade union movements. Similarly, the project "*Sexual Abuse against Children in Institutions*" ignited discussion in Lithuania and Bulgaria in relation to the need for raising the age of consent, a measure to combat child abuse.

4.2 Effectiveness of the projects in achieving their own objectives

The overall results of the projects in relation to the objectives of the programme were described in section 4.1. It is more challenging to assess the extent to which *project* outputs were achieved (in comparison to planned outputs), namely because grant applicants were only required to identify a measurable target for their outputs towards the end of the programme and final reports are not yet available for these projects. The assessment of effectiveness in achieving project objectives is therefore assessed in terms of:

■ Analysis of the information on outputs, implementation of activities and achievement of objectives from final reports (where available), and
■ Self-reporting from grant beneficiaries responding to the online survey and participating in the follow-up interviews.

This section shows that while around one third of grant beneficiaries were not able to implement all of their activities and/or produce all outputs as planned, this rarely affected their ability to achieve the project objectives in terms of outcomes achieved. Indeed, many projects achieved outcomes beyond what they had initially expected. In some cases, the non-achievement of objectives was a result of an overly-ambitious intervention logic which assumed that behavioural change would be achievable within the project's timeframe (which was not possible). In very few cases were objectives not achieved due to poor planning, mis-management or breakdown in communications between partners; however, grant beneficiaries note that strong partnerships (and clear intervention logics) were the two main 'critical factors' for the success of their projects.

Effectiveness in completing planned activities and producing (all) planned outputs

According to grant beneficiaries' final reports, around two thirds of finalised projects (139 in total) had been finalised according to plan.[53] Another third (74) had not implemented some activities (i.e. less than four planned activities) and two had not implemented many activities (i.e. more than four). In the two projects which did not implement more than four planned activities, this was because of delays which had a knock-on effect in one project, mis-management and poor planning (i.e. nearly all target values for outputs were reduced once the project began) in the other. For the 74 projects in which some activities were not

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[52] These outputs are available on the DG Justice website: http://ec.europa.eu/justice/gender-equality/document/index_en.htm#h2-6
[53] Based on an analysis of responses to the question "were all activities completed as planned?" in the 216 projects for which Final Reports were available.

implemented, the reasons for not implementing all activities (as stated in the final reports)[54] are outlined in Table 4.1.

Table 4.1   Reasons for non-implementation of some activities

Reason	Number of projects
Unforeseen external obstacles	29
Lack of time	20
Activities were considered no longer necessary	10
Merging activities	6
Staff departure / insufficient staff	7
Lack of interest of beneficiary group	7
Insufficient financial resources	7
Organisational reasons	7
Disagreement or lack or lack of cooperation between partners	5

Source: ICF analysis of 302 mapped projects

External obstacles include accidents such as flooding which destroyed pamphlets that were not reprinted in one project and administrative delays in receiving permits etc. from authorities in Member States.

Activities which were no longer considered necessary included the printing of a training manual (funds were used instead to translate the manual into other languages) and a discussion group with the target group, which was later considered counterproductive. As stated in Table 4.1, six projects merged activities; this was usually to better adapt the activities to the target audience or to streamline processes and avoid duplications of effort. For example, a conference in one project was not implemented to avoid duplication with a conference organised by the Commission.

Other obstacles reported by project beneficiaries in interviews conducted for this evaluation included a lack of coordination amongst partners or lack of agreement on task allocation / methodology, language barriers, and changes in the management team or in the partner organisations.

While 20 grant beneficiaries reported that they ran out of time to implement their project activities, this is quite a low percentage (9.25%) and suggests that time was sufficient in most cases. Indeed, of the 38 respondents to the online survey who reported that they would have liked a longer duration of grant, only 6 reported that this was to buffer / counteract delays experienced earlier in the project (including those external to the project). The other reasons for wanting more time related rather to improving the quality of tools used, measuring impact (e.g. behavioural change), covering more objectives, increasing the trust of target groups, and developing the partnership. A couple of survey respondents stated that they would have liked more time to disseminate project outputs ("12 months") and another would have liked more time to provide follow-up training.

Effectiveness in achieving planned objectives

Out of the 95 online survey respondents whose projects were finalised at the time of responding, only 37 (39%) reported that had achieved *all* of their objectives. A further 47 (49%) stated that they had achieved most of them and one reported that they had achieved only a few objectives.[55] Where grant beneficiaries stated that they did not reach all of their own objectives, this was often because they had not been able to produce all the outputs originally planned (e.g. omitting some outputs or reducing the number produced or number of target beneficiaries reached), but the evaluator's analysis of the final reports suggests that in many cases this did not affect the overall objectives being reached, as alternative outputs

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[54] In some cases multiple reasons were indicated.
[55] One respondent provided no response to this question of the online survey.

or methods of achieving the objective were sought – e.g. instead of producing an information booklet for parents, parents were invited to a dissemination event.[56]

Indeed, rather than *not* being able to implement activities, the results of the online survey suggest that many *additional* (unplanned) activities were implemented through Daphne III funding: out of 136 respondents to a question of the survey on unexpected positive effects, 96 (71%) indicated that they were able to develop additional activities to those initially expected: 33 respondents reported that they had received attention from policy makers which had been additional to their expectations, 60 reported that they had been able to disseminate additional outputs, and 61 respondents indicated that they had reached target group(s) additional to those initially planned.

Interviews with grant beneficiaries suggest that the latter measure their own 'project success' in terms of:[57]

■ Achievement / exceeding of planned outputs (training, reading materials, etc.),
■ Reaction of the target group (i.e. obtaining positive feedback, increasing awareness amongst the target group, or gaining the group's trust),
■ Sustainability (of the partnership, of the outputs) and a wider-than-expected dissemination of the outputs,
■ Level of interest from policymakers, and
■ Innovation (of method, of topic area covered).

Overall, both the final reports of grant beneficiaries and the evaluator's consultation with the latter for the purpose of this evaluation suggest that immediate outcomes of the project were largely achieved. One of the reasons for project success mentioned by grant beneficiaries was a clear intervention logic with regard to the target group, the objectives, the method and activities to implement. Projects/activities, which based their activities to implement on target groups' needs and a clear methodology, were able to achieve all objectives as planned and – in a certain number of cases – unexpected positive results. Indeed, an analysis of final reports suggests that where some beneficiaries reported that they had not met all of their objectives, this was because some of the objectives (e.g. behavioural change) were overly-ambitious within the timeframe permitted. While it is important for Daphne III-funded projects to have longer-term objectives, they should recognise that these will often not be able to be realised within the timeframe of the Daphne III project and should propose ways of ensuring (a) sustainability towards the longer-term goals and (b) ways of measuring this impact in the future. Grant beneficiaries also noted that a strong partnership was crucial for the achievement of objectives. A clear task allocation, agreement on the method / activities to implement and engagement of all partners enabled to reach the target groups – including those difficult to reach – and ensured a wider dissemination of results achieved.

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[56] 2008/1204
[57] Based on an analysis of responses to the interview question: "*Given that you indicated in the online survey that your project has reached the planned objectives, or it is expected to do so in the future, do you think the project was particularly successful in any way?*"

5   Sustainability and innovation

> *Were the results of the implemented actions sustainable in the long-term?*

In terms of sustainability, the evaluation investigated firstly, whether the results, outcomes and impacts achieved by the projects are sustainable beyond the project funding period. The three most important means of achieving sustainability is through: dissemination of the projects' results, continuation of activities/partnership and the successful transfer of these results to other contexts, organisations and Member States without additional funding or limited funding.

Overall, it was found that in terms of dissemination, the Commission, in spite of having its own dissemination tool, has been less successful. By contrast, grant beneficiaries appear to have planned and effectively disseminated the results of their projects to policymakers, practitioners and other organisations in the field. This effective dissemination has, in turn, paved the way for the sustainability of the programme's results, outcomes and impact.

With regard to the continuation of the projects' activities, it was indicated by the majority of the grant beneficiaries surveyed that, even though arrangements have been made in some cases for the continued use and/or availability of the outputs (e.g. a website), additional funding is needed. With regard to the sustainability of partnerships formed under the programme's funding, the evidence is somewhat conflicting between the project documentation showing that only a low number would continue whereas the majority of the online survey respondents indicated that their partnership would be sustainable beyond the project.

The potential for transferability of the produced outputs, which can be achieved by effective dissemination, has been reported as sufficiently present by the grant beneficiaries surveyed and interviewed.

5.1   Sustainability of the results

5.1.1   Dissemination of results

> *How effectively have the beneficiaries and the Commission disseminated the results achieved by the implemented actions?*

5.1.1.1   *Effectiveness of the Commission's dissemination*

This section examines how and to what effect the Commission disseminated the results achieved by the implemented actions. As noted in Section **Error! Reference source not found.**, dissemination of results constituted an important aim of the Daphne III programme:

■ One of the actions of the programme listed in Article 3 of its legal base was 'dissemination of the results of Daphne I and II';
■ In each of the Calls for Proposals, dissemination was one of the criteria for the selection of AG beneficiaries (worth 10% of the overall score); and
■ Further, in the 2007 to 2012 annual work programmes, it was stated that public procurement contracts would be made available for the updating of the 'Daphne toolkit', which catalogues information about projects funded under the programme.

However, in practice, the Commission did very little to disseminate the results of Daphne III, as explained below. It is possible, that potential good practices (see e.g. section 4.1.1) would have had a greater geographic impact had they been publicised and their outputs disseminated to other potentially interested Member States through an EU mechanism.

A total of seven out of the 302 Daphne projects mapped had, as one of their areas of activity, the dissemination of results of Daphne I and II, but six out of these seven only disseminated the results to the extent that they were follow-on projects from those funded under Daphne II. The seventh project (Daphne Diffusion) developed a database of "more than 2,450 organizations from the 27 EU Member States that deal with Daphne issues".[58] However, the database does not contain information on the results of Daphne III. Further, the grant

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[58] http://psytel.eu/daph-diff/

beneficiaries confirm that the database has not been publicised or shared widely at EU level – its use is largely limited to national use in the countries of the three partners; this has severely hampered its effectiveness as a dissemination tool.

The Commission sought to use procurement to fund dissemination activities by funding the printing of booklets on Daphne good practices and updating the Daphne toolkit[59], but these again involved only the outputs and outcomes of Daphne I and II. Indeed, three contracts had been awarded for the updating of the Daphne toolkit (in 2007, 2009 and 2010), but the website remained out of date. This represents a missed opportunity for the Commission, because in consultations, the latter stated that the toolkit, when up-to-date, enabled them to monitor as well as disseminate the results of the programme. Given the importance attributed to the dissemination of results, as reflected in the criteria for selection and as expressed in interviews with Commission officials, it would be recommended to update the toolkit with the results of Daphne II and III, so as to firstly, strengthen the potential for the Commission, but also grant beneficiaries and other interested parties, to share good practices in the programme's policy areas across the EU. Secondly, it would provide a tool for the Commission to avoid overlap and duplication of projects funded/considered for funding in the future.

In sum, the Commission has missed opportunities to improve dissemination of the results of Daphne III through its own actions.

5.1.1.2 *Effectiveness of the grant beneficiaries' dissemination*

As mentioned in section 5.1.1.2, the Commission launched calls for proposals which required grant applicants to have a dissemination strategy in place. The grant beneficiaries were required to ensure that the outputs and results obtained were actively disseminated so that they could survive the project. From 2012 onwards, there was a change in the template for funding applications, which required applicants to provide a more detailed – and therefore higher quality – dissemination plan.[60] As a result of this, applicants in the project proposals reviewed for this evaluation clearly stated which entities would be responsible for dissemination, the different methods that would be employed and how many people they would expect to reach. The review of project documentation therefore suggests that the requirement to provide a more detailed plan made a positive contribution towards a better planning of dissemination among grant beneficiaries. However, project manager reporting in the online survey conducted for this evaluation suggests that project managers were already planning their dissemination: more than 90% of the 145 respondents to the online survey reported that they had a dissemination strategy in place (see 0 in the next section). Most respondents to the online survey reported that their results were/would be disseminated in more than one country (97%) and in more than one language (97%). Indeed, the fact that the projects were transnational already improved possibilities for dissemination (see section 7.3). The fact that many grant beneficiaries have been successful in reaching policymakers, practitioners and/or in transferring their outputs and methods to other Member States suggests that grant beneficiaries were reasonably effective at disseminating the results of their actions.

Most grant beneficiaries disseminated their project results through[61]:

■ Production and dissemination of information materials such as newsletters, brochures, leaflets etc.;

■ Organisation of information events including seminars, conferences and meetings;

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[59] This was a webpage and database set up to enhance internal coherence by cataloguing information about projects funded through the programme. Started under the Daphne I programme, the toolkit was set up as a resource for future applicants to review past actions and learn from these, the toolkit, but to date still only contains information on (Daphne I and II) projects funded to 2006. It was set up as a resource for future applicants to review past actions and learn from these, but the information it hosts remains out of date.

[60] Applicants were asked to outline how they would reach their target group with the information and knowledge produced and to explain the reason for their choice of communication tool(s). Until then, applicants had been asked only to describe how they planned to disseminate the outputs of the project, as well as how they would acknowledge the Commission and Daphne III programme.

[61] Source: Survey for the ex-post evaluation of the five DG Justice programmes 2007-2013. Question 23a: How have you reached/will you reach relevant policy makers at national and EU level?

■ Involvement of media/journalists through publications of newspaper articles or by organising information events, specifically targeting media;
■ Updating and expansion of networks' databases; and
■ Set up of project's website and updating of website content.

Grant applicants report that dissemination led to the following positive effects[62]:

■ Establishment of new networks at EU and national level. This involved actors focusing on different target groups but working in the same policy area. For instance, one of the main outcomes of the HERMES project was the establishment of a multidisciplinary network involving public authorities and NGOs working with different target groups (e.g. women, LGBT communities, young people) in relation to the prevention of gender-based violence; and
■ Improved practice and increased professionals' knowledge through dissemination of good practice and mutual learning activities. Participants generally acted as multipliers and disseminated new learnings and practices in their national context leading to an improved treatment of target groups and people at risk.

5.1.2 Transferability of results

Data from the online survey shows that most outputs produced could be transferred in other EU countries. This was further confirmed by all grant beneficiaries interviewed. Out of 139 respondents, 82% reported that all or some outputs could be used without any changes in more than one country. Out of 135 survey respondents, 67% reported that the transfer could be done with some minor changes in more than one country, while 10% stated that this was/ will not be possible. Further evidence of transferability, as reported by grant beneficiaries responding to the online survey, is provided in 0 below.

Figure 5.1   Transferability of project results
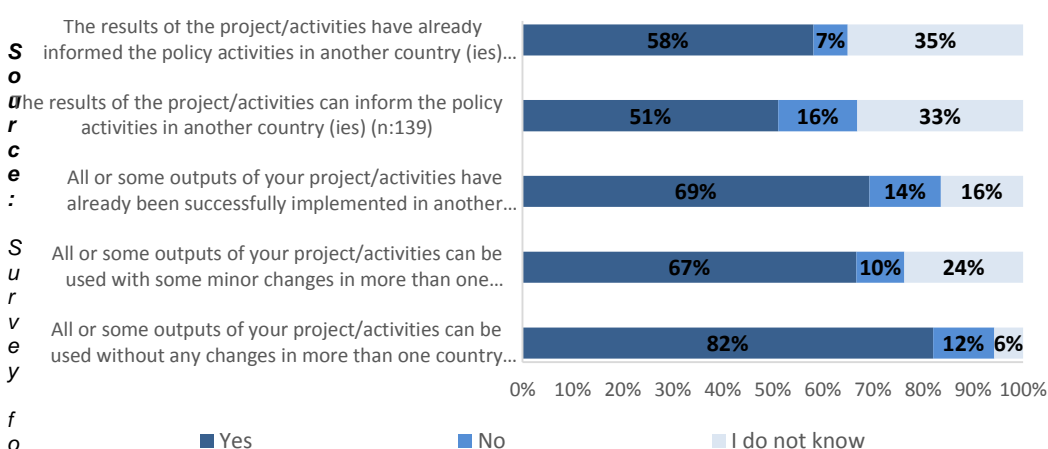
*Source: Survey for the ex-post evaluation of the five DG Justice Programmes 2007-2013.**Question 25**: Please comment on the transferability of the outputs of your project/activities*

On the basis of an analysis of the final reports and the interviews with grant beneficiaries, it was found that for some projects, an increased potential for transferability was already included in the project design phase. For example, by undertaking, as part of the project activities, a needs assessment or comparative research on how a certain issue was addressed in a number of Member States or on differences in legislation/policy, a product, such as a guide, could immediately be developed adapted to the different, known, contexts[63]. In this way, a more effective and efficient approach is taken with regard to ensuring transferability, rather than trying to adapt a product afterwards to take account of

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[62] Results assessed based on stakeholder consultation (both online survey replies and follow up interviews) and analysis of project documentation
[63] Project HERA (JUST/2009/DAP3/AG/1167) VALENCIA CITY COUNCIL – LOCAL POLIC - Improving Police Management on Domestic Violence by Women´s Empowerment -Hera project has carried out research on police management of gender based violence in 7 EU countries. Through this research, transferable best practices have been identified and described in order to set up a Manual for police officers dealing with this matter.

different contexts. Moreover, being part of a network or having a certain number of transnational partners (enhanced by the transnational nature of the programme) facilitates the potential for transferability.

A few project beneficiaries noted that transferability of outputs or approaches developed could be significantly affected by the progress made by other Member States in a given policy area. Advanced social policies could facilitate the transferability of innovative methods whereas countries which are behind in a given policy area could not be able to adopt a new approach.

5.1.3 Continuation of project activities and/or partnership

Of the 216 projects mapped for which final reports were available, two thirds (154 in total) reported that the projects would have at least some form of sustainability in terms of full or partial continuation of the project activities and/or continuation of their partnership. In most of these cases (105 out of 154), this concerned part or full continuation of the activities and to a much lesser extent (29 out of 154) the continuation of partnerships which were formed only for the purposes of the project. However, informal contacts may remain. At the time of the online survey, a higher percentage, i.e. 68% (or 94 out of 139 respondents) stated that the partnership established as part of their project continued after completion of the project. This significantly different figure may be due to timing (e.g. opportunities to extend the partnership may have been identified after the submission of the final report) or sample (i.e. sample responding to the online survey is skewed).

Examples in the final reports included the description of activities that had already been planned with the partners; others mentioned that the outputs of the implemented actions had been incorporated into training / educational curricula (14 actions) and others stated that outputs (e.g. websites, reports, leaflets, etc.) produced via programme funding would continue to be disseminated / available after the project close.

Overall though, it can be concluded that there is no strong evidence to demonstrate that the results of the projects were not only *continued*, but indeed proved sustainable beyond the project funding. When looking at the extent to which further funding is reported as required to sustain the results obtained, in total 79% of the online survey participants (113 out of 143) indicated that further funding was needed to guarantee sustainability of the results of the project/activities.[64]

The grant beneficiaries[65] were furthermore, through the follow-up interviews, asked to indicate for which specific elements of their project they required further funding. This showed that in most cases, additional resources were considered necessary to foster the transferability and dissemination of (parts of) the project outcomes:

- Translation activities (e.g. guides, reports) for use in other Member States;
- Extending the results to a wider group of beneficiaries or inclusion of a different type of target group (i.e. horizontal mainstreaming);
- To support the take-up of the results achieved within one locality or Member State in another Member State or locality. This would include for example service and advice points, training, etc.
- Training activities (especially adapting training courses and manuals to other contexts); and the
- Involvement of additional partners.

Of those indicating that they needed further funding to sustain the results, 25 out of the 113 (22%) had already managed to secure further funding mainly at national and local levels.

To conclude, in order to ensure that funded projects plan and execute the dissemination of their results in the future, it would be recommended that at programme level:

- The criterion of 'dissemination' for selecting AG beneficiaries is maintained;

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[64] Source: Survey for the ex-post evaluation of the five DG Justice programmes 2007-2013.
Question 30a: Please comment on the following statements with regard to the financial sustainability of the results of your project/activities.
[65] 23 out of 30 grant beneficiaries that were interviewed indicated they needed more funding to sustain the results.

- The weight of this criterion (10%) is maintained or even increased;
- The requirement for applicants to include in the project design a strategy for dissemination is maintained. This would, amongst others, include information on: the target audience(s); dissemination tools tailored to the target audience; timeline (e.g. do mainstream services, where applicable, need to be involved / aware from the start of the project); expected outputs; etc.;
- The future applicants are required, or stimulated, to earmark part of the budget for dissemination;
- The project reporting adequately records the implementation of the dissemination strategy and its impact (i.e. methods; audience(s) targeted (who and how many); audience(s) reached; follow-up actions). This will also facilitate the monitoring and evaluation hereof (see Section 6).

6 Efficiency and scope for simplification

The assessment of efficiency found that the funding made available for the implementation of the programme was possibly not sufficient considering the high level of ambition of some of the objectives, the very high demand for funding and the overall high absorption rate of grants. In addition, the themes addressed by Daphne III are highly popular, in particular amongst stakeholders more prone to be dependent on external funding. The financial resources available were however used in an efficient way, with grants producing outputs which are in line with the inputs and in particular representing good value for money because of the good inter-linkages between the different activities.

Although the expected impacts of Daphne III were perhaps too ambitious, similar to the objectives, the programme achieved positive outcomes and impacts, in particular through networking, direct support and advice services, research studies and capacity building, which suggests that the amount of money spent was reasonable in comparison to the achievements. For many projects, it is also still too early to identify longer-term effects. The high demand for Daphne III grants allowed the Commission to further chose those projects which showed most potential and appeared to represent the best value for money.

The allocation of funds among the different funding tools was overall logical and well-structured, although there was some room for overlap between grants and procurement. Allocations to AGs were efficient, while commitments to OGs were less than anticipated. However, the grants showed high absorption rates which would indicate a good level of efficiency. The amounts available per grant are overall sufficient for achieving their individual objectives and for making a difference, both according to stakeholder views and when considering the outputs, outcomes and impacts achieved.

Procurement contracts, overall, cannot be considered to have been allocated efficiently, as only less than one fifth of the initial allocation was spent, with many planned activities not being implemented. However, since funds were transferred from the procurement budget to grants, the money was still spent on the programme.

When looking at the scope for simplification, it was concluded that, even though the application and reporting requirements became more detailed throughout the funding period, this has benefitted the efficiency and the quality of the programme. However, in particular for grass-root and small organisations, but also other types of organisations with limited experience with fund applications and management, this requirements were felt as burdensome (especially with regard to financial reporting).

6.1 Efficiency

Are there sufficient financial resources available for the implementation of the programmes and are they used in an efficient way? Is the amount of money spent reasonable [i.e. proportionate] *in comparison to the positive impacts achieved?*

Is there efficient allocation of funds among the different funding tools (action grants, operating grants, procurement contracts)? Are the amounts available per project sufficient for the implementation of the project's objectives?

When looking at whether sufficient financial resources were made available for the implementation of the programme, it is first worthwhile to verify whether, when looking at the objectives it wished to achieve, the resources allocated would appear to suffice (this process is akin to a retrospective ex ante evaluation). As a next step, the overall level of programme absorption (the amounts committed versus those allocated, and the amounts paid versus those committed) could be considered, based on the assumption that a slightly lower absorption rate may be indicative of the resources being sufficient.

To determine whether the financial resources made available were used in an efficient way, it is useful to analyse the inputs (i.e. costs of the project) versus the outputs produced. However, given that data on inputs only exists for an entire project (i.e. not broken down by specific activities / types of expenses) and considering that output data is not comprehensive, undertaking a full input – output analysis will not be possible. Instead, where

possible, a set of projects with similar activities are being compared in terms of their costs and generated outputs. The lowest 'unit costs' which have been achieved for a project that is deemed to have been successful could be used as a benchmark. However, given the varied characteristics of programme beneficiaries and programme contexts such benchmarks need to be considered with caution.

In order to define whether the resources spent were reasonable (i.e. proportionate) to the anticipated and achieved impacts, it is first important to establish what kind of impacts were expected at programme and project levels and whether this was reasonable considering the amount made available to the programme and the projects (again akin to a 'retrospective' ex-ante evaluation); and second, to review whether these impacts were achieved (as discussed under Effectiveness in section 4) in a cost-effective way.

There is also scope to examine the resource allocation process, e.g. whether calls were competitive, whether they were funding innovative activities or activities with a strong EU-added value, whether cost-effectiveness (or good value for money) was used as a selection criteria, etc.

Whether the allocation of funds among the different funding tools was efficient first depends on the appropriateness of these tools and the logical links between them. Where the most appropriate method of resource allocation has been used and there were choices to be made between proposals and grants/tenders it is more likely that the resource allocation would have been appropriate. Where the programme managers had little or no choice there is a danger that the projects and activities funded would not receive optimum resource allocation.

Finally, to assess whether the amounts available per project were sufficient for the implementation of their objectives, and to allow them to make a difference in their respective policy area(s), it is useful to first examine the extent to which projects incurred an over- or underspend and second, to assess the extent to which they generated the desired results, outcomes and impacts with the amount made available. Here comparisons between projects having similar objectives and operating in similar contexts can provide useful insights.

6.1.1 Extent to which financial resources made available were sufficient

The total budget planned for the implementation of Daphne III over the period 2007-2013 was 124 million euro with an average annual planned budget of just over 17 million euro. The funding was provided via grants (i.e. AGs and OGs) and public procurement contracts. The largest proportion of the budget (92, 5 million euro or just over 75%) was planned for AGs.

Table 6.1   Planned budgetary breakdown for the DAP programme (2007-2013)

| | Available Budget for Grants and Contracts | | | | | | | |
| | Projects (action grants) | | Operating grants | | Commission initiatives | | Total Annual Budget | |
Year	Value (€)	%	Value (€)	%	Value (€)	%	Value (€)	%
2007	11,000,000	85%	1,900,000	15%	1,000,000	8%	13,000,000	100%
2008	11,944,160	81%	2,000,000	14%	800,000	5%	14,744,160	100%
2009	14,417,120	81%	2,580,000	14%	800,000	4%	17,797,120	100%
2010	14,573,440	83%	2,500,000	14%	560,000	3%	17,633,440	100%
2011	12,070,070	66%	2,000,000	11%	4,000,000	23%	18,070,070	100%
2012	11,955,000[66]	66%	4,000,000[67]	23%	2,000,000	11%	17,955,000	100%
2013	16,504,000[68]	90%	1,000,000[69]	5%	1,000,000[70]	5%	18,504,000	100%

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[66] This type of action includes action grants to specific transnational projects of Union interest (call for proposals) and action grants under Article 168 of the Implementing Rules.
[67] This type of action includes operating grants to support annual activity programme of non-governmental organisations or other entities (calls for proposals) and operating grants to support NGOs mandated to run the 116 000 hotline for missing children.
[68] This type of action includes action grants to specific transnational projects of Union interest (call for proposals), 116 000 Hotline (specific action grants) and Child Abduction Alert Mechanism – specific action grants.

| **Total** | **92,463,790** | **15,980,000** | **10,160,000** | **117,703,790** |

DAPHNE III - annual work programmes (2007-2013)

The general objectives of Daphne III related to: Making a contribution to preventing violence; the protection of women from violence; the protection of children from violence; the protection of young people from violence, and; Influencing development of community policy. The first four objectives are highly ambitious and impossible to address with approximately 124 million euro over a period of seven years, but the wording of the founding decision rightly specifies that it is about making a contribution towards these issues. Nevertheless, the scale of the problems in relation to abuse and violence overall would in principle require (much) more funding. The last objective, being focussed on the development of EU policies supporting the first four listed, is more realistic and commensurate with available funding. The fact that the programme is in its third round and has been steadily increasing with each financial perspective[71], may be an indicator of a higher demand and possibly an insufficient level of financial resources made available for this kind of actions (i.e. mostly transnational and/or at EU level). On the other hand, the Daphne programmes addressed highly 'popular' themes for which possibly at national level relatively little funding was available but with many stakeholders (e.g. NGOs) being dependent on external financing.

When looking at the extent to which the initial programme allocation was effectively committed, roughly 96.6 million euro was committed to AGs (i.e. in terms of grant agreements signed), 8.9 million euro to OGs and 2 million euro to procurement. Compared to the initial allocations, AGs received approximately 7 million euro more than initially envisaged, whereas OGs received 7 million less. In spite of this apparent transfer, overall the grants were in very high demand and more funding could have been absorbed too, which makes sense when considering the programme's ambitious objectives and the scale of the problem. The increased commitments to AGs spread across the programming period, is shown in Figure 6.1 below. The high demand for projects (in terms of applications versus selected projects) is presented in Figure 6.1 below: a total of 1,929 Daphne applications were submitted between 2007 and 2013 and a total of 307 projects (i.e. 16%) were selected.

Only 2 out of 10 million euro allocated to procurement were committed, which would suggest that funding made available was too generous or could be indicative of some other inefficiencies (see also section 6.1.4 below). However, funding allocated to – but not spent on - procurement was reallocated to grants, hence some efficiency gains were made, as the money did not go to waste. When looking at the payments made to date (bearing in mind that project completion is low on several AG calls, see also section 6.1.3 below), the slightly lower absorption rates overall would suggest that the funding, once committed, was overall sufficient.

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[69] This type of action includes operating grants to support annual activity programme of non-governmental organisations or other entities (calls for proposals).
[70] As for 2013, this type of action only consisted of public procurement.
[71] Daphne II amounted to 50 million euro, but for a period of 5 years. Daphne I allocated 20 million euro for a period of 4 years.

Figure 6.1   Overview of Daphne's indicative allocation of funding per call, versus the committed budget per call and the total amount of projects paid (hence completed)

Note: No information was available on: the indicative total allocation of funding for 2012 AG CAAM

Figure 6.2   Total number of applications rejected and selected per call by type of funding tool
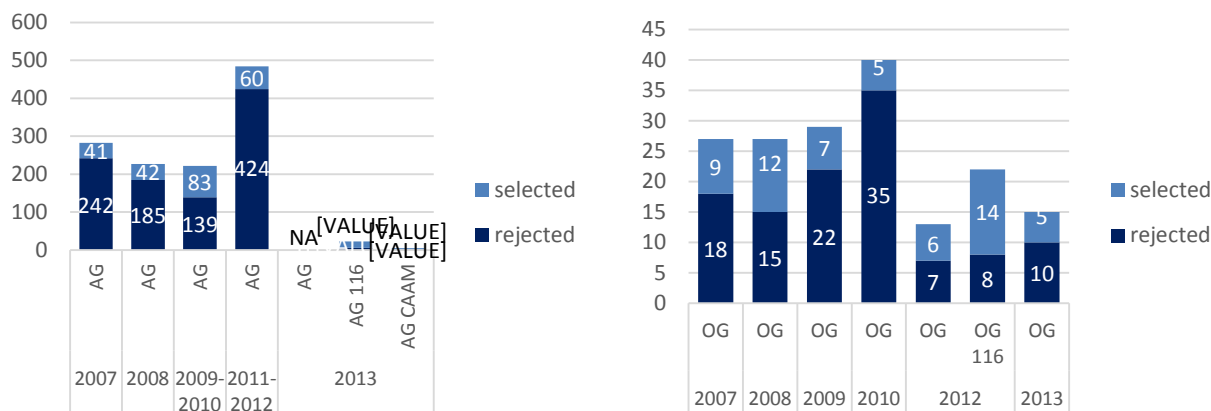
6.1.2   Extent to which the financial resources made available were used in an efficient way

The total budget planned for the implementation of Daphne III over the period 2007-2013 was 124 million euro, of which 109 million euro was committed. Given that not all actions have been completed, the total amount paid is not yet known, but overall, underspend appears to be low on average (less than 20% of the committed value). With this money, Daphne III funded 249 AGs, 58 OGs and a total of 22 procured actions. The good spending levels and high numbers of grants provide a first suggestion that the financial resources were used in an efficient way. For procured activities, it appears that all those contracted and completed to date were fully paid, which would also hint at efficient use of financial resources.

The data available on procured projects is insufficient to undertake an analysis of the inputs and outputs. For the grants (AGs and OGs), this is only to a (very) limited extent possible. First, the input data is insufficient in order to be able to identify the costs of individual outputs and hence establish benchmarks, given that information was only made available on the total cost of the grant (commitment or payment) and not by type of activity or type of
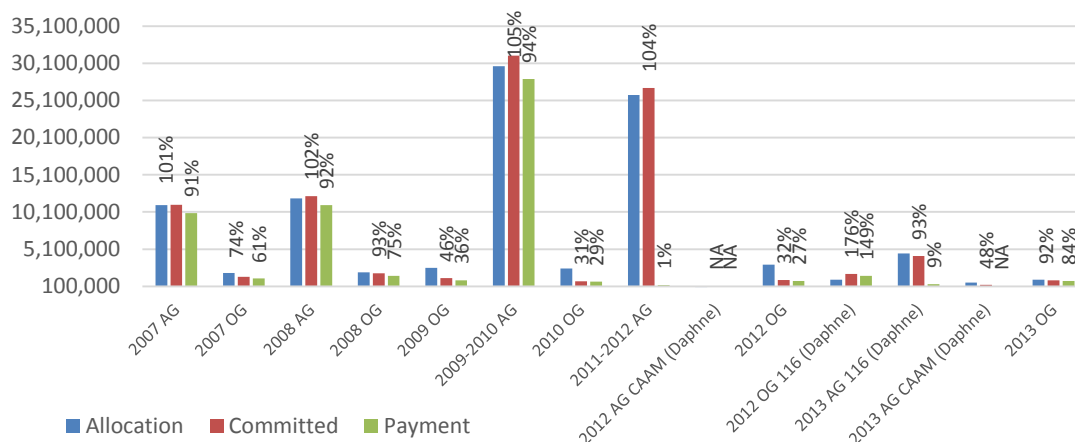
expense. This hence makes it impossible to establish any kind of unit cost, given that nearly all projects undertook a combination of different types of activities which each led to different sets of outputs. Second, the quality and completeness of the data on outputs, identified through the mapping exercise of all projects, varies greatly as it entirely depends on the level of detail on outputs provided in the final reports on the grants. Whilst some grant

beneficiaries wrote very detailed reports with quantitative information, others did not offer the same degree of detail.

In order to still analyse some of the project inputs and outputs, a set of completed projects were identified which implemented a 'minimum' number of types of activities. As only six projects were identified which only undertook a single type of activity (three implementing analytical activities and three others implementing each a different type of activity), it was not possible to look at this sample. It was subsequently found that 17 projects (16 AGs and one OG) had implemented a combination of only two types of activities, namely analytical activities and awareness-raising activities. Table 6.2 below presents the outputs identified for each, from the grant with the lowest value to the highest value.

Nearly all action grants, as part of the analytical activities, undertook data collection and analysis activities, surveys, methodological development, mapping and other similar activities which were often subsequently presented in a report or study. As part of awareness-raising activities, very often the results of the analytical activities were disseminated and presented to a wider audience, for example through presentations at events, the organisation of events, through websites (developed or expanded for the occasion) and by producing dissemination materials such as leaflets, brochures, newsletters, etc. Considering this against the substantial difference in grant budgets (from a bit less than 80,000 euro to more than 500,000 euro), the main reasons for price differentials appear to relate to:

For analytical activities:

- Publication costs: the number of paper copies or CD-ROMs produced containing the outputs of the analytical and related activities
- The development and delivery of training related to the analytical activity
- The development of guidance materials related to the analytical activity
- The size of the survey sample
- The implementation of other 'complementary' activities, such as study visits, exchanges, summaries, articles, etc.

For awareness-raising activities:

- Publication costs: the number of leaflets and other promotional materials produced
- The size of the conferences organised
- The extent to which seminars, workshops and other events were international or not

When looking at Table 6.2 below, it would appear that on the basis of the data available, some projects made more efficient use of the resources than others. Several AGs of less than 250,000 euro produced similar or even more outputs than some AGs exceeding this amount. However, at the same time, several of the more 'costly' AGs do appear to have reached out to larger target audiences, e.g. through larger survey samples, higher number of publications and higher numbers of participants as well as the development of related outputs which may have put costs up, such as for example the development of a video, an online game and an e-learning portal. The only OG in the sample shows proportionally higher outputs, but this is in part attributed to the fact that many of the activities developed are in part embedded in the 'business-as-usual' running of the organisation, rather than being set up from scratch, which is the case for the majority of AGs.

On the basis of the above, overall, resources appear to have been used in an efficient way, with the exception of some grants which show relatively few outputs when considering their total budget. This may point at inefficiencies, but at the same time, it may also in part be caused by a lack of clear reporting outputs and results as part of final reports.

Another interesting aspect, when looking at the outputs, are the strong links between analytical and awareness-raising activities, which is another indicator of efficient use of funding. Grants often started with data collection analytical activities, which were subsequently used to inform reports, but also to be used as a basis for training and guidance, and finally disseminated to a range of other products, e.g. websites and events.

Table 6.2   Inputs and outputs of grants focusing on analytical and awareness-raising activities

| Call for Proposal	Project code	Total project cost in €	Outputs and results related to analytical activities	Outputs and results related to awareness-raising activities
2008 AG	1347	79,530	One survey One report distributed in 200 copies	Various launching events Three experts meetings
2008 AG	1358	164,023	Data collection and analysis Comparative analysis of situation in different MS Publication of papers Follow-up studies	4 seminars Presentations at various events
2007 AG	140	190,000	Development of method Mapping study Synthesis of study Software development CD-ROM	Presentations at various events Various dissemination activities
2009-2010 AG	1351	194,920	5 research reports 5 evaluation reports of training	Various dissemination materials
2012 OG	2403	195,944	4 study visits with 51 participants 3 projects linked for synergies Training to 19 people 1 annual conference 1 observatory created 46 country reports 2 periodicals	New network with 4000 members Website development leading to 150,000 visits per month 11 newsletters to 500 subscribers
2009-2010 AG	1233	220,327	Data collection and analysis Comparative analysis Executive summary Survey	Website development
2007 AG	75	238,292	Evaluation report 500 copies Guidelines 600 copies	Transnational event Brochure 1600 copies Website development Online video
2007 AG	203	238,669	Study visits for 68 people Study visit reports including recommendations 8 exchange visits 4 seminars	Website development Leaflets Radio & TV interviews Press releases

Call for Proposal	Project code	Total project cost in €	Outputs and results related to analytical activities	Outputs and results related to awareness-raising activities
			Training sessions	Final conference 400 people Development of 1 national campaign
2009-2010 AG	1337	286,961	Comparative analysis Training programme Training materials	Website development Dissemination seminar for 250 people
2009-2010 AG	1349	304,890	Survey of 696 people Report on the survey Toolkit	4 workshops for 224 people Social media development
2007 AG	135	320,000	Data collection and analysis Guidelines Publication of a book	Poster presentations at 2 events
2009-2010 AG	1392	322,302	Report on methods and tools for 400 social workers	Website development
2009-2010 AG	1395	376,373	Training programme Training manual	Website development
2008 AG	1260	396,000	Guidelines distributed to 5000 people Article / paper Survey 3 training sessions to 308 persons	Leaflet distributed to 2,000 persons CD-ROM with 25 outputs in 10,000 copies Final conference 185 people
2007 AG	134	399,893	Data collection and analysis Report Expert workshops Survey covering 3793 persons	Website development Leaflets on project results to 1,400 people
2009-2010 AG	1068	422,228	Data collection and analysis Report Methods review E-learning portal Online game Research paper	International conference Newsletters
2009-2010 AG	1398	526,210	Training package to 953 people Guidelines to 600 people Handbook	Publicity packs to 55,985 people

The efficiency of implemented actions was generally rated as very high and the majority of actions were at least considered as good value for money. The difference in efficiency ratings between different activities is of little statistical significance. Of the four activities rated by respondents:

■ 52% (54 out of 103) of those that implemented 'analytical activities' rated them as "best value for money";
■ 45% (55 out of 123)of those that implemented 'awareness-raising, information and dissemination' rated them as "best value for money";
■ 53% (56 out of 105)of those that implemented 'training activities' rated them as "best value for money"; and
■ 50% (56 out of 111) of those that implemented 'mutual learning, exchange of good practices, cooperation' rated them as "best value for money".

Figure 6.3   Efficiency of actions implemented in the project/activities
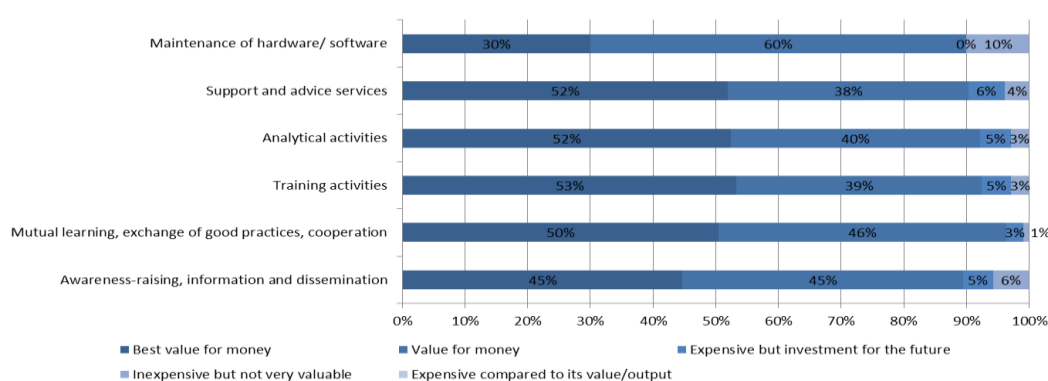
Source: Survey for the ex-post evaluation of the five DG Justice programmes 2007-2013. Question 16:...and rate their efficiency (i.e. requiring proportionally less financial resources) in terms of reaching beneficiaries and results:

About a third of respondents (52) also commented on the efficiency of support and advice services of which 27 considered it as best value and value for money whereas only one person thought it would be inexpensive but not very valuable. Only a very low number of respondents commented on the efficiency of maintenance of hardware/software and other activities and thus the results are not representative.

During the follow-up interviews, more substance was given to what exactly made some activities more cost-effective than others, as well as which other factors can facilitate or hinder the efficiency of the activities implemented:

■ The majority of interviewees indicated that analytical activities, even though they provided good value for money, had been rather expensive because of related costs for translation and expert inputs.
■ Awareness raising and dissemination activities were perceived as cost-effective, especially when they involved EU networks which could ensure a wider reach. On the other hand, some respondents questioned the value for money of certain dissemination activities because of the lack of tangible results.
■ With regard to mutual learning activities, in spite of these requiring usually more resources (especially when including trips abroad), they were considered to provide good value for money. In particular compared to 'traditional classroom learning', these activities provided concrete opportunities to exchange experience and knowhow, which was highly appreciated by stakeholders. One respondent indicated that they had tried to increase the efficiency of study visits by combining those planned under different programmes (e.g. JPEN and DAP) where possible.

6.1.3 Extent to which the resources spent were reasonable to the impacts

As presented in our intervention logic in section 1 above, the expected impacts of Daphne III were to:

■ Improved health, protection, well-being and social cohesion for the end beneficiaries of the funded projects
■ Achieve a better understanding / improved information about how to prevent violence against children, young people and women and how to best protect victims and persons at risk
■ Further EU policy development in relation to public health, human rights and gender equality, protection of children's rights and the fight against trafficking in human beings and sexual exploitation.

Similar to the discussion on the objectives in section 2.1.2 above, the second and third expected impacts appear more reasonable, and hence less difficult to achieve with the available resources, than the first one, not only because of the scale of the problem versus that of the programme, but also because the actions funded by Daphne III only to a limited extent provided the type of direct support which would be required to achieve such improvements, as shown in figures 1.2 and 1.3 in section 1 (procurement is not shown as this did not provide any direct support). On the other hand, some of the activities could have contributed indirectly to this first objective.

Although the evidence collected as part of the evaluation is perhaps insufficient to firmly conclude that the resources spent on the programme were reasonable to the outcomes and impacts achieved, also considering that just under 30% of the actions funded[72] were still to be completed and that it requires time for certain outcomes and impacts to be realised, the outcomes and impacts identified would certainly suggest that spending was reasonable when looking at project achievements.

As discussed in section 4 on Effectiveness, overall Daphne III AGs and OGs achieved positive outcomes and impacts, in particular in relation to:

■ Networking to increase cooperation between organisations, further disseminate project results and improve their transferability, as well as leverage visibility with policymakers
■ Direct support and advise services contributing to the protection of the protection and well-being of children, young people and women
■ Research and studies to contribute to policy making and improve practices
■ Capacity building and training to strengthen organisations and enhance the skills and competences of individuals, to improve the quality of their service delivery and increase their reach and impact.

Daphne III funded, with around 109 million euro, over 300 mostly transnational projects, representing more than 1,000 leading and partner organisations. The analysis of the finalised projects to date shows that as much as 81% of the finalised[73] AGs (142) and OGs (40) show evidence of obtained outcomes and impacts. As expected due to the nature of the funding tool, 83% of AGs showed greater evidence of outcomes and impact compared to OGs (i.e. 76%)[74]. Although there may be some bias as these outcomes and impacts are based on self-reporting of the grant beneficiaries, as already mentioned at the start of the Effectiveness section, one should also bear in mind that overall, outcomes and impacts take time to manifest themselves and that for many projects these would not yet have been observable at the time of writing their final report.

Another potential indicator of the reasonableness of the resources spent is the competitive process by which they were allocated. In particular due to the much higher number of applications over selected projects (on average only 16% of applications were selected), the Commission was able to apply the selection criteria rigidly and could hence chose those

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[72] 216 of the 302 projects mapped had provided a final report.
[73] In total, 171 AGs and 52 OGs are considered to be finalised.
[74] 182 projects in total can be considered as 'having evidence of outcomes and impact at least to some extent'. Of these 182 projects, 142 were AGs and 40 were OGs.

applications which appeared to bring most EU-added value and the best value for money / cost-effectiveness. This again increases the likelihood that impacts are achieved and at a reasonable cost.

6.1.4 Extent to which the allocation of funds among the different tools was efficient

As stated in the Founding decision, the funding tools primarily served the different purposes, with AGs focusing on specific transnational projects, OGs on NGOs or other organisations pursuing an aim of general EU interest and procurement covering a wide range of specific actions taken by the Commission.

Each of the funding tools thus had a clear focus, although procurement could, to some extent, overlap with the activities undertaken by AGs and OGs, (see also Figures 2.9 and 2.10 in Annex 3), albeit the former covered in general at the EU level and/or covering all Member States.

As discussed under in section 6.1.2 above, while around 92.5 million euro was initially allocated to AGs as a funding tool, 96.6 million euro was finally committed. The average project budget per AG call, presented in Figure 6.4 below, ranged from a bit more than 446,000 euro (AG 2011-2012) to 74,000 euro (2012 AG CAAM). With the exception of some specific calls, the average value of AG DAP projects shows a strong increasing trend between 2007 and 2012, after which the average value goes down slightly. Budget absorption of AGs (payments as a share of commitments) was overall high, i.e. 90%[75]. Considering the above, funding to AGs appears to have been allocated in an efficient manner. OGs received around 7 million less than initially allocated (8.9 million euro instead of 15.9 million euro). The average value of OG DAP projects has remained fairly stable, ranging from 183,000 euro (OG 2013) to 126,000 (OG 2012 116). The lower average value of OGs is explained by their shorter duration (12 months) and by the fact that only one organisation is funded, whereas under action grants a partnership of organisations is funded. Budget absorption of OGs was equally high, around 87%. As for AGs, OGs funding allocations appear to have been efficient.

Figure 6.4   Average budget per funding tool, per call
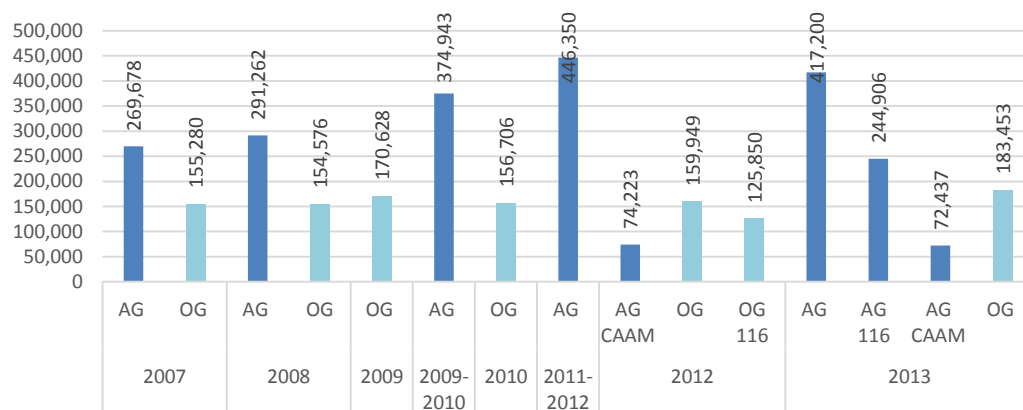
During the implementation period, the Commission committed 2 million euro on a total of 22 procurement contracts (or 1.9% of the total committed budget). A total of 20 procurements contracts have been completed to date, corresponding to 1.4 million euro. Almost 70% of expenditure on procurement was committed to studies; 30% on awareness-raising and dissemination and 4% on updating of the Daphne toolkit. With an initial allocation of nearly 10 million euro, procurement has been significantly under-used, which has had a negative effect on for example programme monitoring and dissemination of programme results at the EU level. Following stakeholder consultation, most of the initial allocations were moved to fund AGs (explaining the higher commitments of the latter as set out in section 6.1.1 above).

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[75] Several programme evaluations, including Youth in Action, the EGF, the ESF and the EU Structural Funds suggest that an absorption rate >80% is acceptable especially when a programme is introducing innovation and/or requiring new stakeholders to work together. A 'typical' absorption evolution starts between 60-70% to then, towards the end of the programme period, arrive at 80-95% (and in some cases even 100%).

Inefficiencies also occurred as a result of the late elaboration of 'Daphne-related' policies, which had a knock-on effect on the extent to which the Commission was able to properly plan and define its own activities (through procurement) and the fact that some areas were also covered under programmes such as FRC and PROGRESS. The low procurement level however also did not allow for the proper monitoring and take-up of project results.

Finally, similar to what is said under section 1.4 above, the funding tools were all implemented through a competitive process, using calls for proposals (for the grants) and calls for tender (for procurement) which attracted high numbers of applications. Whilst this would suggest an efficient allocation process of the grants, the low funding levels of procurement, as already highlighted, raise questions about the efficiency of procurement as a funding tool.

6.1.5 Extent to which the amounts per project were sufficient for the implementation of their objectives and to allow them to make a difference

As indicated already under section 6.1.3 above, the analysis of the finalised projects to date shows that as much as 81% of the finalised[76] AGs (142) and OGs (40) show evidence of obtained outcomes and impacts. Project reporting refers in particular to positive impacts in the area of networking, direct support, research and studies and capacity building. Budget absorption of the grants (payments as a share of commitments) was overall high, i.e. around 90% for AGs and around 87% for OGs, which would suggest that most grants were completed successfully and against the initial work plan. In addition, the results of the online survey amongst grant beneficiaries show that 73% (or 107 out of 145) agreed that the financial resources available were sufficient to implement the activities as planned.

In terms of making a difference to the thematic area they are working in, out of 144 respondents, 69% (100) reported that their project made such difference. Moreover, out of 145 respondents, 96 respondents (67%) reported that their project/activities was/were considered as leading the way forward by other actors working in the same policy area. These positive perceptions on the results obtained so are again indicative of the amount of resources allocated to the programme being sufficient to implement their objectives and to make the desired difference.

However, procurement projects, which by their nature are expected to help the Commission achieve its objectives, received much less funding than originally envisaged, which impacted on the extent to which these could make a difference. First, according to Article 8(3) of the legal base, the funding mechanism was set up to cover amongst other actions, "information and communication, preparation, implementation, monitoring, checking and evaluation of projects, policies, programmes and legislation". However, in spite of indications in annual work programmes (e.g. a needs assessment to support the development of the Victims Rights Directive, events to launch Commission Communications and new legislations or events to respond to policy changes in the area of Daphne III), such service contracts were mostly concluded under other programmes such as the FRC and PROGRESS. In addition, while two contracts were issued for the updating of the Daphne III Toolkit, and activities undertaken and paid for, the toolkit was not updated, which suggests an inefficient use of the funds and hence insufficient attainment of the Commission's objectives and insufficient impact.
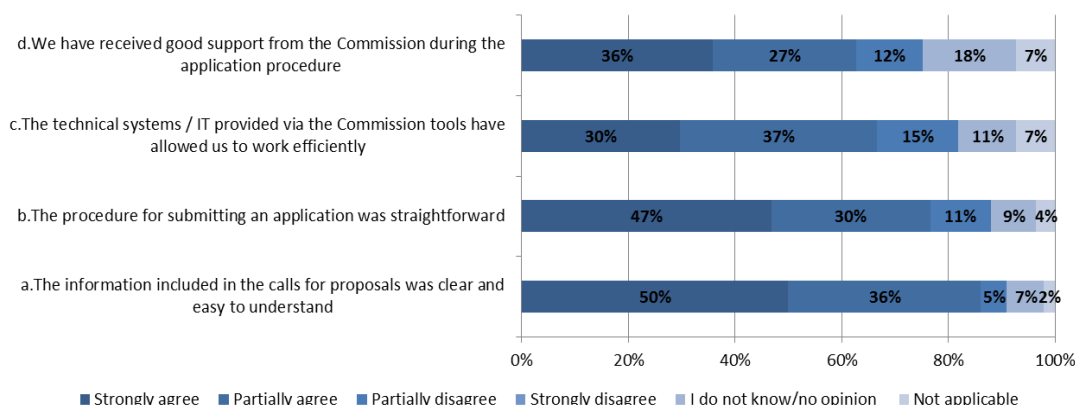
6.2 Scope for simplification

6.2.1 The application phase

According to the grant beneficiaries surveyed, the application process to access Daphne III funding was overall considered appropriate, as presented in Figure 6.5 below.

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[76] In total, 171 AGs and 52 OGs are considered to be finalised.

Figure 6.5   Cooperation and Commission's management was considered greatly positive

Procedure for submitting an application

An analysis was made of documentation required from grant applicants at the application stage in the Daphne 2007, 2009-2010 and 2013 calls for proposals. As a comparator, the application procedure for the ISEC programme was also analysed.

In 2007, the application form was split into two parts – (i) a part asking for information on the project's objectives, relevance, concrete outputs, sustainability and EU added value and (ii) a part on the applicants and partners. In addition to the Application Form, applicants were required to complete a number of annexes, including partner declarations, budget forms, a staff-cost analysis, legal entity forms, etc. In the 2009-2010 period, the application form was modified to also include a detailed description of project work streams, setting out activities, deliverables and outputs. Although the requirement to provide a detailed description of work streams and outputs increased the complexity and amount of effort required from the applicants, arguably this also increased the quality of the project design and project planning. Some of the administrative requirements for applicants were alleviated: for example, official annual financial statements were required for the past two years as opposed to the three-year period required in the 2007 call.

In the 2013 call, the application form remained similar to the one from 2009, requiring applicants to provide information on work streams. A single Guide for Applicants was provided for a number of programmes (all DG Justice 5 programmes, ISEC and PROGRESS) which also included step-by-step guidance on using the PRIAMOS system. The guide contributed to simplification for organisations which benefited from multiple programmes and increased the efficiency of the application process for both applicants and programme officers.

A comparison with ISEC calls shows that similar amount and types of documents including annexes were required from applicants initially, although the work streams were only introduced when the application process was streamlined for multiple programmes.

With regard to submitting an application, 58 out of 143 (40%) respondents reported that they knew of organisations/projects/ practitioners that did not respond to the call for proposals because it was considered too complex/difficult.[77] Moreover, a number of grant recipients considered the application procedures as complex and burdensome, in particular the past two calls for proposals were regarded as "too technical" by the respondents. This might have prevented organisations from applying for funding or limited the access to entities with high levels of expertise in project management/planning (but not necessarily with knowledge of the field/policy area). Given the fact that the two last calls had the highest number of

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[77] Based on the fact that 38 respondents "strongly agreed" and 28 "partially agreed" with this statement in the online survey.

applications submitted over the total funding period, it does not seem to have refrained applicants from submitting an application. When looking at the success rate of applicants per Member State, countries such as Estonia and Sweden for example overall submit lower numbers of applications and applicants from countries such as for example Malta and Portugal are proportionally less successful, which could be an additional indication that the application guidelines are not clear to all applicants, but there is no data on the types of organisations which were are more or less successful (and hence may struggle with the requirements).

Support from the Commission during the application procedure

The assistance provided by the Commission to applicants was overall assessed as positive. Out of 137 responses to the survey, more respondents strongly agreed (49) or partially agreed (37) with the statement "We have received good support from the Commission during the application procedure". Nevertheless, 24% of respondents did not know or did not express their opinion, possibly because they had never contacted the Commission during the application phase, or because they were not aware of the possibility to receive support from the Commission during this phase.

The information in the calls for proposals

Detailed guidelines for Daphne III grant applicants were available on the DG Justice website and the data gathered through this evaluation indicates that information provided to applicants was perceived as clear and easy to understand. Out of 144 respondents to the survey, most grant recipients either strongly agreed (50%, or 72 respondents) or partially agreed (36% or 52) with the statement "the information in the calls for proposals was clear and easy to understand". However, responses to the online survey indicated that in order to respond to the call, just over half of the respondents (54 out of 104 respondents to this question) had to request help from persons with specific expertise and knowledge on the procedures.

This supports data gathered through the follow-up interviews, i.e. a number of applicants employed professional companies to write their bids. This may cause problems, because it means that the people writing the bid are not the same as those implementing it (which may lead to misalignments between project design and implementation) and risks projects of a lower quality / likely effectiveness being rated higher in the selection procedure merely because they are 'better written'[78]. To mitigate this risk, the Commission could require a clear description of project management arrangements to be submitted with the application, to rule out any potential quality issues.

Recommendations gathered from grant beneficiaries include: 'the use of simpler language' for (often small) applicant organisations which, although having a lot of experience in the field, have limited expertise in project design and planning, as well as a glossary of technical terms. The glossary could also include a description of concepts which are used in relation to monitoring, evaluation and reporting requirements, such as for example the use of a logical framework and the definition of outputs, outcomes and impact.

Technical and IT system

The PRIAMOS system worked well according to the overall majority of grant recipients consulted as part of this study. However, some project beneficiaries reported to have had issues with regard to the attachments.

6.2.2   Reporting requirements

The evaluation has looked at the financial reporting requirements and the monitoring and evaluation requirements, examining how these have evolved over time in terms of complexity and burden on human resources. However, this has been considered in conjunction with the Commission's need to gather data on the projects' outcomes and impacts in order to understand the effectiveness of the overall programme and introduce

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[78] This concern was expressed in COM interviews.

changes, if needed. Where relevant, Daphne's reporting requirements have been compared with the reporting requirements for ISEC 2007-2013. Overall reporting requirements (for both the financial aspects and the non-financial aspects of projects) were considered as appropriate by more than three quarters of the online survey respondents (107 out of 136 responses received). Of those 20 respondents that noted the requirements were not appropriate, seven interviewees noted that reporting requirements were burdensome, especially for small organisations given their limited resources.

Financial reporting requirements

Projects were required to report on their finances in order to obtain a payment. For Daphne III, such reporting was requested at project completion, in order to obtain final payment[79]. It can be observed that the level of documents needed for contractual reporting has increased over the funding period.

From the first call for AGs (2007) until the 2009-2010 call, only a final financial statement was required to accompany the final request for payment. From the 2011-2012 call onwards a number of documents detailing financial expenditure where requested. In support of these new requirements, the Commission issued additional guidance on financial management and financial reporting[80].

Some of the new requirements, such as the submission of timesheets[81], appear to put an unnecessary burden on organisations, which normally would not have a time recording system in place, and on Commission officials, who would have to verify these. However, the ISEC programme also requires timesheets as proof of financial expenditure.

Monitoring and evaluation requirements

The monitoring and evaluation requirements in the first call for proposals were limited to a final report, whereas the request for some form of progress reporting, thus allowing the Commission to monitor the project during implementation, was introduced from the second call onwards.

Progress reporting

The narrative progress reports introduced in the second call were very short and mainly asked for: implementation of the project so far, timetable, changes to the scope of the project and overall assessment and difficulties encountered. Significantly more detailed information was required, from the last call onwards, for projects lasting 24 months or more, asking grant beneficiaries to report, per work stream, on outputs, deliverables, and activities delayed or not implemented. In comparison, the ISEC progress reporting has not changed over the funding period and follows a similar structure to Daphne's first progress report templates. Given that the application requires the grant beneficiaries to break down the project into to work streams, it makes sense to also ask them to use a similar structure for monitoring and describing progress.

In addition, the more detailed reports can help the Commission in monitoring progress, identifying obstacles and issues as well as, possibly, verifying whether the programme priorities still cover upcoming or new needs perceived on the ground. As part of the progress report, grant beneficiaries could for example be required to indicate any upcoming trends in the policy field they operate in which could make the Commission's priority setting process for the upcoming calls more targeted and up-to-date as well as provide the Commission with an overview of what the main 'hot topics' are in each of the participating countries. Furthermore, the progress reporting obliges the grant beneficiaries to take stock at where they are at and if necessary, to alter their approach, to achieve the objectives set out at the beginning of the project.

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[79] The Commission can introduce an interim payment where necessary as specified in the guide for applicants.

[80] Management Guide for projects co-financed by EU action grants awarded in 2012 under the financial programmes managed by DG Justice.

[81] The use of these is extensively explained in the Management Guide for projects co-financed by EU action grants awarded in 2012 under the financial programmes managed by DG Justice.

Grant beneficiaries considered the Commission's monitoring arrangements as partially good and helpful during the implementation of the project/activities by about 68% of respondents (89 out of 131 respondents). Only, 14% (19 out of 131) partially disagreed with this view. Three interviewees consulted noted that the Commission's monitoring visits to projects were rare and that some projects were not visited at all. This was considered a missed opportunity on both sides, as visits were considered as useful by grant recipients, being an effective tool to provide the COM with a good understanding of activities implemented and overall project's results, while at the same time allowing the project to use the visit to further promote its activities and Daphne III in general. It could be argued that the Commission therefore puts a disproportionate focus on the expenditure of the projects rather than progress made.

Final reporting

Similarly to the progress reporting requirements, there has been a significant increase in the level of detail requested from the grant beneficiaries. Whereas the 2007 call requested in this regard a simple final narrative report, this request became slightly more detailed in the 2009-2010 call, to a request for final reporting according to the separate work streams from the 2011-2012 call. In important additional feature was the introduction of the Annex on quantitative reporting from this call onwards. In comparison, ISEC reporting requirements remained the same over the funding period and the structure to be followed was not as detailed as Daphne.

In order to evaluate efficiency or scope for simplification, it is important to look at the balance between the resources required for reporting, both by the grant beneficiaries as well as for the Commission in terms of reviewing this information, and the usefulness of reporting in terms of being able to assess project performance, outputs and wider effects. While no data is available on the resources spent by the Commission on the review of project reports, the majority of grant beneficiaries surveyed were satisfied with the reporting requirements and moreover, as expressed several times during follow-up interviews, they found the Commissions' monitoring of the project very important. In this regard, it seems also commensurate with the detailed financial reporting requirements. Obviously, the quality of this final reporting provided by the grant beneficiaries determines its ultimate effectiveness and usefulness for the Commission.

Given the importance for the Commission to monitor and evaluate projects' results and outcomes (for the purpose of dissemination, the setting of priorities and policy development), it is recommended that additional guidance be issued in relation to monitoring and evaluation at project level (e.g. providing example logical frameworks, indicators, evaluation questions and tools). In addition, the Commission could require grant applications to plan and set aside resources for monitoring and evaluation.

7 EU Added Value

> *In what ways does the programme provide EU added value – i.e. what aspects of the programme bring EU added value*
> *How "significant" is the EU added value. To what extent could the MS have achieved the same results without EU intervention?*

This section assesses the EU added value of the Daphne III Programme. It reviews:

- The different *ways* in which the programme provides EU added value both to the EU and to grant beneficiaries; and
- The pertinence of this EU added value, in particular the extent to which Member States could have achieved the same results without EU intervention.

The evaluation found that, similarly to the midterm evaluation of Daphne III, the EU nature of the programme brought added value to most of the grant beneficiaries. The majority of grant beneficiaries surveyed stated that the project/activities would have not been implemented without EU funding and that the transnational partnerships enabled them to learn from other countries. The EU 'brand' also helped some to gain more momentum for their projects and greater leverage with policymakers and other key stakeholders. Further, the fact that the programme offered funding to human rights / social science focussed projects at a time when little funding was available, particularly at EU level, also brought notable value to beneficiaries. That these findings show that the same outcomes could not have been achieved without EU funding demonstrates that the 'EU added value' of the programme for grant beneficiaries was significant.

For the EU, the programme has been of mixed value. As described in section 2, the European Commission has made limited use of the programme results to support policy development.

7.1 The EU nature of the programme

The Daphne III programme has three main characteristics that give it an 'EU dimension'. These are as follows:

- Programme objectives: Art. 2 of the founding decision stipulates that one of the general objectives of the programme is to contribute to the development of 'Community [now EU] policies'. Compared to the previous Daphne programmes the Daphne III programme now focuses on all forms of violence against women, children and young people (with paedophilia and trafficking in human beings being more of a focus of DG HOME's work – see section 3) and has its legal base in the promotion and protection of fundamental rights, as recognised by the Charter of Fundamental Rights of the European Union.[82]
- Theme of projects: The founding Decision stipulated in Art. 4(b) that the AGs will fund projects of 'Community [EU] interest'. The annual work programmes and call for proposals subsequently required projects to cover a theme of relevance to the EU. The annual work programmes set out the annual priorities indicating the EU efforts in the area of violence against children, young people and women and required the projects to complement these. In the call for proposals it was also a requirement for proposals to demonstrate that they will constitute an 'added value at EU level as opposed to national or regional level'.
- Trans-national nature: The annual work programmes and calls for proposals laid down the requirement for AG beneficiaries to form transnational partnerships of 'at least two partner organisations of at least two Member States'. OG recipients were obliged to cover a minimum of 12 EU/EFTA/EEA countries. Art. 9(6) of the founding Decision also states that one of the evaluation criteria for selecting OG applications is the 'geographic impact of the activities carried out'. The transnational nature of the Daphne III programme was

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[82] Specifically the right to dignity, equality and solidarity, the protection and promotion of physical and mental integrity, equal treatment for men and women, the rights of the child and non-discrimination, as well as the prohibition of inhuman or degrading treatment, slavery and forced labour, and child labour and a high level of human health protection - see recital 6 of the Daphne III Founding Decision (Decision No 779/2007/EC)

one of the key features of the Daphne III programme and one which distinguished it from the other EU funding programmes in the field of justice implemented at the same time (see section 3). For the EU, the aim of such partnerships was to encourage the exchange of information at EU level, an EU-wide dissemination of good practices, a coordinated and multidisciplinary approach and a greater scale or impact of the programme.[83] By requiring partnerships to be transnational, the programme also adheres to the principle of subsidiarity as set out in Article 5 of the Treaty.

The programme also sought to add 'EU value' by enabling all Member States to participate. While no provision of the programme obliges funding to be spread equally across Member States, geographical coverage of the programme is another indicator of the programme's added value to the EU and to Member States.

7.2 The geographical coverage of the funded actions

7.2.1 Member State participation according to the distribution of lead and partner organisations

The number of lead organisations and thus the number of projects implemented differs significantly across Member States. Most of the participant organisations were established in Italy, followed by the United Kingdom and Spain, with most of these organisations being partner organisations. Participation of, Malta, Ireland and Estonia was the least common. Malta did not lead any projects but have participated as partner organisations[84].

Lead organisations were clustered within three Member States: Italy, Belgium and the United Kingdom. In total 43 % (131) of all projects were led by these three Member States, although projects registered in Belgium include EU networks/platform, which are not strictly led by national entities, but which increases the rate of lead organisations from Belgium. No projects were led by organisations based in Malta.

If looking at the partner organisations, the Member State participation is more evenly spread; out of all Member States, 17 participated with more than 25 partner organisations. Apart from the EU Member States mapped above, non-EU countries also participated in Daphne III. These include Norway (as both lead and partner organisation), Turkey, Ukraine, Iceland, Switzerland and Macedonia (as associated – not funded – partners only).

7.2.2 Distribution of funding by Member State of lead organisation

Following the spread of lead organisations, the committed funding per Member State of lead organisation charts a similar pattern[85]. Most of the Daphne III funding was allocated to projects where an Italian organisation was a lead (20%), followed by United Kingdom (18%), Belgium (9%), Germany (9%) and Spain (7%). The funding map does not show the spread of funding among grant beneficiaries. The figure assumes that all of the committed funding was allocated to the country of the lead organisation. As this was not the case in reality (projects were transnational and grant beneficiaries also received part of the funding) the figure should be interpreted with caution.

The committed funding per Member State of lead organisation was further divided by population, to account for differences in Member State size[86]. Assuming that the committed money to lead organisations was not shared with partners outside the Member State of the lead organisation, then between 0.01 – 0.50 € per capita was committed in 21 Member States. Member States with the highest share of committed funding per capita were Cyprus (1.31 € per capita) and Luxembourg (1.27 € per capita) followed by Belgium (0.76 € per capita) and Austria (0.64 € per capita).

7.2.3 Structure of the partnerships

With regard to the partnership structure of the Top three Member States with the highest number of lead organisations (Italy, United Kingdom and Belgium), figures show that in all

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[83] See recital 16 of the Founding Decision.
[84] See figure 3.2 in Annex 3.
[85] See figure 3.3 (right) in Annex 3.
[86] See figure 3.3 (left) in Annex 3.

cases lead organisations are much more likely to partner with organisations from their own Member State than with organisations from other EU Member States[87].

For instance, Italian lead organisations partnered with 38 Italian partners, 24 Spanish partners and 15 Bulgarian partners. Belgian lead organisations partnered with 15 Belgian partners, 8 Greek partners and 6 French partners. UK lead organisations partnered with 27 UK partners, 11 Bulgarian partners, 11 French partners and 11 Italian partners.

As a result of the strong link between the Member State of the lead organisation and the Member State of the partner organisation, Top three Member States of the lead organisations are also among top Member States regarding partner organisations (see Figure 7.1). However, Portugal and Slovenia had the highest ratio of partner to lead organisations. In other words they accounted for high amount of partner organisations (Portugal 35 and Slovenia 31) despite low levels of lead organisations (1 lead organisation)[88]. As expected, both Member States participated in projects run by the organisations from the main lead Member States: UK, Italy, Belgium and Germany.

7.2.4 Analysis of the geographical coverage of the programme

The analysis in sections 7.2.1, 7.2.2 and 7.2.3 demonstrate that the Daphne III programme did not cover all Member States equally. The coverage of Member States largely reflects the number of applications received by different Member States. For example, Italy – one of the 'top' grant-receiving Member States submitted 537 applications for grants during the programme (see Figure 7.1) – this amounts to 28% of all applications received.[89]

Figure 7.1   Number of applications per Member States
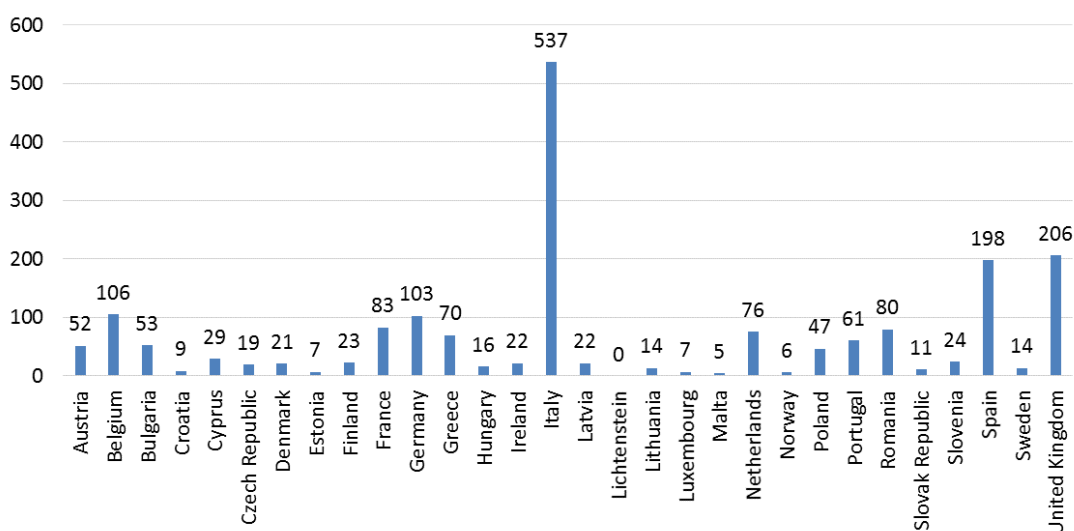
Indeed, overall, lead partners based in Italy did not have a huge success rate: it had a 9% success rate as compared to an average success rate of 19%. The UK had a marginally higher-than-average success rate of 21% (44 applications being accepted out of 206 in total). Italy and the United Kingdom had quite high proportions of universities successful in their applications: UK universities comprised 39% (21 out of 54) of all the universities that received funding under Daphne III and Italian universities comprised 20% (11 out of 54). Universities may have been better placed to apply for grants than other entities given than academics are habituated to applying for grants.[90] The Member States with the greatest success rate for successful applications were Denmark (43),[91] Belgium (34%),[92] Norwegian

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[87] See figure 3.8 in Annex 3.
[88] See figure 3.9 in Annex 3.
[89] A total of 1921 applications were received in total.
[90] However, NGOs, which were the main grant applicants in most Member States, should also be accustomed to applying for funding.
[91] Nine successful applications out of 21 in total.
[92] 36 successful applications out of 106, but bearing in mind that these applicant organisations include EU platforms registered in Belgium.

organisations (33%),[93] and Hungary and Austria (31% respectively).[94] Germany had a success rate of 24%.[95]

7.3   The added value of the programme for grant beneficiaries

Consultations with the programme's grant beneficiaries[96] suggest a number of features of the programme which brought added value. These include: the themes covered and the 'conceptual framework' of the programme, the availability of funding (when no other funding was available), and the opportunity to partner with organisations in other countries. A number of partners also found that by receiving EU funding, their credibility of their organisation / project grew, which helped them to achieve greater support for their objectives. A number of grant beneficiaries mentioned that the 'EU brand' can boost an organisation's reputation also.

For certain funded actions, the EU nature of the programme was crucial to their endeavour – this was particularly the case for projects which sought to create / maintain EU networks (e.g. FGM-Net, the 116 network of organisations, WAVE, Circles for Europe networks, etc.) and those which sought to impact on EU issues (e.g. trafficking in human beings, the rights of victims, unaccompanied minors, missing children, etc.). One grant beneficiary setting up helplines for missing children reported,

Overall, in spite of the fact that more partnerships were created *within* Member States than with partners of other countries (see 7.2), grant beneficiaries reported that the transnational partnering that was obligatory in the programme brought benefits to their actions. As described in Box 7.1, beneficiaries reported that the Daphne III programme enabled them to work with counterparts in other EU countries, which expanded their knowledge and understanding and provided them access to good practices developed in other Member States.[97]

Box 7.1   The benefits and added value of transnational partnerships for grant recipients[98]

- *"Working from the UK I have found the skills and commitment shown by partners inspiring and supportive. I have also moved away from a UK perspective as the project developed, and have been able to take a pan-European view as required by our goals and deliverables"*
- *"It has been hugely helpful to have international networking organisations involved and to be working with a range of partners facing very diverse problems and challenges in different EU countries"*
- *"The involvement of organisations from different countries improves the quality of the work as it allows to add value and to get to know the situation in other countries"*
- *"It was very useful to work with organisations from different Member States. The transnational partnerships provided an opportunity to learn from the different organisations, their working methods and ways of operating. It is an opportunity to learn and there is therefore much added-value to be gained"*
- *"The transnational partnership provided the opportunity to exchange information on specific problems in particular Member States and to learn from each other's expertise"*

Both the online survey results as well as stakeholder consultations indicate that the good working relations between partners had enabled organisations to reach all target groups (including those difficult to reach) and had ensured a wide dissemination of the achieved results.

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[93] Two successful applications out of six in total.

[94] Hungary was successful with five applications out of 16 and Austria was successful with 16 applications out of 52 in total.

[95] 25 successful applications out of 103.

[96] Both written responses to the open-text questions of the online survey and in the follow-up interviews with grant beneficiaries.

[97] Grant beneficiaries responding to the survey reported that transnational partnerships increased their mutual knowledge/expertise in the topic area (87% or 126 respondents); their understanding of policy and practice in other countries (81% or 118 respondents); and enabled them to create a network consisting of (more) international partners (80% or 116 respondents). A smaller number of respondents agreed that partnerships contributed to increased knowledge of relevant EU policies (45% / 65 respondents) and EU legislation (37% / 54 respondents).

[98] Sentences in italics are direct quotes from stakeholders that participated in interviews.

Indeed, regarding the breadth of dissemination and impact, some partners interviewed argued that for a project to have an impact at EU level – and thus an added value for the EU – it should involve as many EU Member States as possible. More than half of the survey respondents (71 out of 130 or 54%) indicated that they would have found it useful to involve partners from more Member States, as compared to only 29 who stated that they would not have found this useful.[99] It should be noted, however, that some grant beneficiaries found larger partnerships challenging (see the focussed evaluation in the Interim Report).

The above analysis therefore suggests that the programme brought notable EU added value to Daphne III grant beneficiaries, particularly when:

■ They were implementing projects that sought to tackle issues of an EU or cross-border nature and/or issues linked to EU legislation / policy (because the programme gave them greater visibility on the EU agenda) or

■ They focussed on a problem common to a number of Member States (and through the partnership they were better able to address the issue).

7.4   Added value for the EU (achieving EU objectives)

As discussed in section 4.1, the funded actions of the Daphne III programme were effective in contributing to the programme objectives, and these objectives were of relevance to the EU (see 2.2). The results of the online survey indicate that the implementation of projects added value to the EU insofar as they contributed to achieving the EUs objectives. For example, the majority of survey respondents reported that the project/activities implemented made a significant/major contribution to: the elaboration and dissemination of best practices (86% of 144 respondents); creating practical tools and solutions that address cross-border or Union-wide challenges (75% of 140 respondents); improving cross-border cooperation (75% of 143 respondents); and developing mutual trust among countries (67% of 141 respondents).

Furthermore, as reported by some of the survey respondents, the project/activities implemented contributed to other general (EU) objectives, such as the dissemination of common practice in the Union that have led to new legislation and improved protection of vulnerable groups, mutual knowledge of national school systems and the development of new tools and skills of practitioners working with vulnerable target groups (e.g. children, elderly, mental illness etc.).

Box 7.2 below provides an example of how projects contributed to achieving EU objectives.

> **Box 7.2   Example of how projects contributed to achieving EU objectives**
> ■ *Researching intimate partner violence within Roma communities from a European perspective added much EU value. The [project's] training and analytical activities involved participants from different EU countries [and thus] allowed us to gather information from different countries, and to analyse similarities and differences. Subsequently, common issues across the EU could be identified and more appropriate tools that address cross-border challenges could be developed.*
> ■ *The project added EU value in two ways: the project addressed an EU problem as it targets a group of women (indoor-based sex workers/women in situation of dependency) that are active throughout the EU, whereas the EU network developed in the context of this project helped develop appropriate EU tools capable of supporting several Member States.*
> ■ *The project was able to introduce notions of child-friendly services into the countries of participating partners and simultaneously promoted the EU agenda on the rights of children and child friendly services. This was in line with EU objectives to promote the rights of children and child-friendly services.*
> ■ *We developed a new model for parenting education that promoted positive and non-violent child-raising based on stress and anger management that can be applied in any EU country.*

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[99] Out of a total of 130 respondents who gave a response to the multiple-choice question: "It would have been useful to involve partners from other countries". 32 strongly agreed, 39 partly agreed, 16 partly disagreed, 13 strongly disagreed and 30 did not know.

8 Summary of main findings and conclusions

Introduction

This evaluation was based on data collected through an extensive review of the project documentation of 302 Daphne III projects, an online survey (145 respondents), 30 follow-up interviews with grant beneficiaries, review of relevant EU policy documents and interviews with Commission officials involved in the Programme.

In terms of key characteristics of the Programme, the total planned budget for the period January 2007 until December 2013 amounted to 123.88 million euro. There were three funding mechanisms (action grants, operating grants and public procurement). Most of the financial support within the Daphne III Programme's budget was allocated to action grants (just under 97 million euro). As part of its grant system, the Commission also formulated specific calls for proposals targeting specific issues of Commission interest. The remainder of the budget (just over 2 million euro for the seven years) was allocated to public procurement contracts.

Daphne III projects were primarily led by NGOs / national networks (47% of all lead organisations). In terms of activities implemented by AG projects, the most common activities were 'awareness-raising, information and dissemination activities' (27%), 'analytical activities' (23%) and 'mutual learning, exchanges of good practices and cooperation' (20%). For DAP OGs, the most common activities implemented were 'awareness-raising, information and dissemination' (23%) followed by 'support to key actors' (14%) and 'mutual learning, exchanges of good practices and cooperation' (14%).

Relevance of the Programme

- The actions of Daphne programme were relevant to the programme and its objectives, as well as to the priorities of the programme.
- Alignment of the priority areas to the programme objectives proved a weak indicator of 'relevance', because both the objectives of the programme and the priorities set were broad in nature and not clearly linked to specific EU policy objectives.
- Priority-setting was not a standardised process and in the first half of the programme, there was minimal investment in this as a strategy for influencing programme outcomes, although this changed somewhat in the later stages of the programme.
- In spite of this, this evaluation has found that the programme funded many actions which informed and supported policy and legislative development.
- Overall, actions appear to have been designed to be responsive to the identified needs of the beneficiaries and developed on the basis of needs assessments, which were largely thorough and robust.
- Reporting by grant beneficiaries also suggests that end beneficiaries responded positively to the projects indicating that they considered the actions relevant, although without gathering the independent views of end beneficiaries, it is not possible to corroborate this.

Coherence and complementarity

At programme level

- There was substantial scope for complementarity and thus also the risk of overlap between the Daphne III programme and the Criminal Justice (JPEN) and Fundamental Rights and Citizenship (FRC) DG Justice programmes as well as to a lesser extent the Safer Internet Plus programme (DG DIGIT).
- In terms of the programmes' objectives, these have been overlapping in parts between the programmes and as a consequence, it was opted to bring Daphne III and more specifically FRC together for the current programming period.

At the level of the calls for proposals

- Even though there is some overlap between Daphne III, FRC and JPEN, the calls for proposals' stage of the process increased the differentiation between the programmes.

At project level

- Even though efforts might have been duplicated in terms of developing a similar product, the actual result was different in that is was adapted to another context and served different (types of) organisations.
- Several types of synergies have been created between projects under Daphne III and between Daphne III projects and other actors in the same field which were perceived as mutually reinforcing each other strengths.

Effectiveness

- The evidence collected to date suggests that overall Daphne III was effective in achieving the programme objectives:
    - Most actions implemented contributed to an increased protection of victims of violence or groups at risk either directly or indirectly.
    - A notable number also appear to have contributed to the development of national – and some EU – policies and legislation.
- The greatest contributions to protection from violence have resulted from Daphne III's support to EU networks, research and innovation and direct support to victims / at-risk groups; and grant beneficiaries managed to influence policymakers through targeted dissemination activities.
- As stated elsewhere, it was challenging to measure overall success of the programme in the absence of clear, specific (and measurable) objectives.
- Most projects were successful in achieving their own objectives and there is good evidence of positive outcomes and impacts, as well as evidence of unexpected positive outputs / outcomes.
- While 20 grant beneficiaries reported that they ran out of time to implement their project activities, this is quite a low percentage (9.25%) and suggests that time was sufficient in most cases. Nonetheless, some grant beneficiaries reported that they would have liked more time to improve the quality of tools used, measure impact (e.g. behavioural change), cover more objectives, increase the trust of target groups, and develop the partnership, disseminate project outputs and provide follow-up training.

Sustainability

- It was found that in terms of dissemination, the Commission, in spite of having its own dissemination tool, has been less successful. By contrast, grant beneficiaries appear to have planned and effectively disseminated the results of their projects to policymakers, practitioners and other organisations in the field.
- The fact that many grant beneficiaries have been successful in reaching policymakers, practitioners and/or in transferring their outputs and methods to other Member States suggests that grant beneficiaries were reasonably effective at disseminating the results of their actions. By contrast, the Commission's own dissemination efforts were insufficient.
- With regard to the continuation of specifically the projects' activities, even though arrangements have been made in some cases for the continued use and/or availability of the outputs (e.g. a website), additional funding is needed according to grant beneficiaries.
- With regard to the sustainability of partnerships formed under the programme's funding, the evidence is mixed with the project documentation showing that only a low number would continue whereas the majority of the online survey respondents indicated that their partnership would be sustainable beyond the project. This difference may be due to the sample and/or timing of the research methods.
- The potential for transferability of the produced outputs has been reported as sufficiently present by the grant beneficiaries surveyed and interviewed.

Efficiency and scope for simplification

Efficiency

- There was a high demand for Daphne III funding, mainly because of the nature of the programme and the type of eligible grant beneficiaries.
- Daphne III was overall implemented efficiently and in a cost-effective manner, with the exception of procurement as a funding tool.
- The funding made available was sufficient for grants to realise their objectives and for making a difference.

Scope for simplification

- The application and reporting requirements became more detailed throughout the funding period but it was found that this has benefitted the efficiency and the quality of the programme.
- In particular for grass-root and small organisations, but also other types of organisations with limited experience with fund applications and management, this requirements were felt as burdensome (especially with regard to financial reporting).

EU added value

- The EU nature of the programme brought added value to most of the grant beneficiaries:
  - Most found that the transnational partnerships that were obligatory under the programme enabled them to learn from other countries.
  - For many others, the chance to disseminate the results of their project at EU level was also a real advantage.
  - The EU 'brand' also helped some to gain more momentum for their projects and greater leverage with policymakers and other key stakeholders.
  - For networks, such as FGM-net and Missing Children Europe, it is likely that only an EU programme would have allowed them to achieve the goals they pursued.
- For grant beneficiaries, the fact that the programme offered funding for human rights / social science focussed projects at a time when little funding was available, particularly at EU level, also brought notable value to beneficiaries.
- However, the geographic coverage of the project was rather limited, with the main lead organisations being based in UK, Italy, Germany and Belgium.

ANNEXES

Annexes are provided as separate documents