Implementation of the Daphne programme and other funds aimed at fighting violence against women and girls

Women's Rights and Gender Equality

Policy Department for Citizens' Rights and Constitutional Affairs
Directorate General for Internal Policies of the Union
PE 608.857- January 2019
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STUDY

Abstract

This study, commissioned by the European Parliament’s Policy Department for Citizens’ Rights and Constitutional Affairs at the request of the FEMM Committee reviews the effectiveness of European Union funding targeting the elimination of gender-based violence. It investigates the relevance of the priorities and actions funded, and the extent to which the results address programme objectives and provide direct support to victims of violence. The study concludes with policy recommendations on the priorities for the next cycle of EU funding for fighting violence against women and girls.
ABOUT THE PUBLICATION

This research paper was requested by the European Parliament’s Committee on Legal Affairs commissioned, overseen and published by the Policy Department for Citizens’ Rights and Constitutional Affairs.

Policy departments provide independent expertise, both in-house and externally, to support European Parliament committees and other parliamentary bodies in shaping legislation and exercising democratic scrutiny over EU external and internal policies.

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LINGUISTIC VERSIONS

Original: EN

Manuscript completed in January 2019
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LIST OF ABBREVIATIONS

CAHVIO Committee for Preventing and Combating Violence against Women and Domestic Violence
CEDAW Convention on the Elimination of all forms of Discrimination Against Women
CJEU Court of Justice of the European Union
CoE Council of Europe
DV Domestic violence
EIGE European Institute on Gender Equality
EU European Union
FEMM European Parliament Committee on Women’s Rights and Gender Equality
GEI Gender Equality Index
IPV Intimate partner violence
MFF Multi-annual Financial Framework
REC Rights Education and Citizenship
SWD Staff Working Document
VaW Violence against Women
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EXECUTIVE SUMMARY

Background
Violence against women (VaW) is highly prevalent in the EU and imposes significant costs on victims and society. Since the late 1990s, the European Union (EU) has financed projects with the specific aim of fighting violence against woman and girls. The Daphne Initiative launched in 1997, adapted over time and is now a specific objective within the Rights, Equality and Citizenship (REC) Programme 2014-2020. An estimated EUR 17 million was dedicated to fighting violence against women, children and young people through this specific objective in 2017.

Aim
Ahead of planning for the post-2020 Multi-annual Financial Framework (MFF), existing funding aimed at eliminating gender-based violence is reviewed in order to identify priorities for the next cycle of EU funding. The objectives of the study include the following:

- Assess the relevance of the priorities and funded actions to the objective of the Daphne programme, and the extent to which the priorities of funded actions meet the needs of the targeted group;
- Review the effectiveness of the funded actions in contributing to Daphne programme objectives including the value of direct support to victims of violence;
- Investigate the scope for coherence/complementarity and overlap of Daphne funding with other EU programmes.

The assessment involved an extensive desk research and an original analysis of information from the Daphne programme database of projects carried out between 2010 and 2013. Limited data was available, particularly from recent years.

Findings
The Daphne programme is considered to be highly relevant and effective by its stakeholders. The programme funds effective activities, such as transnational networks, that might not otherwise exist. Mutual learning and cooperation activities, in particular, are found to be effective in boosting the capacity of professionals supporting victims. Awareness-raising activities also have high potential to be effective in the area of prevention.

The level of funds dedicated to the Daphne Objective are small relative to the need for EU action to tackle violence against women and girls. The overall costs to society are in the order of EUR 225 billion a year. The efficiency loss from the absence of an EU policy framework is estimated at EUR 7 billion. Funding for the Daphne programme in 2017 represented less than 0.24% of that figure.

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1 This figure is based on data for 2017 provided by DG JUST.
2 As stated above, an estimated EUR 17 million was dedicated to fighting violence against women, children and young people through the Daphne Objective of the REC Programme in 2017. EUR 17 million divided by EUR 7 billion is 0.24%.
The design of the Daphne programme allows for flexibility to adapt to emerging needs and the intersectionality of gender-based violence. The priority areas are defined each year, which allows for the inclusion of new topics and issues. For example, the migration crisis of 2015 sparked an increase in the commitment of Daphne funds to international organisations (e.g. UNHCR) to strengthen national child protection systems for migrant children at risk of violence. Some attention has been given to the issue of cyber violence, such as increasing reporting of online sexual harassment among minors.

Fewer activities have been carried out over time despite evidence that the need remains high. The number of activities carried out per year has declined since the Daphne Initiative in 1997. At the same time, demand for funds from the Daphne programme has increased and only a small share of funding is approved3.

The geographical distribution of Daphne funding to beneficiaries is uneven. Several Member States - particularly those from the Central and Eastern European block - receive little or no funds to tackle violence against women, children and young people. This pattern is evident under both the REC Programme (2014-2020) and its predecessor, the Daphne III Programme (2007-2013)4.

Effort to align the Daphne programme with the Istanbul Convention are not yet evident. The EU signed the Istanbul Convention in 2017. The 2018 AWP includes one call for proposals that references the Istanbul Convention. The extent to which funds committed under this call remains to be seen in 2019.

Recommendations

More robust data are urgently needed to promote the effective distribution of funds. Monitoring data for Daphne-funded activities that capture information on the numbers of persons affected can contribute to assessments of the added value of EU funds to tackle violence against women, children and young people as well as enhancing the effectiveness of committed funds through evidence-based programming. Regular surveys on the different forms of violence against women and girls in the EU, such as those carried out by the Fundamental Rights Agency, are crucial to highlight emerging needs, such as cyber violence. It can also support needs-based assessments to align disbursement of funds where those needs are greatest.

Dedicated funding to tackle violence against women, children and young people should be maintained in the post-2020 period. Dedicated funds should continue to be offered through a range of funding mechanisms in the post-2020 period. More attention could be given to the distribution of funds across the EU. The provision of direct support to victims is especially critical in countries where availability and accessibility of services is limited, possibly with an extended timeframe (beyond two years). Finally, more funding may be merited, given the increasing demand and scale of needs.

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3 This assessment was made based on analysis carried out by the authors on 2014 and 2015 programme monitoring data as well as findings from the following studies: European Commission (2018), Interim Evaluation of the 2014-2020 REC Programme, final report and European Commission, (2008), Daphne III Programme: To combat violence against children, young people and women and to protect victims and groups at risk. For more information, please refer to Section 2.3.

4 European Commission (2018), Interim evaluation of the 2014-2020 Rights, Equality and Citizenship Programme: Final Report, p. 389 and Daphne III Programme: To combat violence against children, young people and women and to protect victims and groups at risk. For more information, please refer to Section 2.3.
Steps towards EU accession to the Istanbul Convention present an opportunity for greater alignment and effectiveness. The Istanbul Convention offers definitions for the different forms of violence against women and girls and prescribes four pillars of action to combat the problem. It also establishes the GREVIO monitoring body to track how Member States implement the Convention. Alignment of EU funds with the Istanbul Convention could thus lead to more harmonised and effective programming. An EU Directive could enhance effectiveness still further, by promoting the implementation of relevant laws and policies at national level and directing more dedicated funds to the issue.\(^5\)

INTRODUCTION

Aim

In view of the ongoing negotiations on the post-2020 Multi-annual Financial Framework (MFF), the research assesses the added value of EU funds in combating violence against women and girls, focusing primarily on the Daphne Objective within the Rights, Education and Citizenship (REC) 2014-2019 Programme.

Methodology

The study sought to address a set of research questions (See Table 1 below), which broadly address three of the evaluation criteria defined in the Better Regulation guidelines, such as relevance, effectiveness and coherence.

Table 1: Research questions for the study

<table>
<thead>
<tr>
<th>Criterion</th>
<th>Research questions</th>
</tr>
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| Relevance | • What is the relevance of the priorities and funded actions to the programme objectives?  
• What is the extent to which the priorities and selected projects meet the needs of the target group?  
• To what extent do EU funds provide direct support to victims of violence? |
| Effectiveness | • What is the extent to which the results of the funded actions sufficiently address the programme objectives?  
• To what extent have the results contributed to the development of legislation and policy? |
| Coherence | • What is the scope for complementarity and overlap of Daphne with other EU programmes? |

At present, the Rights, Equality and Citizenship (REC) Programme is the primary source of EU funds to tackle violence against women, children and young people\(^6\). The REC Programme encompasses nine strategic objectives, of which two directly address gender equality. Strategic Objective 4 promotes equality between women and men and gender mainstreaming. Strategic Objective 5 – also known as the Daphne Objective - seeks to combat and prevent violence against children, young people, women and other groups at risk.

A review of Annual Work Programmes (AWPs) for Strategic Objective 4 during the 2014-2017 period found one priority related to tackling violence against women, children and young people\(^7\). However, the extent to which activities funded under this priority

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\(^7\) JUST/2016/RGEN/AG/VAWA. The priority aimed to support national stakeholders in developing and implementing practical and targeted information, communication and education activities aimed at preventing and combating
contributed to this objective is unclear. It is more likely that activities addressed the objective indirectly, by seeking to change attitudes and behaviours that contribute to gender-based violence.

The analysis for this study focused on Strategic Objective 5, the Daphne Objective, which is directly tied to tackling violence against women, children and young people. The desk research reviewed evaluations related to the implementation of the Daphne programme with key sources being the ex post evaluation of the Daphne III Programme (2007-2013) and the interim evaluation of the REC Programme (2014-2020). The analysis spans the 2007-2020 period, focusing chiefly on the most recent interim evaluation of the REC Programme 2014-2020. In addition, an original analysis of project-level data was undertaken, drawing on information from the online database of projects funded under Daphne, otherwise known as the Daphne Toolkit. The database contains descriptions of each project’s aims and objectives, activities, results, impact, target groups, and topics covered, as well as providing links to any outputs of those activities.

A text-based analysis was carried out for a total of 99 projects in the Daphne database during the period 2010-2013, identifying categories of end beneficiaries, topics and outputs. The goal here was to identify those end beneficiaries and topics dominating the funding sphere, as well as determining how well projects succeeded in reaching their goals. The analysis was structured so as to allow for easy cross-referencing of projects with all three categories of interest, with end beneficiaries grouped according to the three target groups in the Daphne Objective (women, children and young people). These categories also included other sub-groups identified in project descriptions, based on criteria such as nationality, political or economic situation, ethnicity, health and sexual orientation, and groups such as refugees, victims of a particular type of violence, asylum-seekers, etc.

Information from the different sources were triangulated, with key findings developed, supported by quantitative data or examples of actual activities funded by Daphne.

**Limitations**

A key limitation of the assessment is the quality of monitoring data available, in the absence of which the assessment relied heavily on stakeholder opinions and desk research.

Article 14 of Regulation 1381/2013 establishing the REC Programme requires the Commission to monitor the implementation of actions carried out against pre-defined indictors on an annual basis. An additional set of indicators were also established for the Daphne Objective in annual monitoring reports (see Table 2 in the Annex).

Poor monitoring data have certain implications:

**The extent to which activities contribute to Daphne objectives cannot be impartially assessed.** The monitoring indicators apply across the REC Programme, with no scope for breakdown by specific objective. For example, indicators on awareness-

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9 End beneficiaries are defined as the categories of individuals targeted by Daphne funded projects. Topics are defined as the subject matter being dealt with by funded projects. Outputs are defined as the first level results created by funded projects. These are usually tangible in nature ranging from reports, training manuals and leaflets.
raising, training and workshop activities capture information on levels of participation for REC programme activities overall, rather than those specific to Daphne.

**Common activities funded by Daphne are not reflected.** Indicators for analytical activities, support for main actors and mutual learning, cooperation and dissemination are absent, despite being a key feature of actions funded under Daphne.

**The level of funding for different types of activities is unknown.** Although Daphne funding is dominated by capacity-building, training, mutual learning and cooperation and awareness-raising activities, the proportion of funding for each of these activities is unclear. The funding distribution for direct support activities such as the provision of shelters is similarly unknown, despite its prominence in action grants.

**There is a lack of information on end beneficiaries.** While information is available on the recipients of Daphne funds, the end beneficiaries (e.g. victims of gender-based violence or training participants) is not monitored. This creates challenges in assessing the extent to which the Daphne programme meets the needs of the target group, for example, whether funds contribute to increased support for victims.
1. POLICY CONTEXT AND BACKGROUND

**KEY FINDINGS**

- Violence against women affects at least one in three women and can take multiple forms. Cyber violence and online hate speech are emerging concerns stemming from the increased use of social media platforms.

- No legislative measures are currently in place at EU level to protect women from gender-based violence. The lack of a comprehensive instrument means there is no uniform definition of violence against women, children and girls. The potential efficiency gains of an EU policy framework is estimated at EUR 7 billion per year.

- In 2011, the Council of Europe adopted the Convention on Preventing and Combating Violence against Women and Domestic Violence (the Istanbul Convention). It prescribes the criminalisation of various forms of violence against women and highlights a range of measures Member States should adopt to meet their obligations. At present, the levels of protection and prevention differ considerably between Member States.

### 1.1. Violence against women and girls - the scale of the problem

Violence against women (VaW) is a violation of the human rights of women, as well as a form of discrimination. It may entail physical, sexual, psychological or economic harm or suffering to women, in either their private or public lives. VaW is destructive not only for survivors and their families, but also for the broader community. EIGE estimates a loss of **EUR 225 billion** every year, with an estimated one-third of these costs deriving from the use of services relating to health, social and justice sectors. High rates of under-reporting mean that the costs of violence against women are likely to be significantly higher than estimated, as many women never seek help or report the violence to authorities.

In 2014, the Fundamental Rights Agency (FRA) undertook a survey to shed light on the prevalence of this problem in the EU. The findings were stark, showing that at least **one in three women has experienced physical and/or sexual violence** since the age of 15. The survey also showed that only between 10% and 30% of women report the most serious incident of violence they experience to the police. A second survey is now being planned by representatives of eight EU Member States, FRA, EIGE, the European Commission and independent experts. This second survey is expected to collect data on the extent and nature of different types of intimate partner violence (IPV), violence by other perpetrators, violence in childhood, sexual harassment and stalking, with data recording both men and women’s experiences of violence. The first and second surveys combined will allow for investigations of the prevalence of violence against women over time.

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12 Ibid.
14 Ibid., p. 60.
The **under-reporting of VaW constitutes a serious issue**, both in terms of estimating the scale of the problem - crucial for developing policies and allocating funds - and because it evidences the severe lack of support and even safety of women, which prevents them from disclosing instances of violence and puts them at risk of further victimisation. Even where such instances are reported, difficulties in calculating the precise numbers of women affected by violence stem from differences in definitions and criminalisation of forms of violence against women. In addition, data are collected in different ways in the Member States\(^\text{16}\), complicating comparisons. There is a clear need for further measures to promote the reporting of VaW, particularly at national level, in order to identify and address the problem\(^\text{17}\).

**Map 1: Violence against women in the EU**

![Map of Europe showing prevalence of violence against women in different Member States.]

*Source: FRA, 2014*

Violence against women can take many forms. **Sexual harassment** - whether in the workplace or in other social settings - is the most common form of VaW experienced by women in Europe, with one in two women having experienced sexual harassment since the age of 15\(^\text{18}\). Almost as common is **psychological abuse** at the hands of an intimate partner, with 43% of women in Europe suffering from this form of abuse\(^\text{19}\). **Intimate partner violence (IPV)**, which occurs between current or former partners, can also include physical, sexual and economic abuse and is considered a widespread problem in Europe, with one in five women in (or previously in) a relationship having experienced this

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\(^{17}\) Ibid.


\(^{19}\) *FRA Survey on VaW*, 2014, p. 71.
type of violence\textsuperscript{20}. \textbf{Physical violence}, such as pushing and shoving, slapping and punching, grabbing or pulling a woman’s hair, burning, suffocating, stabbing and shooting a woman, affects 31\% of women in Europe, both within and outside relationships (current or former)\textsuperscript{21}. Many women also report having suffered from some form of \textbf{sexual violence} in their adult lives, with an estimated 11\% affected, and as many as one in 20 women in Europe reporting having been raped since the age of 15\textsuperscript{22}. The stigma that continues to be attached to sexual violence causes feelings of shame in the victim and subsequent failure to report, thus the statistics on the prevalence of sexual violence in Europe are likely to be conservative\textsuperscript{23}. Another form of VaW showing high prevalence rates in Europe is \textbf{stalking}, with an average of 18\% of women reporting having experienced stalking in one form or another\textsuperscript{24}. This chiefly consists of threatening or offensive telephone calls, emails and text messages, being followed, damage to property and, especially with respect to young women, stalking by means of the Internet\textsuperscript{25}.

The wide reach of the Internet and the increased use of social media platforms has given rise to new forms of VaW – \textbf{cyber violence and hate speech online}\textsuperscript{26}. Acts falling under this category may include the sharing of private photos or information and hacking, as well as rape and death threats\textsuperscript{27}. Research shows that women are specifically targeted by cyber violence and that age and gender are significant factors in the prevalence of cyber violence. Young women are particularly at risk of sexual harassment and stalking\textsuperscript{28}, with an estimated \textbf{one in 10} girls having already experienced some form of cyber violence by age 15\textsuperscript{29}.

Other forms of VaW, while not new, are particularly under-reported and suffer from a general lack of data. The transnational nature of \textbf{human trafficking}, for example, frustrates estimates of the numbers of women affected every year, as does the challenges for victims to speak out or be identified. Nevertheless, in 2013, an estimated minimum of 5,189 women and girls were victims of trafficking in the EU, although this number must be understood to be conservative\textsuperscript{30}. Although it is recognised that data collection for certain types of violence linked to traditional and/or cultural practices is notoriously difficult – such as \textbf{female genital mutilation (FGM)}, \textbf{forced (early) marriages}, \textbf{honour crimes} and \textbf{forced abortion or sterilisation} – these are also understood to be occurring at the European level, without sufficient national-level knowledge and expertise for prevention, support and data collection\textsuperscript{31}. There is thus an urgent need to close these gaps and adopt measures to gain a better overview of the prevalence of these types of violence in Europe and to ensure more effective prevention and protection.

\textbf{Young persons and children} (including boys) are also at risk of physical violence, emotional abuse or neglect, and sexual abuse. Girls are three times more at risk of being subjected to sexual abuse, and they are also in greater danger of other types of violence, including forced early marriage, trafficking, FGM and honour crimes (see above)\textsuperscript{32}. Over

\begin{footnotes}
\item[20] Ibid., p. 19 and pp. 51-52.
\item[21] Ibid., p. 21 and p. 27.
\item[22] Ibid., p. 21 and p. 21.
\item[23] Ibid., p. 14 and p. 21.
\item[24] Ibid., p. 42.
\item[25] Ibid.
\item[27] Ibid., p. 9.
\item[30] Ibid., p. 33.
\item[31] Ibid., p. 42.
\item[32] Ibid.
\end{footnotes}
one-third of women in Europe report having experienced violence in childhood, whether physical, sexual or psychological, with 12% indicating that they have experienced some form of sexual violence by an adult before they were 15 years old\(^{33}\). Again, these results should be understood to be conservative, owing to the under-reporting of experiences of violence in childhood, as well as the fact that this issue is both sensitive and susceptible to lack of recall\(^{34}\).

Figures show that certain members of society often face significantly higher risk of certain types of violence, due to **special vulnerabilities** relating to their age, ability, location, occupation, sexual orientation, health profile or minority status\(^{35}\). For example, a 2012 study found that almost 70% of female migrants and refugees entering the EU had experienced sexual violence\(^{36}\). Older women are particularly vulnerable to psychological and economic violence\(^{37}\), women with disabilities are at least three times more likely to experience violence than non-disabled women\(^{38}\), rural and economically disadvantaged women are also at higher risk of violence, and verbal and physical violence against Muslim women in Europe is on the rise\(^{39}\). While it is recognised that preventative and support measures must take the specific needs of particularly vulnerable women (due to their likelihood of facing multiple discrimination) into account, few specialised measures or support services exist at national level, with fewer than one-third of all Member States providing at least one such service\(^{40}\).

Other figures highlighting the scale and severity of VaW, as well as the need for measures on prevention, protection, and the support of victims, include the following:

- Across all forms of violence, including stalking, the overall percentage of women who have experienced violence is as high as 45%\(^{41}\).
- The 2014 FRA survey shows that in the EU, around 13 million women experienced physical violence and 3.7 million women experienced sexual violence over the course of one year\(^{42}\).
- 70% of women who have experienced violence suffer short and/or long-term physical and/or psychological health consequences\(^{43}\).
- VaW is one of the main killers of women worldwide, with as many as 47% of all female victims of homicide being killed by an intimate partner or family member. In Europe, this number is even higher, at 55% (2012)\(^{44}\).
- 37% of women victims of sexual and/or physical violence have been victims of several types of perpetrators at some point in their lives\(^{45}\).

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34 Ibid., pp. 122-123.
36 GEI on VaW, 2017, p. 45.
37 Luoma, M.L. et al., 2011, Prevalence study of abuse and violence against older women — Results of a multicultural survey conducted in Austria, Belgium, Finland, Lithuania, and Portugal (European report of the AVOW project), National Institute for Health and Welfare, Finland, pp. 31-33.
39 European Network Against Racism, 2016, Forgotten women: the impact of Islamophobia on Muslim women.
41 Explanatory Report to the Istanbul Convention, para 2.
43 GEI on VaW, 2017, p. 36. See also FRA Survey 2014, pp. 55-71.
44 United Nations Office on Drugs and Crime (UNODC), Global Study on Homicide 2013, p. 53; GEI on VaW, 2017, p. 34.
1.2. **International and EU action**

Figure 1 below presents an overview of the timeline of international and EU action on VaW.

**Figure 1: Timeline of legal and policy initiatives**

1.2.1. **International level**

Following early international efforts to address inequalities between women and men in general (e.g. the United Nations *Convention on All Forms of Discrimination against Women of 1979*⁴⁶), a major development with respect to addressing VaW at international level came with the UN *World Conference on Women in Beijing in 1995*. This gave rise to the *Beijing Declaration and Platform for Action*, which identified violence against women as a key concern to be addressed internationally⁴⁷. Two decades on, the *2030 agenda* (adopted in 2015) includes the goal of eradicating all forms of VaW in its sustainable development goals (SDGs 5, 11, and 16)⁴⁸. In addition, since 2016, the UN is cooperating with the EU to launch the ‘*Spotlight Initiative*’, aimed at supporting measures to combat VaW across the world⁴⁹.

There have been some critical developments at regional level within Europe over the last two decades, including various resolutions from the Council of Europe targeting different specific forms of VaW (e.g. FGM or forced marriage)⁵⁰, as well as the prevention and fight against VaW⁵¹ and improving the collection of relevant data⁵². Most importantly, in 2011, the Council of Europe adopted the *Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention)*⁵³, Europe’s first legally binding instrument specifically addressing violence against women and girls⁵⁴. Providing the first legal definition of gender-based violence against women, ‘violence that is directed..."
against a woman because she is a woman or that affects women disproportionately\textsuperscript{55}, the Convention lays down certain minimum standards to be attained by all State Parties with respect to four broad pillars of action: prevention, protection, prosecution and integration of policy\textsuperscript{56}.

To date, the Convention has been signed by 46 countries (including all 28 EU Member States), as well as the EU itself, and ratified by 33 countries (20 EU Member States)\textsuperscript{57}. EU Member States yet to ratify the Istanbul Convention are Bulgaria, Czech Republic, Hungary, Ireland, Latvia, Lithuania, Slovakia and the United Kingdom. EU ratification is subject to adoption of the Commission’s 2016 proposal by the Council.

1.2.2. EU level

While progress has been made in the EU in terms of legal and policy measures to fight VaW, this is not enough to effectively address the issue throughout the EU. There is much room for improvement, especially in achieving equal prevention, protection and support across all Member States. The potential economic gain of an EU policy framework has been estimated to be EUR 7 billion per year\textsuperscript{58}.

The EU has increased its efforts to tackle the issue of violence against women and children in an effort to meet its international obligations, e.g. making gender violence one of the main priorities in its Strategic Engagement for Gender Equality of 2016-2019 and recognising the protection of children from violence as a specific objective within EU primary and secondary legislation\textsuperscript{59}. While much of its efforts initially included the development of strategies and recommendations, the implementation of awareness-raising campaigns and funding for projects aimed at combating VaW (Daphne), the EU has also adopted a number of Directives on gender equality\textsuperscript{60}, sexual harassment\textsuperscript{61}, human trafficking\textsuperscript{62}, and the protection and rights of victims of crimes\textsuperscript{63}. Another important legal measure was the adoption of a regulation addressing the mutual recognition of protection measures in civil matters, ensuring that victims may rely on any protective measures issued against their perpetrator, even when they relocate or travel to another EU Member State\textsuperscript{64}.

\textsuperscript{55} Ibid., Article 3d.
\textsuperscript{56} GEI on VaW, 2017, p. 52 (Annex 1).
\textsuperscript{57} https://www.coe.int/en/web/conventions/full-list/-/conventions/treaty/210/signatures.
\textsuperscript{58} European Parliament Research Service, 2013, Combatting Violence against Women: European Added Value Assessment.
\textsuperscript{62} Directive 2011/36/EU of 5 April 2011 on preventing and combating trafficking in human beings and protecting its victims, and replacing Council Framework Decision 2002/629/JHA, OJ L 101/1; Directive 2004/81/EC of 29 April 2004 on the residence permit issued to third-country nationals who are victims of trafficking in human beings or who have been the subject of an action to facilitate illegal immigration, who cooperate with the competent authorities, OJ L 261/19.
Despite these important legislative steps, no legislative measures at EU level directly protect women from gender-based violence. The **lack of a comprehensive Directive addressing the issue of violence against women** as a whole has been criticised by the European Parliament, which has called upon the Commission to draft a proposal for a comprehensive Directive on the prevention and fight against VaW in all its forms. Such an initiative could be even more effective than EU accession to the Istanbul Convention in ensuring the implementation of relevant laws and policies at national level.

The European Parliament has been active in raising awareness and formulating policies in respect to violence against women since the late 1980s, and its Committee on Women’s Rights and Gender Equality (FEMM) has contributed significantly to the development of EU policy in this field. It has issued several resolutions on VaW in general, as well as highlighting the need to tackle particular forms of violence against women. It has repeatedly advocated for VaW to be included under Article 83(1) TFEU, in order to enable the Council and the Parliament to adopt minimum rules with respect to the definition of criminal offences and sanctions in relation to VaW as a cross-border issue. In addition, it has called for the Commission to submit a proposal for a legal act based on Article 84 TFEU, adopting measures to support Member States in combating violence against women and girls. Continuing to push for progress, the European Parliament has highlighted the need to address new and emerging forms of VaW such as cyber violence. Although the UN has recognised and broadly described the phenomenon of cyber violence, in Europe the issue is only partly recognised in the Council of Europe’s Conventions of Budapest, Istanbul and Lanzarote. As yet **there is no specific instrument focusing on online violence and no commonly accepted definitions of the various forms of violence targeting women and girls online**. The European Parliament has already called, through several different resolutions, for the recognition of cyber violence and hate speech online against women in the EU.

At present, while there has been some progress across Member States and at EU level, the lack of a comprehensive instrument on VaW means that there is no uniform definition of VaW or its specific forms which applies across the EU, and levels of protection and enforcement vary across Member States.

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67 Ibid.

68 European Parliament Resolution of 26 November 2009; European Parliament Resolution of 5 April 2011 on priorities and outline of a new EU policy framework to fight violence against women (2010/2209(INI)).


prevention differ. This also makes it difficult to collect data. A comprehensive directive on VaW, as requested by the Parliament, which includes definitions of the different types of violence and ensures equal protection across all Member States could address some of these concerns. The European Parliament is also advocating that the EU finalise its accession to the Istanbul Convention, as a complementary instrument that would ensure that VaW will truly be tackled legally.

1.3. Effective measures

In addition to providing important legal definitions and prescribing the criminalisation of various forms of VaW, the Istanbul Convention highlights a wide range of measures which States are required to adopt to meet their obligations. These measures are aimed at prevention, as well as at the protection and support of victims. The effect of VaW on women’s lives, as well as society at large, is considerable, and without effective measures for prevention, protection and support, these will be perpetuated. For example, the majority of women (70%) are understood to suffer short and long-term consequences to their physical and mental health as a result of violence and trauma. Providing access to free-of-charge, reliable and effective support services to victims is crucial in combating VaW. According to the Istanbul Convention, State Parties must develop general and specialised support services which directly address victims’ needs.

The needs of victims can be grouped into four broad categories: safety (including safe accommodation, protective measures, emergency financial support), health (emergency and short-term medical assistance, and long-term physical and psychological healthcare services), legal assistance (including legal aid and effective legal systems that take victims’ needs into account), and empowerment (support in building independent lives after violence, e.g. assistance with handling finances, applying for work, education and training). Direct measures targeting these needs include shelters, telephone helplines, protection measures, and short and long-term health services providing physical and psychological treatment. The Istanbul Convention sets certain minimum obligation for Member States with respect to shelters and telephone lines. Indirect policy measures that contribute towards prevention include awareness-raising campaigns, educational programmes, measures aimed at access to justice and interventions targeting perpetrators. One of the key issues in tackling VaW lies in changing social attitudes and norms towards gender equality, gender roles and the acceptability of using violence. Research has shown that there is a tendency in Europe for the public to accept or tolerate violent behaviour towards women (including insults, hitting, controlling behaviour and even forced sexual acts), to consider it less serious or to view it as inevitable. 27% of respondents to EU-wide national surveys have stated that sexual intercourse without consent can be justified. However, the power of awareness-raising

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73 Ibid.
74 Ibid.
75 European Parliament, Legislative Train Schedule – Prevention of Violence against Women.
77 See, for example, Istanbul Convention, Article 20; Explanatory Report to the Istanbul Convention, paras 125-127.
78 Ibid., Articles 18, 23 and 24; Explanatory Report to the Istanbul Convention, paras 133-137; Garcia Moreno, C. et al., 2015, p. 1685.
79 Ibid., Articles 23 and 24.
81 GEI on VaW, 2017, p. 25.
campaigns and other initiatives to change public attitudes and reduce victim-blaming practices remains unclear.\(^{82}\)

The Istanbul Convention highlights the importance of taking into account the **specific needs of certain groups**, and the specific measures that should be adopted to meet those needs. It refers to the following groups as being **particularly vulnerable** to different forms of VaW: ‘pregnant women and women with young children; persons with disabilities, including those with mental or cognitive impairments; persons living in rural or remote areas; substance abusers; sex workers; persons of national or ethnic minority background; migrants – including undocumented migrants and refugees; gay men; lesbian women; bisexual and transgender persons as well as HIV-positive persons; homeless persons; children and the elderly.’\(^ {83}\) Effective support must also allow for the intersectionality between gender and other social factors by making available specialist services addressing particular needs with respect to these increased vulnerabilities. This includes, for example, specialist trauma support for victims of sexual violence\(^ {84}\), and protection and support for child witnesses.\(^ {85}\)

Measures should also be context-specific and target the specific requirements of each Member State. Although difficulties in collecting comprehensive and reliable data from all Member States creates a challenge to estimate country-specific needs, the data on awareness of support services for victims of domestic violence show stark differences between individual Member States, with Eastern Europeans being least likely to have heard of such services.\(^ {86}\) The need for awareness-raising campaigns and initiatives to change public attitudes is clearly greater in these regions than, for example, in Sweden, which shows high rates of public intolerance to VaW and low rates of victim-blaming.\(^ {87}\)

Finally, it should be noted that despite some encouraging steps towards better protection of women victims of violence and prevention of VaW in the EU, the provision of these services differs considerably between Member States, with one in five women unaware that these services exist.\(^ {88}\) Studies show that the majority of victims do not report the violence they experience to the police or other victim support services, and thus do not come into contact with the specialist services, meaning that **many victims of VaW do not have their needs met in practice**.

\(^{82}\) Ibid., p. 26.

\(^{83}\) Explanatory Report to the Istanbul Convention, para 87.

\(^{84}\) Istanbul Convention, Article 25; Explanatory Report to the Istanbul Convention, paras 138-142.

\(^{85}\) Ibid., Article 26; Explanatory Report to the Istanbul Convention, paras 143-144.

\(^{86}\) Ibid., pp. 6-7.


\(^{88}\) Ibid., p. 162.

\(^{89}\) FRA Survey on VaW, Factsheet, 2014.
2. EU FUNDS TACKLING VIOLENCE AGAINST WOMEN

**KEY FINDINGS**

- The overall objective of the Daphne programme is to address the high prevalence of violence against women, children and young people and the low level of support available to them. This objective has remained unchanged since the programme’s inception more than 20 years ago.
- Funds can be delivered through a number of mechanisms to meet the broad range of needs. The most common types of activities implemented focused on capacity-building and training for social workers and healthcare professionals working in child protection systems or in providing direct support to victims.
- Demand for funding has increased yet only a small share of funding is approved. Fewer projects are carried out now than during the original Daphne Initiative in 1997.

2.1. **Overview and timeline**

The European Union has been instrumental in financing activities, projects and research to combat violence against women, children and young people at local and European level. The Daphne Initiative was launched in the late 1990s in response to growing European concern about the abuse and sexual exploitation of children and women. It expanded in two subsequent programmes in 2000 and 2004, with a considerably larger programme established in 2007. In 2014, the Daphne Programme was subsumed into the current Rights, Equality and Citizenship (REC) Programme for the period 2014-2020. Discussions are ongoing for funding in post-2020. Figure 2 below presents a timeline of the different Daphne programmes. As part of the Multi-annual Financial Framework (MFF) discussions, the European Commission is proposing to create a new Justice, Rights and Values Fund that would bring together the current REC with the Justice Programmes and the Europe for Citizens Programme.

*Figure 2: Daphne expansion 1997-2020*
**Implementation of the Daphne programme and other funds aimed at fighting violence against women and girls**


Until 2014 Daphne was a standalone programme that focused exclusively on addressing the problem of violence against women, children and young people. Since 2014, it has formed part of the REC Programme, as one of nine specific objectives with dedicated funding. This change was implemented on foot of the Commission’s ex-post evaluation of the 2007-2013 Daphne III programme, which identified a number of implementation issues and overlaps with other programmes. A key issue was the programme’s limited flexibility in respect of the changing nature of priorities and activities in the policy area and the limited funding capacity for horizontal and cross-cutting issues. The evaluation also noted the significant administrative burden associated with applying for funds and monitoring the results.

Since 2014, funding from the Daphne Objective has been available to all EU Member States, in addition to countries in the European Economic Area (EEA) and third or candidate countries that have signed specific agreements. As of January 2019, Iceland is the only non-EU country to participate in all objectives of the REC programme, including the Daphne Objective.

Public and private organisations in these countries are eligible for funding. Beneficiaries of the Daphne programme are wide-ranging and include research institutes, local and regional authorities, schools, training centres and universities. NGOs, ranging from grassroots to larger international organisations such as the UN High Commissioner for Refugees (UNHCR), UN International Children’s Emergency Fund (UNICEF), International Organization for Migration (IOM) and Save the Children, are also among the beneficiaries of Daphne.

The end beneficiaries of Daphne funding are similarly broad in scope. It includes a wide range of groups such as women, parents, experts, students, men, migrants and refugees.

### 2.2. Programme objectives and funding mechanisms

The overall objective of the Daphne programme remains unchanged since its inception more than 20 years ago. As defined in the REC Programme, Daphne’s objective is ‘to prevent and combat all forms of violence against children, young people and women, as well as violence against other groups at risk, in particular groups at risk of...

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91 European Commission (2005), *Achievements from the Daphne Programme in the fight against violence against women and girls*, p.5
94 Unlike its predecessor, the REC Programme focuses on achieving a number of specific cross-cutting objectives, such as gender equality, fighting discrimination and promoting rights.
96 Liechtenstein is restricted to the specific objectives related to non-discrimination, racism, xenophobia, rights of persons with disabilities and equality between women and men.
violence in close relationships, and to protect victims of such violence\textsuperscript{97}. The programme seeks to address the high prevalence of violence and the accompanying low degree of support for victims\textsuperscript{98}.

**Annual Work Programmes (AWPs) lay out the priority areas**, provide indicative funding amounts for activities, set out the conditions for eligibility and the expected results. Calls for Proposals for specific types of actions are typically launched in the year following the publication of the AWPs and remain open for a defined period. More than one Call for Proposals may be released each year, depending on the funding available. Figure 3 below presents an overview of the process to obtain Daphne programme funding.

**Figure 3: Process for Daphne programme funding**

The REC Programme provides funding through three main mechanisms: **action grants, operating grants and procurement**. Both action and operating grants require co-funding with beneficiaries, at a level ranging from 5-20%. Action grants finance activities that provide direct support in four areas:

- Analytical activities, e.g. collection, development and publication of data, reports and other materials;
- Training activities, e.g. workshops and other online/offline tools for training purposes;
- Mutual learning, cooperation, awareness-raising and dissemination activities, e.g. exchange of good practice, organisation of conferences and media campaigns, and the publication of information materials;
- Activities that support the main target groups and other actors.

Action grants under the Daphne objective of the REC Programme are primarily issued to civil society organisations and universities, but can also include public institutions in the field of victim protection or perpetrator treatment (e.g. law enforcement in Member State authorities). **Analytical activities** carried out under Daphne include studies on migrants' perceptions and attitudes towards female genital mutilation (FGM) and the development of a survey on gender-based violence. **Training activities** have included the development of multi-sectoral guides and protocols for professionals working in child protection systems, as well as healthcare professionals, social workers and teachers working with victims or victims at risk of harmful practices. Other activities include training for hotline professionals and the development of material to educate men, women, children and young people in schools and the workplace on sexual harassment and sexual violence in new technologies and social media. **Mutual learning and cooperation activities** have seen the organisation of conferences with experts at national and European level on: child protection systems and missing children; the development of an EU roadmap on referral pathways for early/forced marriage for frontline professionals; and behaviour change campaigns targeting bullying in schools and the eradication of FGM. Lastly, examples of **activities to**

\textsuperscript{98} Ibid., p. 4.
**support main actors** include: the provision of shelters and other forms of safe and accessible accommodation; legal advice; medical and psychological counselling; hotlines; development of interventions for perpetrators; and programmes for specific groups at risk of violence, such as persons with disabilities, migrants, Roma, ethnic minorities, LGBTI, elderly women, children in alternative care and homeless children.

**Operating grants** provide financial support to organisations carrying out activities in line with priorities set out in AWPs. The grants can cover costs related to staffing, internal meetings, production of publications and other information, travel to implement the work programme and other expenditure costs incurred as a result of project activities. Operating grants can also be used to establish three- or four-year **Framework Partnership Agreements** to support European networks working with victims and perpetrators of violence. Networks which have received operating grants include the European Network for Work with Perpetrators of Domestic Violence e.V. (WWP EN) and the European Federation for Missing and Sexually Exploited Children99.

Beneficiaries can also request **procurement funds** to cover costs related to the commissioning of studies and research, surveys, conferences and expert meetings, public campaigns and events, workshops and programmes on the exchange of good practices, awareness-raising and communication activities, databases and studies/evaluations. In certain circumstances, beneficiaries can also receive these funds directly.

### 2.3. Grants funded under the Daphne programme, 2014-2016

The **significant majority of funds dedicated to the Daphne Objective under the REC Programme were in the form of action grants.** Between 2014 and 2016, 103 action grants were awarded to project beneficiaries100, compared to 11 operating grants and only three procurement contracts during the same period101. Information from 2017 and 2018 is not yet available but action grants are again expected to dominate the funding awarded102.

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100 Ibid., p. 62.
101 Ibid., p. 392.
102 An information request was made to DG JUST for 2017 and 2018 results.
Figure 4: Number of grants awarded under the Daphne Objective, 2014-2016

Source: REC interim evaluation (European Commission, 2018)

Figure 5 below provides an overview of the grants planned and awarded during the 2014-2017 period. The commitment rate (i.e. the difference between planned and actual amounts awarded by the Commission) was high in all years except 2016. The reason for this is not known. About 10% of funding was dedicated to operating grants, primarily for the selection of framework partners, which took place twice in 2014 for a three-year period and in 2017 for a four-year period103.

Figure 5: Planned and awarded grants under the Daphne Objective, 2014-2017

Source: REC interim evaluation (European Commission, 2018). Funding amounts for 2017 were provided by DG JUST (European Commission).

Capacity-building and training were the most common types of activities implemented through action grants, followed by mutual learning and cooperation and awareness-raising and education (see Figure 6 below).

**Figure 6: Types of activities supported through action grants under the Daphne Objective, 2014-2016**

![Figure 6: Types of activities supported through action grants under the Daphne Objective, 2014-2016](image)

Source: REC interim evaluation (European Commission, 2018).104

More than half of Daphne fund beneficiaries are NGOs, with the remainder evenly split between universities, research organisations and public bodies105. Only 5% of beneficiaries were private organisations106.

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104 Figures for 2017 and 2018 are not available. Request was made to DG JUST.
106 Ibid., p. 73.
Figure 7: Share (%) of action grant resources distributed to beneficiaries, by year and type of organization

Source: REC interim evaluation (European Commission, 2018).

End beneficiaries chiefly comprised girls, missing children, child victims of violence and unaccompanied migrant children. Figure 8 below shows the number of projects that targeted each group. Inconsistent reporting in project summaries in the Daphne database makes a certain degree of overlap likely in the reporting of groups, where projects targeted more than one end beneficiary group (e.g. women and migrants). The ‘Mixed groups’ category encompasses projects with a focus on girls, migrants, asylum seekers, trafficking victims, refugees, released sex offenders (perpetrators), migrant domestic workers, persons in shelters/institutions, sex workers and the LGBTI community. In view of the analysis presented in Figure 8 and those of the interim evaluation of the REC Programme, it appears that the Daphne Objective has continued the targeted approach of Daphne III by focusing on children.

107 Ibid., p. 388.
Implementation of the Daphne programme and other funds aimed at fighting violence against women and girls

Figure 8: Number of end beneficiaries targeted by projects, Daphne database 2010-2013

Source: Analysis of project level data from the Daphne database. ‘Mixed groups’ encompasses projects with a focus on girls, migrants, asylum seekers, trafficking victims, refugees, released sex offenders (perpetrators), migrant domestic workers, person’s in shelters/institutions, sex workers and the LGBTI community.

Demand for funding has increased. Each year, on average, 380 applications are submitted, accounting for almost half of all applications received under the REC Programme (41% in 2014 and 42% in 2015). By comparison, the average number of applications under its predecessor, Daphne III, was approximately 270 per year\(^{108}\).

However, only a small share of the funding requested is subsequently approved (11%)\(^ {109}\). The level of funding requested far exceeds the level of funding granted. This has been a consistent trend since Daphne II (2004-2006), when only about 16% of eligible funding was approved\(^ {110}\).

Fewer projects have been carried out over time. The high demand for funding and limited budget spend may account for the smaller number of projects. Figure 9 below shows the average number of projects funded declining since the first Daphne Initiative launched in the 1990s.

\(^{108}\) Ibid., p. 114.
\(^{109}\) Estimate based on a breakdown of funding for the two years available: 2014 and 2015.
\(^{110}\) European Commission, (2008), Daphne III Programme: To combat violence against children, young people and women and to protect victims and groups at risk, p. 6.
Figure 9: Average number of projects funded during Daphne lifespan

Source: Figures for 1997-2006 are based on the total amount of projects submitted to the Daphne Database for the period 2004-2006. Figures for 1997-2003 are sourced from evaluations for the Daphne Initiative and Daphne I and II programmes. Figures for 2007-2013 are sourced from the Daphne III evaluation. Figures for the Daphne Objective under REC are sourced from the REC interim evaluation only for the period 2014-2016. Note: the figures are average annual figures over the period of the programme.

The largest share of Daphne funding for action grants was awarded to organisations in Italy, followed by the UK, Spain, Belgium and Greece (see Map 2). The overall awarding rate across all Member States was 16% in 2016. Although this rate is low, it has been steadily increasing since 2014 (see Figure 10). With the exception of Romania, most Member States from Central and Eastern Europe did not apply for significant financial resources, and funding requests from organisations in this block had an average success rate of 10-40%. Croatia, Malta, Ireland and Estonia were the least represented in terms of applications and awards. Information on the distribution of resources to international organisations was not provided in the REC evaluation report. Similar patterns in the geographical scope of projects were also noted in the Daphne III Programme.

114 Ibid., p. 73.
115 Ibid., p. 67.
Figure 10: Overall awarding rate for applications (2014-2016)

Source: Authors calculation based on programme information provided in REC interim evaluation (European Commission, 2018).

Map 2: Geographical distribution of Daphne Objective beneficiaries, 2016

Source: REC interim evaluation (European Commission, 2018)
### 3. ASSESSMENT FINDINGS

#### KEY FINDINGS

- The level of funding committed to tackling violence against women, children and young people (EUR 17 million in 2017) is small compared to the potential efficiency gains of an EU policy framework in this area (EUR 7 billion per year).
- The different funding mechanisms of the Daphne programme are complementary and contribute to the overall objective of reducing the prevalence of gender-based violence. Effective actions funded by Daphne, such as transnational networks, are unlikely to exist in the absence of funds.
- The flexibility of the Daphne programme has allowed for emerging needs to be addressed, together with the intersectional nature of gender-based violence. However, the geographical distribution of Daphne beneficiaries may not reflect the needs distribution.
- Daphne-funded actions are highly coherent with other EU funding instruments, programmes and actions, as well as the UN’s Sustainable Development Goals.
- Efforts to align the Daphne Objective of the REC Programme with the Istanbul Convention are not yet evident.

#### 3.1. Overview

The assessment found the Daphne programme to be highly relevant and effective, with some areas which might be improved. The investigation was limited by the lack of monitoring data to determine who was affected by what activities and how. The lack of monitoring on the impacts of funds delivered is especially acute.

The sections below present the findings from the assessment insofar as they relate to Daphne funding relevance, effectiveness and coherence. In the absence of monitoring data, the assessment relied primarily on feedback from stakeholders as reported in the evaluations of the REC and Daphne III Programmes. It also drew from an analysis of projects in the Daphne III database to identify dominant topics and target groups and the impact of actions. Certain projects are highlighted throughout the chapter to highlight the diversity of Daphne-funded projects and the range of successful impacts.

#### 3.2. The Daphne programme is relevant to the needs of the target group and its objectives

Daphne funding mechanisms are complementary and contribute to the programme objective. The different funding mechanisms complement one another and contribute towards different outcomes that support the overall objective. For example, action grants target the development of projects while operating grants aim to provide structural support, such as the expenditure needed to carry out project activities. Procurement actions can provide funding when more direct interventions are needed, such as conducting a survey to pilot a training initiative. In addition to the three main categories of funding mechanisms, direct grants have been used to provide timely support in cases of
Implementation of the Daphne programme and other funds aimed at fighting violence against women and girls

Emergencies, such as the migrant crisis in 2015. Daphne grants have also been used to address institutional needs, such as the development of evaluation indicators, analysis of good practices, and mapping and data collection exercises, to provide a more comprehensive picture of violence in Europe and identify approaches to increase levels of under-reporting.

Stakeholders consulted in the REC interim evaluation largely agreed that the combination of funding mechanisms had enabled a range of actions to be implemented. In the absence of the Daphne programme, similar actions would not have taken place or would not have achieved the same coverage of beneficiaries and end beneficiaries in key target groups. Transnational networks funded by Daphne (which promote knowledge sharing and mutual learning across Member States) would probably not exist, as these are less likely to receive national funding than solely national initiatives. Stakeholders consulted as part of the evaluation for both the REC Programme and its predecessor stressed the importance of Daphne funding in safeguarding the sustainability of such partnerships.

**EXAMPLES OF FUNDED ACTIONS ADDRESSING NEEDS OF TARGET GROUP**

*National missing children helplines*

- In 2012 four new national helplines were set up in Bulgaria, Cyprus, Hungary and the Slovak Republic, using Daphne III funding. In 2012 and 2013, 17 Member States received grants to maintain their existing helplines. Daphne III also funded Missing Children Europe (MCE, the umbrella organisation representing the network) to harmonise procedures and produce guidelines on cross-border disappearance. According to MCE’s 2013 Annual Report, the member organisations of the network responded to 250,012 calls in that year alone. A Daphne III action grant was also used for the 2012 notfound.org campaign, which shared over three million posters of missing children. National members of the missing children network that have received action grants have also supported individual families through practical cooperation.

*Source:* Ex post evaluation of the Daphne Programme 2007-2013

*SNaP - Specific needs and protection orders*

- The SNaP project examined national protection measures for their suitability and efficacy for different groups of victims with specific needs. This exploratory study, conducted in Austria, Germany, Portugal, Poland and Ireland, interviewed 208 experts and practitioners from different professions and institutions, as well as victims of domestic violence. 257 court cases were also analysed to identify gaps and barriers in protection and the specific needs of victims. The study focused on women with physical, cognitive or mental disabilities, and on victims of violence who faced barriers in accessing victim protection because of legal or social factors and/or individual characteristics. It also targeted those victims for whom it was particularly difficult to remain in the network of support, such as women migrants and refugees.

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117 In exceptional circumstances grant beneficiaries can receive direct grants, which provide quicker and more flexible access to funding in cases of emergency.
121 Ibid., p. 105.
who did not speak (sufficiently) the national language or whose residence was not ensured, or women who suffered from mental illness. The research identified major deficiencies in the implementation of protection measures, which failed to take into account the specific needs of victims or to provide appropriate resources, thereby increasing their risk of harm.

Source: Daphne database

The Daphne programme is flexible and has adapted to emerging needs and the intersectionality of gender violence. The priority areas are defined each year in the AWPs, allowing for the inclusion of new topics and issues and targeting attention towards neglected or under-represented groups. For example, the migration crisis in 2015 saw direct and restricted action grants distributed to international organisations such as UNHCR, UNICEF, IOM and Save the Children to strengthen national child protection systems for migrant children at risk of violence. Funded activities focused on establishing mobile child protection systems, providing medical and psychological aid to children and their families, and monitoring reception conditions in hotspot/relocation schemes to ensure they are in line with international and EU standards on child protection. Daphne funds were also used to tackle the intersectionality of gender violence in Europe, with priorities set out in the areas of harmful traditional practices associated with FGM, forced marriages, honour-related crimes, corporal punishment of children, and violence experienced by vulnerable groups such as migrant workers, homeless women and the elderly. Some attention has been given to the issue of cyber violence, in particular increasing reporting of online sexual harassment among minors and improving multi-sectoral cooperation in preventing and responding to this behaviour.

Figure 11: Simplified intervention logic for the Daphne Objective

The Daphne programme supports key target groups but gaps remain. The Daphne programme has supported key target groups, such as women, young people and children. More specifically, awareness-raising activities and education campaigns have targeted a wide range of other groups, such as parents, experts, students, men, migrants and refugees, and the general public. Training and capacity-building activities have focused on experts and other professionals who have close contact with victims. Over time, the intersectionality dimension of the Daphne programme has strengthened. Broadly speaking, these have ranged from girls, migrants, asylum seekers, trafficking victims, refugees,

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122 See Project deSHAME noted in European Parliament, FEMM Committee, 2018, Cyber violence and hate speech online against women, p. 31.
released sex offenders (perpetrators), migrant domestic workers, persons in shelters/institutions, sex workers and the LGBTI community.

The REC interim evaluation identified some groups that are under-represented in national contexts and which could benefit from greater support from Daphne\textsuperscript{124}. These include children with disabilities, family carers of elderly people with degenerative diseases, refugees suffering from psychological harm, and children left behind by migrant families in Eastern European countries\textsuperscript{125}. Over time, the Daphne programme has increasingly focused on girls, missing children, child victims of violence and unaccompanied migrant children, while reducing attention to women (see Figure 8 in Chapter 2).

**Regular needs assessments could improve targeting and increase relevance.** The targeting of the Daphne programme is not informed by needs assessments. Rather, the REC Programme continued to target the same actions as its predecessor (i.e. preventing and combating violence against women and children), assuming the same problems and needs for the 2014-2020 programming period. This decision was chiefly based on positive feedback from beneficiaries’ in the ex post evaluation of the Daphne III Programme, who reported that those actions remained relevant to the target groups’ needs\textsuperscript{126}.

**Daphne funds are unevenly distributed across Member States.** Several Member States - particularly those from the Central and Eastern Europe block, which have similar needs - receive little or no funding to tackle violence against women. This pattern is evident in the distribution of project partners under the REC Programme, much like the situation under the previous Daphne III Programme\textsuperscript{127}. While direct or restricted action grants have been provided to UNHCR, UNICEF, IOM, Save the Children and Eurostat for projects targeting migrant children and the development of gender-based violence statistics, the directing of these funds within countries is not known. Needs assessments could play a role in identifying needs at national level and thus informing how funding might best be distributed.

### 3.3. The Daphne programme is considered effective - more funding may be merited given the scale of the problem

**Stakeholders consider the Daphne programme to be highly effective.** The REC interim evaluation found that about 70-80\% of the stakeholders consulted believed the programme was effective\textsuperscript{128}. However, in the absence of objective measures linked to programme activities, these views cannot be quantitatively confirmed\textsuperscript{129}. The European Commission monitors the effectiveness of the Daphne programme with one indicator - the percentage of people who consider domestic violence against women unacceptable. This indicator is reported in the Eurobarometer and is not directly linked with Daphne activities\textsuperscript{130}. The REC interim evaluation notes that Daphne priorities are appropriate but not monitored.

\begin{flushleft}
\textsuperscript{124} Ibid., p. 117.
\textsuperscript{125} Ibid., p. 112.
\textsuperscript{126} Ibid., p. 385.
\textsuperscript{128} Ibid., p. 89.
\textsuperscript{129,129} Monitoring data are poor (see Annex 1 for more information).
\end{flushleft}
EXAMPLES OF DIRECT SUPPORT PROJECTS TO VICTIMS OF VIOLENCE

INDOORS - Support and Empowerment for Female Sex Workers and Trafficked Women working in hidden places

- The INDOORS project received three action grants under Daphne III to facilitate and provide indoor-based sex workers and women in a situation of dependency with better access to public health and social services, as well as labour and human rights services. The project delivered training to 177 public services and others 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, and were subsequently encouraged to build a network to facilitate the sharing of information and advice among themselves.

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 victims of violence (or those at risk of such violence) by training community 'peer leaders' to disseminate information and provide support to women without access to outside information due to language barriers or traditional customs. Over 100 peer leaders received training and 46 migrant women participated in the subsequent workshops on violence. As a result of the training, participating migrant women established an association to provide ongoing support and assistance to victims of violence and women at risk in their communities.

Source: Ex post evaluation of the Daphne III Programme

Mutual learning and cooperation activities increased the capacity of professionals to support victims. At least 24 such projects were implemented during the 2014-2016 period. These activities considerably increased the capacity of professionals to identify cases of violence and address the needs of target groups\textsuperscript{131}. A critical determinant of the impact of these activities was the use of multidisciplinary, gender-sensitive and child-centred methods and tools, which have enabled innovative approaches to facilitate learning. For instance, training on bullying in schools was developed with inputs from both perpetrators and victims\textsuperscript{132}. While the effectiveness of mutual learning and cooperation activities is confirmed by stakeholders, less is known about the proportion of funding directed to these activities, or whether such amounts are considered adequate.

Awareness-raising activities have strong potential to prevent violence against women but measurement indicators are lacking. Similar to mutual learning and cooperation, at least 24 awareness-raising initiatives were undertaken in the 2014-2016 period. The Daphne programme has targeted a wide range of groups in awareness-raising activities, such as women, young people, children, parents, experts, students, men, the general public, migrants and refugees and other mixed groups. While it is difficult to precisely measure the impact of awareness-raising activities, they are considered one of the most effective strategies for changing perceptions and behaviour\textsuperscript{133}. Awareness-raising measures can work to change attitudes and beliefs by condemning violence against women,

\textsuperscript{131} Ibid., p. 140.
\textsuperscript{132} Ibid., p. 394.
\textsuperscript{133} European Parliament, FEMM Committee (2016), The issue of violence against women in the European Union, p. 45.
children and young people. It can also inform people of their rights and the supports available, while at the same time encouraging open discussion of the issue, all of which can enhance reporting and victim support. While the proportion of funding going towards awareness-raising activities is unknown – as is the question of whether or not such amounts are adequate - there is strong evidence to suggest that more funding should be dedicated to such activities in order to maximise their impact on prevention.

The level of funding committed is small compared to the economic costs of violence against women and girls. The economic costs of violence against women, children and young people in the EU is in the order of EUR 225 billion each year\(^{134}\). By comparison, the level of funding committed by the Daphne programme was almost EUR 17 million EUR in 2017. While the funds committed to the Daphne Objective are relatively high within the REC Programme, they are low compared to the need. As highlighted in Chapter 2, only a small share of the funding requested is subsequently approved (11%)\(^{135}\). A higher level of funding committed to the Daphne Objective could have an associated increase in effectiveness. More funding is also needed to ensure that the results of project activities are sustained. Even though beneficiaries provide assurances that the acquisition of new skills and knowledge, the creation of tools and procedures and other outputs used to increase awareness will be used beyond project completion, such extensions beyond the life of the funding are not typically built-in at project level\(^{136}\).

Transnational partnerships are an important contributor to effectiveness and vital to the sustainability of actions. The Daphne programme has been instrumental in the creation and maintenance of transnational partnerships. The formation of such partnerships is a condition of funding, resulting in a dense network of advocacy organisations better equipped to address violence against women, children and young people. It should be noted, however, that not all beneficiaries form networks, with the REC interim evaluation identifying 204 isolated organisations out the 440\(^{137}\). This means that almost one in two organisations within REC do not work with other funded organisations to deliver their actions. In addition, transnational partnerships are concentrated in several Member States, most notably Italy, Spain and Belgium. Far fewer partnerships are established in Central and Eastern Europe or among countries from newer Member and Candidate States, despite their greater need for capacity development.

Transnational partnerships are reported to enhance capacity, strengthen project implementation and sustain results\(^{138}\). The creation of partnerships based on a combination of different areas of expertise also facilitates the achievement of outcomes\(^{139}\). Transnational partnerships can bring together professionals with expert knowledge of best practice with other European organisations that are not direct beneficiaries of action grants. This can enable non-recipients of funding to gain knowledge of best practice and thus better equip themselves to address the issue, as well as avoiding duplication of effort and building on previous experience. A smaller number of beneficiaries reported that partnerships had a positive impact on their fund-raising capacities\(^{140}\).

\(^{135}\) Estimate based on a breakdown of funding for the two years available: 2014 and 2015.
\(^{137}\) Ibid., p. 98.
\(^{138}\) Ibid., p. 103.
\(^{139}\) Ibid., p. 95.
\(^{140}\) European Commission Staff Working Document (SWD), 2018, Interim evaluation of the implementation of the REC Programme 2014-2020, p. 16.
EXAMPLE OF DAPHNE III PROGRAMME FUNDED PROJECTS WHICH HAD AN IMPACT ON CAPACITY-BUILDING AT LOCAL LEVEL

IMPLEMENT – Specialised Support for Victims of Violence in Healthcare Systems Across Europe

- The IMPLEMENT project provided training to over 330 health professionals and gender-based violence advocates in six EU countries (Austria, Bulgaria, France, Germany, Italy and Romania) in order to directly strengthen support for victims of gender-based violence in six diverse health settings, as promoted and identified as best practice in the Istanbul Convention. The project successfully integrated the IMPLEMENT model as part of routine clinical practice in all six health settings thereby improving referral pathways for specialised support for victims of gender-based violence in the EU.

FATIMA - Preventing Honour-related Violence by Education and Dialogue through Immigrant NGOs

- The main objective of the project was to prevent violence linked to harmful cultural practices (e.g. FGM, forced or early marriages or forced sexual relationships, and honour crimes) through awareness-raising within local communities on the human rights safeguarded in the European Convention on Human Rights and national legislation in Sweden, Portugal, the UK and Greece. A manual was developed to increase the networking, training and project management capacity of ethnic minority NGOs. This was used to train more than 58 ethnic minority NGOs in four partner countries, reaching approximately 100 coaches. In turn, these coaches organised study circles in human rights and human rights violation prevention for more than 700 individuals in their local communities.

Source: Daphne database

Some actions are unlikely to be effective, e.g. awareness-raising for professionals in the field. Some Daphne activities were not directed at target groups in need and thus had little impact. For example, training activities delivered in 2014 and 2015 reached over 45,700 individuals of whom only 4,000 were in need of such training (e.g. professionals working with children in child protection services or NGOs). During that same period, awareness-raising activities reached over 1.6 million individuals, of whom an estimated 13,000 were professionals working with children. While awareness-raising campaigns are one of the most important strategies for preventing violence against women, children and young people, such measures are more effective when targeting the general population. Professionals working in the field are likely to have a high awareness of the issue already.

Stringent eligibility criteria may limit participation. Eligibility criteria for REC Programme funds (including those under the Daphne Objective) require some level of co-funding, as well as expertise in building partnerships. These criteria may have discouraged smaller NGOs with fewer resources and means of competing even though their activities are just as impactful as those of the larger NGOs.

142 European Commission Staff Working Document (SWD), 2018, Interim evaluation of the implementation of the REC Programme 2014-2020, p. 32.
More attention to direct support and longer project timeframes may enhance effectiveness. Daphne Programme documents suggest that funds are used for specialised services such as 24-hour helplines, shelters, legal advice, psychological support and counselling and medical care. However, the extent to which these services are provided in areas with heightened needs is not clear. For example, previous research highlighted gaps in the provision of specialised services in the Member States\(^\text{143}\). In 2014, Poland, Slovakia, Latvia, Lithuania and Estonia did not provide specialised services to women victims with regard to immediate medical care, forensic examination and documentation, and trauma support and counselling. Where such services were provided they were not free-of-charge, raising questions about accessibility, particularly for the most vulnerable\(^\text{144}\). An increase in funding dedicated to providing more direct support in these countries could enhance the effectiveness of the Daphne programme.

Action grants funded under the Daphne Objective are limited to two years\(^\text{145}\). Only projects funded under operating grants that have been previously accepted under Framework Partnership Agreements are entitled to receive financial support over a three or four-year period. The limitation is especially challenging for direct support activities, which are complex and require more time to ensure that staff competency is developed and continual support is provided to the same target groups in the same location or area\(^\text{146}\). These factors are important in ensuring the speedy recovery of victims.

There is limited evidence for the sustainability of projects. The REC interim evaluation identified little evidence of diverse funding sources of beneficiary organisations despite the co-funding requirements. This limits the likelihood that project activities and partnerships will persist beyond Daphne funding\(^\text{147}\). The lack of sustainability of projects and partnerships was identified as a weakness in the Daphne III Programme and, while greater funding was recommended to overcome this limitation, this does not appear to have been addressed.

3.4. The Daphne programme is coherent with other funding instruments although coherence with the Istanbul Convention has not been reviewed

The Daphne programme is highly coherent and complementary with other EU funding instruments, programmes and actions. Synergies are evident with the use of European Regional Development Funds (ERDF), which are part of European Structural and Investment Funds (ESIF), in terms of providing infrastructure support, such as the establishment of women’s shelters and activities to promote social integration of women victims of violence\(^\text{148}\). Complementarities are also noted with the Asylum and Migration Fund (AMIF) through the support (since 2016) in integrating asylum seekers and migrants into European communities\(^\text{149}\). Projects funded by the Internal Security Fund (ISF) have supported the provision of training to police and judicial officers working with perpetrators


and children in protection, while Erasmus+ funds have supported actions dedicated to increasing young people’s awareness of bullying, in addition to developing partnerships and dialogue between decision makers and youth organisations on youth policy.\textsuperscript{150}

Daphne-funded actions are broadly coherent with international objectives, namely the Sustainable Development Goal on achieving gender equality and empowering all women and girls (SDG 5). Daphne funding contributes to this goal by increasing awareness of the importance and economic benefit of equal treatment of women and men, as well as the disproportionate involvement of women in care and household responsibilities that contributes to their lack of participation in the labour market, further increasing their risk of experiencing violence.\textsuperscript{151}

### EXAMPLES OF DAPHNE III-FUNDED PROJECTS THAT IMPACTED ON POLICY-MAKING / LEGISLATIVE DEVELOPMENT

**Impact at EU level**

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

- Through its project ‘Realising Rights?’, the organisation produced a feasibility study on the possibility of standardising national legislation on violence against women, LGBT and children, which later formed the basis of a major European Commission feasibility study (also under Daphne III), as a public service contract on the potential harmonisation of law with regard to 13 forms of violence against women and children.

**Impact at national level**

- Daphne projects/activities had a significant impact on policies relating to the fight against all forms of violence and 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 training programme developed through the project, using it to raise awareness of sexual violence in the country.

- On foot of the success 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. The group then planned to use national funding to insert their innovative approach into a new policy initiative.

**Source:** Ex post evaluation of the Daphne Programme 2007-2013

**The Daphne programme may have led to policy changes at national and EU level.**

The elimination of FGM has been an ongoing priority area in the Daphne III and REC Programmes\textsuperscript{152} and is linked to the issuance of a 2013 EU Communication on this issue\textsuperscript{153}.

\textsuperscript{150} Ibid., p. 130


Daphne funds have been used to commission research on FGM, the implementation of local and international education campaigns and the establishment of the ‘End FGM European Network’, an umbrella organisation of 19 national NGOs working to ensure sustainable European action to end FGM. Increased attention to FGM and other traditional harmful practices has also led to legislative changes at national level. By 2014, specific crimes of FGM and forced marriage were introduced in the following EU countries: Austria, Belgium, Denmark, Germany, Cyprus, Croatia and the UK.\(^{154}\) In Ireland, Italy, Spain and Sweden, only FGM exists as a specific crime\(^ {155}\). In Luxemburg and the remaining EU countries, specific crimes for FGM and forced marriage do not exist but can be applied under general legal provisions\(^ {156}\).

**Map 3: Member States that address FGM and forced marriage as specific crimes in national legislation (2014)**

![Map showing member states addressing FGM and forced marriage as specific crimes](image)

**Source:** Council of Europe and European Institute for Gender Equality (EIGE)

The Daphne III Programme helped to raise the issue of elderly abuse among women in the EU Member States\(^ {157}\). During this lifetime of the Programme, the profile of violence against women was also raised. As a result of campaigns by grant beneficiaries, reforms were incorporated into the European Parliament’s Resolution on Violence against Women\(^ {158}\). In addition, Daphne activities supported research into developing standards to improve the harmonisation of methods of data collection on domestic violence in the EU. These results

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\(^{154}\) Fundamental Rights Agency (FRA), 2014, *Addressing forced marriage in the EU: legal provisions and promising practices*, p. 51; European Institute for Gender Equality (EIGE), 2013, ‘*Current situation of FGM in Austria*’; *ibid.*, ‘*Current situation of FGM in Belgium*’; *ibid.*, ‘*Current situation of FGM in Denmark*’; *ibid.*, ‘*Current situation of FGM in Germany*’; *ibid.*, ‘*Current situation of FGM in Cyprus*’; *ibid.*, ‘*Current situation of FGM in Croatia*’; *ibid.*, ‘*Current situation of FGM in the United Kingdom*’

\(^{155}\) European Institute for Gender Equality (EIGE), 2013, ‘*Current situation of FGM in Ireland*’; *ibid.*, ‘*Current situation of FGM in Italy*’; *ibid.*, ‘*Current situation of FGM in Spain*’; *ibid.*, ‘*Current situation of FGM in Sweden*’

\(^{156}\) Council of Europe, 2018, *Female genital mutilation and forced marriage*, pp. 93-117


were then used to develop the impact assessments that accompanied proposals for the development of Directive 2012/29/EU on minimum standards on the rights, support and protection of victims of crime\textsuperscript{159}.

**Effort to align the Daphne programme with the Istanbul Convention are not yet evident.** The EU signed the Istanbul Convention in 2017. The 2018 AWP includes one call for proposals that references the Istanbul Convention. The extent to which funds committed under this call remains to be seen in 2019.

\textsuperscript{159} Ibid., p. 23.
4. CONCLUSIONS AND RECOMMENDATIONS

4.1. Conclusions

Despite the limited monitoring data, there is strong evidence to suggest that the Daphne programme have been relevant and effective in tackling violence against women, children and young people in the EU. The different funding mechanisms allow for a wide variety of complementary, synergistic activities that contribute to Daphne’s overall objective, i.e. to address the high level of prevalence of violence against women, children and young people and the low level of support available to them. At the same time, programme design is sufficiently flexible to adapt to changing circumstances and emerging needs, such as the needs of increasing numbers of migrant children during the migration crisis in 2015.

The demand for Daphne funds has increased over time, as has the level of competition among potential beneficiaries. Despite this, however, the programme now supports fewer activities.

The analysis found that the geographical distribution of beneficiaries is uneven, with several Member States – particularly those from the Central and Eastern European countries – receiving little or no funds to tackle violence against women. This pattern is evident under both the REC Programme (2014-2019) and its predecessor, the Daphne III Programme (2007-2013). At present, the Daphne programme does not carry out needs assessments to guide the allocation of funding to target groups and areas with the greatest need.

The study found a high degree of coherence and complementarity between the Daphne programme and other EU funding, programmes and actions (primarily the ERDF, which provides infrastructure support, such as establishment of women’s shelters and promotes the social integration of women victims of violence). Efforts to align the Daphne programme with the Istanbul Convention, however, are not yet evident. The EU signed the Istanbul Convention in 2017. The 2018 AWP includes one call for proposals that references the Istanbul Convention. The extent to which funds committed under this call remains to be seen in 2019.

Finally, it is worth noting that an estimated EUR 17 million in EU funds was dedicated to violence against women, children and young people in 2017 while the overall economic costs of violence against women are estimated to be in the order of EUR 225 billion per year.

4.2. Recommendations

More robust data are urgently needed to promote the effective distribution of funds. Monitoring data for Daphne-funded activities that capture information on the number of persons affected can contribute to assessments of the added value of EU funds to tackle gender-based violence and enhance the effectiveness of committed funds through evidence-based programming. Regular surveys and stakeholder consultations on the different forms of violence against women and girls in the EU can help to identify emerging needs, such as cyber violence, and their scale.
**Improved data collection efforts can support needs-based assessments to prioritise needs and key target groups.** The interim evaluation of the REC Programme recommended a more systematic analysis of stakeholder and beneficiary needs, in order to promote evidence-based programming.

**Dedicated funding to tackle violence against women and children should be maintained in the post-2020 period,** with specific funds offered through a range of funding mechanisms. The evidence suggests the problem of gender-based violence remains significant and warrants close and dedicated attention. More funding is merited, given the heightened demand and competition and the scale of the problem being addressed.

**More attention should be paid to providing direct support to victims, particularly in countries where availability and accessibility are limited.** Multi-year funding would benefit from expanded opportunities and timeframes, as direct support activities are acknowledged to be more complex and require more time to generate results. In order to promote the longevity of funded projects, applicants could be asked to present sustainability plans in their proposals\(^{160}\).

**The coverage of the Daphne programme should be broadened to all EU Member States, particularly those that are under-represented.** Coverage could be enhanced through tailored communications strategies or targeted incentives.

**Finally, the steps towards EU accession to the Istanbul Convention present an opportunity for greater alignment and effectiveness.** The Istanbul Convention offers definitions for the different forms of violence against women and girls and prescribes three types of activities to combat the problem. The alignment of EU funds with the Convention could facilitate more harmonised and effective programming. An EU Directive could further enhance effectiveness by promoting the implementation of relevant laws and policies at national level and providing more dedicated funds to the issue.

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\(^{160}\) This recommendation was also made in European Commission (2018), Interim evaluation of the 2014-2020 REC Programme: Final Report.
5. REFERENCES


• European Commission Staff Working Document (2018), Interim evaluation of the implementation of the Rights, Equality and Citizenship Programme 2014-2020
• European Commission (2016), Special Eurobarometer 449: Gender-based violence, Wave EB85.3 available at http://ec.europa.eu/COMMFrontOffice/publicopinion/_index.cfm/Survey/getSurveyDetail/instruments/SPECIAL/surveyKy/2115


• European Council (2004), Directive 2004/81/EC of 29 April 2004 on the residence permit issued to third-country nationals who are victims of trafficking in human beings or who have been the subject of an action to facilitate illegal immigration, who cooperate with the competent authorities, OJ L 261/19 available at https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32004L0081&from=EN.


Implementation of the Daphne programme and other funds aimed at fighting violence against women and girls


ANNEX 1 – DAPHNE PROGRAMME

Figure 12: Prevalence of sexual harassment since the age of 15

Source: FRA survey 2014

Figure 13: Prevalence of stalking since the age of 15

Source: FRA survey 2014
### Table 2: Monitoring indicators

<table>
<thead>
<tr>
<th>Monitoring indicators</th>
<th>Results</th>
</tr>
</thead>
<tbody>
<tr>
<td>a) the number and percentage of persons in a target group reached by the awareness-raising activities funded by the Programme</td>
<td>Approximately 15,600 are children and young people and roughly 13,000 are professionals working with children.</td>
</tr>
<tr>
<td>b) the number of stakeholders participating in, inter alia, training activities, exchanges, study visits, workshops and seminars funded by the Programme</td>
<td>• Participants in training and cooperation activities: over 45,700 persons are professionals working with children in the children protection services or NGOs.</td>
</tr>
<tr>
<td>c) the number of cases, activities and outputs of cross-border cooperation</td>
<td>All Programme partnerships need to be transnational hence all cases, activities and outputs can be considered transnational.</td>
</tr>
<tr>
<td>d) the geographical coverage of the activities funded by the Programme</td>
<td></td>
</tr>
<tr>
<td>e) the number of applications and grants related to each specific objective</td>
<td></td>
</tr>
<tr>
<td>f) the level of funding requested by applicants and granted in relation to each specific objective</td>
<td>The rate has been around 90-95% across all SOs.</td>
</tr>
<tr>
<td>Additional indicators defined for REC Regulation</td>
<td></td>
</tr>
<tr>
<td>g) Improvement in the level of knowledge of Union law and policies and, where applicable, of rights, values and principles underpinning the Union, in the groups participating in activities funded by the Programme compared to with the entire target group</td>
<td></td>
</tr>
<tr>
<td>h) Participants’ assessment of the activities in which they participated and of their (expected) sustainability</td>
<td></td>
</tr>
<tr>
<td>Additional indicators defined in Annual Monitoring Reports</td>
<td></td>
</tr>
</tbody>
</table>
| i) Number of EU Member States that have signed and ratified the Istanbul Convention.   | Target: 24 (2020)  
Baseline: 0 (2011)  
Result as of 2017: 17161                                                                 |
| j) Percentage of people that consider that domestic violence against women is unacceptable (Eurostat) | Target: 100% (2020)  
Baseline: 84% (2010, source: Eurobarometers)  
Result as of 2017: 96%                                                                 |

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Figure 14: Number of applications per year (2014-2015)

Source: REC interim evaluation (European Commission)

Figure 15: Distribution of approved funding REC 2014-2015

Source: REC interim evaluation (European Commission)

Table 3: Planned and awarded amounts for grants under the Daphne Objective 2014-2017

<table>
<thead>
<tr>
<th>Year</th>
<th>Planned (EUR)</th>
<th>Awarded (EUR)</th>
<th>Commitment rate (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>2014</td>
<td>12,460,000</td>
<td>11,407,001</td>
<td>92%</td>
</tr>
</tbody>
</table>

162 Request made to DG JUST for 2016-2018 data
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<table>
<thead>
<tr>
<th>Year</th>
<th>Planned (EUR)</th>
<th>Awarded (EUR)</th>
<th>Commitment rate (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>2015</td>
<td>13,834,000</td>
<td>13,227,001</td>
<td>96%</td>
</tr>
<tr>
<td>2016</td>
<td>14,300,000</td>
<td>10,871,001</td>
<td>76%</td>
</tr>
<tr>
<td>2017</td>
<td>15,306,000</td>
<td>16,753,000</td>
<td>109%</td>
</tr>
<tr>
<td>2018</td>
<td>Not available</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source: REC interim evaluation (European Commission)
ANNEX 2 – ANALYSIS OF ACTIONS 2010-2013

Figure 16: Topics covered in projects (2010-2013)

Source: Daphne Database

Figure 17: Outputs produced by projects (2010-2013)

Source: Daphne Database
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Figure 18: End-beneficiaries targeted by projects (2010-2013)

Source: Daphne Database

Figure 19: Categories of young people targeted by projects (2010-2013) (Total)

Source: Daphne Database
Figure 20: Categories of children targeted by projects (2010-2013) (Total)

Source: Daphne Database

Figure 21: Categories of women targeted by projects (2010-2013) (Total)

Source: Daphne Database
NOTES
This study, commissioned by the European Parliament’s Policy Department for Citizens’ Rights and Constitutional Affairs at the request of the FEMM Committee reviews the effectiveness of European Union funding targeting the elimination of gender-based violence. It investigates the relevance of the priorities and actions funded, and the extent to which the results address programme objectives and provide direct support to victims of violence. The study concludes with policy recommendations on the priorities for the next cycle of EU funding for fighting violence against women and girls.

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