



Final Evaluation Report

DAPHNE PROJECT 2009–2010

Empowering women or perpetuating victimhood?

Impact of Domestic Violence policy and practice
for Minority Ethnic, Refugee and Roma women

Produced by:
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January 2011

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01 Foreword

The evaluation process has given me this opportunity to introduce the ‘Empowering Women’ project partners and associates through their achievements and insights – and it also allows this evaluation report to contribute to their considerable body of work.

The two main aims of the project were firstly to improve European Domestic Violence [DV] policies and practice for BME [Black and minority Ethnic] and Roma women – by conducting a comparative research study into how they experience legislation and its implementation. Secondly, to promote a Rights-based approach in identifying Domestic Violence as a Human Rights issue. Empowering Women is the first funded EU project to explore these topics and highlight the experiences of BME women; it pulled together a significant number of aspects of Domestic Violence and issues which prompted people I interviewed to call it ‘innovative’, ‘a really good project’, ‘brilliantly defined by its vision’.

‘No level of violence against women and girls is acceptable in modern Britain or anywhere else in the world.’

Theresa May, UK Home Secretary, 2010

I have kept peripheral sections of the report as brief as possible so as to focus on the Outcomes; the Impact they have made and are still making; and the useful Lessons Learned which complement Recommendations. This evaluation is therefore a commentary on achievement – impact, outcomes, process; it asks the participants, ‘have you achieved what you set out to do?’ ‘what else did you achieve?’ and ‘how did you do that?’.

‘Any of us can become the ethnic minority at any time – by travelling to a member state in the EU.’

Ann Reynard 2011

It is shocking that the project partners were motivated by the urgent need to address deficiencies in DV legislation, policies and practice in Europe in the 21st century – motivated by statistics such as 59% women will suffer violence in their lifetime [World’s Women, UN, 2010]; 20%–25% of EU women have suffered gender based violence and 16%–25% of all recorded crime in the UK is Violence against Women including Domestic Violence [European Women’s Lobby 2009 survey]. In the UK sexual offences were up by 7% in 2010 [Sky news 21.1.11].

In response, Empowering Women partners developed an ambitious project framework within the European DV context to address both the legislation and its implementation in the UK and Hungary; to consult survivors of DV, and legislative and law enforcement officials; and to address specific problems and rights of minority women experiencing domestic violence. Did it do all these things? Yes it certainly did! In evaluative summary, Empowering Women operated within budget – full financial details will be released in the final claim – and achieved most of its challenging objectives with a range of notable outcomes. As a guest commented after the 2010 conference, ‘This very effective project identified an unmet need for BME women’.

Ann Reynard, External Evaluator

Introducing the partners and project team

The Empowering Women project comprised:

- **The partners** – IMECE and LTEN based in Islington, London, UK and BSZF based in Budapest, Hungary
- **The Reference Group [RG]** – whose members were recruited in the UK to work voluntarily on the project by providing professional advice and guidance to the partners – they contributed much time, expertise and a range of skills.
- **The Editorial Board** – members worked with the research team and were appropriately qualified volunteers together with representatives from the partners and RG.
- **Survivors of Domestic violence** – who were empowered to speak for themselves through the research, the focus groups, the conferences, the DVD and in dedicated services set up to assist them to speak out.



IMECE is a women only community organisation set up in 1982 to provide advice, advocacy and information services for Turkish, Kurdish and Turkish Cypriot women. Its purpose is to raise awareness of issues such as domestic violence, racism and women's rights to enable women to overcome barriers of isolation and exclusion.

www.imece.org.uk



REGIONAL
SOCIAL WELFARE **RESOURCE CENTRE**
BUDAPEST

Regional Social Welfare Resource Centre Budapest (BSZF) was founded by the Municipality of Budapest in 1997 to train social workers. Since 2000, BSZF has been working on prevention of domestic violence. It has designed and delivered training for a range of public agencies; it conducts research and contributes effectively to various initiatives to tackle domestic violence in Hungary.

www.bszf.hu



LTEN-London Training and Employment Network (previously Islington Training Network) was established in 1998 and has since grown into a successful network of members from all key sectors with a majority from the community and voluntary sector. LTEN is committed to promoting economic inclusion and social justice through supporting a range of organisations.

www.itn.org.uk



The project partnership would like to acknowledge the support and contribution of the European Commission, Directorate-General Justice, Freedom and Security, Daphne Programme.

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02 Executive Summary

The Empowering Women project

Empowering Women's partners developed an ambitious project to address specific problems and rights of minority women experiencing domestic violence in Europe. The aims of the project were to improve European domestic violence policies and practice for Black and Minority Ethnic women [BME] and Roma women – firstly, by conducting a comparative research study into how they experience legislation and its implementation. Secondly, by promoting a Rights-based approach in identifying domestic violence [DV] as a Human Rights issue. Empowering Women is the first EU funded project to explore these topics and highlight BME and Roma women's experiences of DV.

Three significant areas of work:

- *Research* in four European countries to compare firstly, experiences of women surviving DV and secondly, national policies and services and how these impacted on women outside the mainstream culture.
- *Dissemination* of the objectives, issues and findings of the project
- *Giving a voice to and bringing together* DV survivors, service delivery agents, activists and policy makers to highlight issues, exchange information, plan future actions together.

Introducing the partners and team:

www.imece.org.uk www.bszf.hu www.lten.org.uk

- **Project management and development partners** – IMECE [Turkish for the cooperative and collaborative] and LTEN [London Training and Employment Network] both London, UK – partnering BSZF [Regional Social Welfare Resource Centre] in Budapest, Hungary.
- **The Reference Group [RG]** – who voluntarily provided professional advice to the partners.
- **The Editorial Board** – volunteers supporting the research.
- **Survivors of domestic violence** – who were empowered to speak for themselves

Summary of outcomes achieved

The research report makes an important contribution to the EU knowledge base and is a significant step forward in encouraging pan European practice in DV services and legislation. The report and executive summary are available on the Daphne project and partner websites: www.daphneproject.eu. Hard copies can be obtained by emailing Feride@imece.org.uk or sumita@lten.org.uk or fbaumann@bszf.hu

Six highly successful workshops were organised for local service providers, frontline workers, social services, children's welfare agencies, NGOs, policy makers, DV survivors and the press. Also, Empowering Women held thematic workshops in two European parliaments. One, chaired by Jean Lambert, MEP in the European Parliament while the Report Launch workshop was hosted by Jeremy Corbyn, MP at the Houses of Parliament, UK.

Development of training modules for service delivery agencies is still in progress. As a result of several delays in production, Empowering Women partners are adopting a longer term view in developing the training guidelines and modules. Please contact sumita@lten.org.uk if you would like to get involved.

Transnational website

The website will be maintained until July 2011 by BSZF who will rely on partners and relevant European agencies to submit relevant and dynamic postings. The Empowering Women website can be accessed at: www.daphneproject.eu

The project's DVD, available on the website, embodies the whole focus of Empowering Women, summarised by a participant as, 'women are not shown as continuing victims – the message of empowerment comes across'.





Final conference held in Hungary titled, 'Towards a consistent and coordinated response to DV experienced by Minority Ethnic and Roma women in Europe'. A minister of state and a police superintendent presented their views and the highly successful event gave birth to a Movement in Budapest for DV agencies to network and coordinate efforts.

European added value: the project outcomes are relevant to all EU countries and especially to multi-nation groups that transcend individual countries to create policy and legislation for Europe as a whole.

Unexpected Outcomes

- The project gave participating organisations the overwhelming opportunity to link their grass roots work with strategy and the EU.
- 2nd tier organisations are beginning to use Human Rights language and mechanisms.
- The UK learned that disaggregated data is not always available – in Hungary, it is seen as discriminatory and therefore illegal to collect independent data on Roma women.
- Workshops feedback showed that participants want and need training in Human Rights.
- DV service providers asked for a Code of Conduct – possibly a European Code of Conduct.

Impact – and what others said about the project

The project has undoubtedly contributed towards future policies and legislation by showcasing minority women's experiences in different European countries and by engaging with policy makers. Empowering Women has also impacted on hundreds of local people, organisations and networks that will use and cascade the project's products and perspectives to create further impact.

Domestic Violence sufferers and survivors

Survivors were part of the whole two year process; they were 'at the top table' and knew they were respected. This was a great achievement. The narrative of the research report shows that the women invited to interviews felt they were contributing to the impact – for them the whole experience was empowering.

'I have already used some of the proposals in policy discussions. The question of the discourse around domestic violence ... will be of value when we review the DAPHNE programme itself.'

Jean Lambert, MEP, Green party

'I will see that the report is read. Keep in touch and let me know how I can help.'

Jeremy Corbyn, MP, Labour Party, UK

'I support this project but currently, the Hungarian government has greater problems to deal with than Domestic Violence.'

Tamas Szentes, MP, Health Care and Social Affairs Committee, Hungary

'BSZF encouraged me to work closely with their DV projects. We have now introduced DV workshops into the police force and BSZF will continue to be involved in providing information.'

Laszlo Olah, Police Superintendent, Budapest

Lessons Learned

Lessons were learned around project design, development and management processes and partnership working and these are shared in the body of the evaluation report.

Summary of main recommendations

Some of these recommendations are more suited to the research report but emerged during evaluation interviews after the report was published.

To policy makers:

- Domestic Violence legislation and service provision in all EU countries needs to be aware of the needs of BME and Roma women especially as women move between EU countries and many unwittingly become BME.
- Aim to think in Human Rights terms when discussing DV and VAW – use Human Rights terminology.
- Look to and learn from other countries – not just those in the West.
- Europe does not currently have a legally binding directive on Violence against Women – it should have.

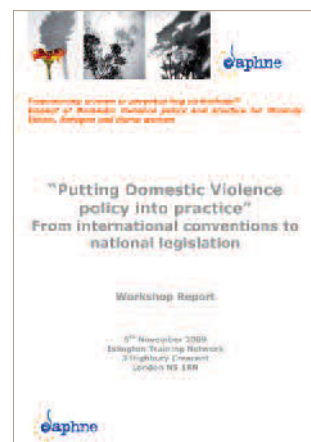
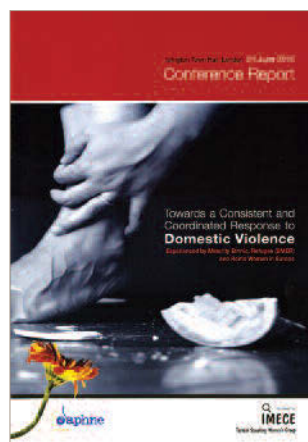
To the Daphne Programme:

- Draw on the experience of countless projects from across all the DGs to develop a general resource base – engender a common understanding and practice.

- Daphne, please continue to enable DGs to benefit strategically from direct communication with grass roots organisations.
- It would assist project development if the 'Daphne team alerted project partnerships to complementary Daphne initiatives ... and if the team could work closer with projects.'
- Empowering Women did not work with, or have much impact on, the perpetrators per se and this might be an area for development in future initiatives and funding.



Research publication on experiences of BME and Roma women of DV services



Conference and workshop reports

03 Project Objectives

Empowering women or perpetuating victimhood? Impact of Domestic Violence policy and practice for Minority Ethnic, Refugee and Roma women

The Daphne project aimed to question and improve the effectiveness of existing policy and practice on gender based domestic violence [DV] – specifically policy and practice as it affects minority ethnic, refugee and Roma women in Europe. A major objective for the project partnership was to identify, analyse and present the issues from a Human Rights perspective, thus highlighting mainstream responses to DV within the wider framework of international human rights instruments, standards and terminology – including those of the UN Committee on the Elimination of Discrimination against Women [CEDAW].

Therefore, the project's main and overarching objectives were to focus on:

- Domestic Violence – albeit within the global context of all Violence against Women [VAW]
- Minority ethnic, refugees and Roma women in Europe
- DV as a Human Rights issue.

These objectives gave rise to three significant areas of work within the project:

- *Research* in four European countries to analyse and compare firstly, experiences of women suffering and surviving DV and secondly, national policies and services and how these impacted on minority ethnic and Roma women.
- *Dissemination* of the objectives, issues and findings of the project
- *Giving a voice to and bringing together* DV survivors, service delivery agents, activists and policy makers to highlight issues, exchange information, plan future actions together.

Objectives for tangible 'products' to be developed during the project:

- | | |
|---|--|
| 1 | One research report presenting findings on: <ul style="list-style-type: none">● mapping national legislation in UK, Hungary, Poland and Bulgaria● data collected from DV survivors and service delivery agencies. |
| 2 | Five dissemination workshops to key stakeholders |
| 3 | One DVD |
| 4 | Development of training modules/workshops for service delivery agencies – with piloting and publication of the modules |
| 5 | Transnational website |
| 6 | Final conference held in Hungary |
| 7 | One conference report and one evaluation report |
| 8 | Six steering group meetings |

To service providers and funders:

‘With the knowledge we have gained through the Empowering Women project, we could help you target your resources more effectively.’

Empowering Women Reference Group

04 Methodology

The Daphne programme team, funded by the European Commission for Justice, Freedom and Security, issues brief, straightforward guidelines for project evaluation. The Daphne imperatives are external assessment of a project's 'Impact objectives', 'Process objectives' and 'Outcome objectives' and this largely defined the evaluation methods and arrangement of this report.

Additionally, the project partners' evaluation brief also assisted choice of methods and content of the report. Partners wished to assess:

- The original rationale for the project including how it fits with the Daphne Programme's priorities and those of other local, national and European strategies.
- Added Value in a European context – i.e. the value realised through influencing others to react proactively – in addition to funded project activities.
- Whether the project achieved its objectives or not, and lessons learnt.
- Project delivery mechanisms and operational characteristics.

The evaluator has also reviewed 'partnership' with Process and 'sustainability' with Impact and 'What Others Said'.

The evaluator applied goal based assessment methodology using the objectives stated in the bid as a baseline – see section 3 on Project Objectives.

Data gathering methods used were:

- Desk research – published project reports, minutes of meetings, databases, spreadsheets, project records, correspondence

- Attending meetings and events – Reference Group meetings; Partner meetings; June 2010 Conference and workshops, UK; Final conference and workshops, Hungary.
- Conference feedback – evaluator's written questions were asked at each conference
- One to one interviews at events with attendees
- Phone interviews with project partners, RG, service providers, policy makers.

Sufferers and survivors of Domestic Violence have contributed to the evaluation through the research focus groups, the DVD script and one to one interviews at conferences.



05 Planned and Unexpected Outcomes

Introduction

Completion of Empowering Women is a considerable outcome in itself given the innovative concepts it set out to promote; the very different perspectives and practices of the participants and the potential for trauma in working with DV service providers and survivors. At the end of the project in December 2010, all objectives were either wholly achieved or still under construction – none were non-starters and analysis and dissemination of outcomes is ongoing into 2011.

Empowering Women outcomes raised the essential topics and pinpointed important issues. Partners agreed that the project process and outcomes added to the Hungarian and UK experience and enlarged their knowledge by introducing them to other contexts, issues, services and legislation. A particularly significant outcome is that Empowering Women participants from a range of countries and sectors described the connection made between Human Rights and Domestic Violence as ‘a new element’, ‘innovative’ and ‘brilliant’. It has been noted that the project is missing a really big campaign for disseminating the successful outcomes but, instead, numbers of participants and organisations are now taking the outcomes forward by promoting the issues and networking more effectively at all levels within the sector in Hungary, the UK and Brussels.

Quantifiable Objectives specified in the Daphne bid:

- | | |
|---|--|
| 1 | One research report presenting findings on: <ul style="list-style-type: none">● mapping national legislation in UK, Hungary, Poland and Bulgaria● data collected from DV survivors and service delivery agencies. |
| 2 | Five dissemination workshops to key stakeholders |
| 3 | One DVD |
| 4 | Development of training modules/workshops for service delivery agencies – with piloting and publication of the modules |
| 5 | Transnational website |
| 6 | Final conference held in Hungary |
| 7 | One conference report and one evaluation report |
| 8 | Six steering group meetings |

1 One research report

OBJECTIVE ACHIEVED

The Empowering Women Report – an ambitious and challenging responsibility entitled ‘Minority Ethnic and Roma Women’s Experiences of Domestic Violence Policy and Service Provision’ was successfully Launched at the UK Houses of Parliament – hosted by Jeremy Corbyn M.P. on 22.11.2010. The document breaks new ground in setting out to portray differences between Domestic Violence legislation in four European countries and to identify areas of concern in the experiences of women from minority ethnic groups as opposed to those in the mainstream culture. Publication of the report was slightly delayed because of the difficulty and sensitivity of arranging interviews with survivors – even though the agencies

involved were very experienced. This had a knock-on effect on production of the DVD and training modules because they were, in part, dependent upon the findings of the report.

Report generated Outcomes

The project partners, Reference Group and Editorial Board are deeply satisfied that that the report makes an important contribution to the EU knowledge base; that the findings from the report will now contribute to ongoing research and policies; and that the Empowering Women research topics and the focus on BME and Roma women have been recognised and funded at EU level. These are all important steps forward for pan European practice in DV services and legislation.

The report is now being distributed widely and already informing policies and practice in the UK and Hungary. If BSZF can raise funding, they plan to translate the entire report to circulate at national policy making level; for example, there is a new State officer/Deputy Minister with responsibility for Roma issues who needs to read the report.

The bid proposed that the project would achieve many subsidiary outcomes all of which have been accomplished by the research report e.g.

- Highlighting good practice through case studies
- Identifying poor practice and gaps in service delivery
- Giving DV survivors a voice in articulating their thoughts and opinions through focus groups and reference groups
- Consulting practitioners from a range of NGOs and statutory agencies in highlighting specific barriers that prevent effective service delivery
- Raising awareness to a wider audience of the issues and challenges facing ethnic minority, national minority and refugee DV survivors.

Initial reactions to the report vary:

- 'It has already been well received at national and EU conferences and workshops.'
- 'It could have been even stronger in its analysis and BME perspective – a second report to take implementation and recommendations to the next level is indicated.'

- 'Illuminating – drawing attention to legislation in different countries.'
- 'Excellent to discuss issues with DV survivors and service providers.'
- 'With hindsight, we could have sharpened the questions, the analysis, the contextualisation.'
- 'Nobody realised at first what a huge piece of work this was – on a rather small budget – and capacity was cut in the early stages of the project.'
- 'The report pinpointed important issues.'
- 'I think it was excellent to have a research project bringing together different groups across countries to discuss commonalities in our struggle.'

The report and Executive Summary are available on the Daphne project and partner websites: www.daphneproject.eu Hard copies can be obtained by emailing Feride@imece.org.uk or sumita@lten.org.uk or fbaumann@bszf.hu

2 Five Dissemination workshops to key stakeholders

OBJECTIVE ACHIEVED

The workshops provided 'staging posts' along the way as the project gathered data and developed its themes. The partnership energetically organised *six highly successful workshops* for local service providers, frontline workers, social services, children's welfare agencies, NGOs, policy makers, DV survivors and the press. Each workshop involved both partner countries and created vigorous discussion and new networking between agencies. All agree that the workshops were inspiring and excellent for sharing, dissemination and 'bringing together' while the range and style of venues was impressive.

Budapest, Hungary	16.7.2009
London, UK	5.11.2009
European Parliament, Brussels	24.3.2010
London <i>Workshop and conference</i>	24.6.2010
Budapest <i>Final conference and workshops</i>	18.11.2010
London, Houses of Parliament <i>Research Report Launch and workshop</i>	22.11.2010



The two following examples of workshop content show the serious and exciting scope of these events: 16.7.09 focused on four topics: the involvement of the police in combating and preventing Violence against Women; the National Crisis Telephone Information Service from the perspective of government and NGOs; the work of the Department of Gender Equality, Ministry of Social Affairs and Labour; and DV legislation in the UK and at an international level. 5.11.09 split into four thematic groups discussing 'Holding Government to account'; 'How effective are statutory provisions - Identifying gaps and good practice'; 'Linking human rights and women's rights – CEDAW as an important tool'; 'Resettlement and support – education, training and employment'.

Workshop generated Outcomes

Empowering Women commendably organised and held workshops in two European parliaments. The third thematic workshop of the Daphne project was chaired by Jean Lambert, MEP, Greens/EFA group in the European Parliament – the visible spin-off from this event is awareness raising and commitment at MEP level which is leading to direct links with, and influencing, emerging UN and EU initiatives. Similarly, the Report Launch workshop hosted by Jeremy Corbyn MP had the same potential in the UK as did

the final conference workshops in Budapest involving an M.P. and a police chief. It has been suggested that it would have inspirational impact on grassroots organisations if more service providers were enabled to attend high level dissemination events.

The workshops produced spin-off outcomes such as published reports – 'Putting Domestic Violence Policy into Practice – from International Conventions to National Legislation' and video interviews – all of which can be downloaded from the project website at www.daphneproject.eu

The workshops were practical and attracted 'really good participants' who were seeking practical tips and new contacts. It was noted that the UK, and perhaps Europe, does not use Human Rights instruments in the positive ways they are used in Asia and Africa – this information is being passed on to policy makers.

3 One DVD

OBJECTIVE ACHIEVED

Production of the DVD was delayed and the DVD was not finalised until the end of the project because much of the script and content depended upon the issues and recommendations raised by other project

activities that had been delayed earlier. Also, the partners found it tricky, on this type of product, to co-ordinate input from many participants some of whom were in a different country, and this slowed the actual production and editing.

DVD generated Outcomes

As the DVD has only just been completed, participants are still evaluating it and have not had much opportunity to integrate it into their work – outcomes will accrue in 2011 as it disseminates its powerful message. However, although there is a general consensus that it could have been done differently and better, the DVD does embody the whole focus of Empowering Women – as one participant summarised, ‘the great thing about the DVD is that women are not shown as continuing victims – the message of empowerment comes across’.

4 Development of training modules/ workshops for service delivery agencies – with piloting and publication of the modules

OBJECTIVE PARTIALLY ACHIEVED

The status of this objective is interesting because, although extensive research, data collection, analysis, and consultation with agencies has taken place throughout the project, the final product is still under development after Empowering Women has ended. Unfortunately, this means that project partners and RG have had no opportunity to assess completed and trialled training modules; however, because the work is still in progress, dissemination of Empowering Women continues into 2011 and, although unplanned, the project is therefore still dynamic.

This objective has undergone a number of conceptual changes as the project evolved. The original aim was not to duplicate what already exists but to identify, develop and recommend some stand alone and/or mix and match foundation modules that could be adapted across different European countries. The modules will also incorporate key themes from Empowering Women such as the Human Rights approach and BME/Roma considerations. The initial research into existing DV training showed that – there are very few accredited options; a range of non-accredited workshops delivered by women's organisations; and internal courses delivered by

mainstream organisations such as the Police – but intriguingly, these seem to be regarded as confidential data and are not accessible. The focus of existing training would appear to be on DV policy and legislative and statutory responsibilities. As a result of several delays in production, Empowering Women partners are adopting a longer term view in developing the training guidelines and modules.

In terms of external evaluation, this seems a reasonable solution especially as the researched training materials will be completed in the first months of 2011 and consultative assessments will take place with key delivery agencies. It is also a reasonable assumption that such training modules will never quite be ‘finished’ and should be viewed as perpetually evolving in response to changing contexts. For example, the UK Parliamentary decision against prisoners having the right to vote [10.2.2011] has encouraged an anti-Human Rights upsurge in UK media which may have a knock-on effect in other areas such as ‘a rights based approach to DV’.

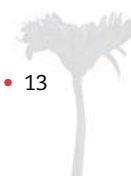
5 Transnational website

OBJECTIVE ACHIEVED

The project website was set up and maintained by BSZF in Budapest with input from the UK partners and project Reference Group. The website has been an effective dissemination tool and repository for reports, videos, project papers – all of which reflect the commitment and range of the partners and participants. The website's primary function has been to disseminate project products and provide updates so the internal log-in facility was not used. The website is attractive, clear and quite simple to navigate but is not easily found using key words and search engines – so it is difficult to know how many external visitors will have accessed it. However, a helpful feature is that any visitor can contact all three partners by email and there is a really useful list of DV related ‘links’ ranging from partners' own sites to EU and Global agencies.

Website generated Outcome

The website will be sustained and maintained until July 2011 – BSZF has generously offered to include it in the organisation's 2011 budget; they will rely on partners and associates to provide information to maintain the site's dynamics. This outcome could



lead to a wider range of European agencies posting material on the site ... The Empowering Women website can be accessed at: www.daphneproject.eu

6 Final conference held in Hungary

OBJECTIVE ACHIEVED

Budapest, Hungary 18.11.2010. The final transnational conference successfully brought together the objectives, outcomes and aspirations of the Empowering Women project in another inspiring event on Domestic Violence: 'Towards a consistent and coordinated response to DV experienced by Minority Ethnic and Roma women in Europe'. This was a well conceived conference that succeeded in attracting a range of significant guests from a variety of organisations.

Conference generated Outcomes

The event seemed to create new dynamics between agencies in Budapest and generated real excitement around the potential for change and achievement; much of this was made possible by the strong local networking conducted by BSZF throughout the Daphne project. Over 50 guests attended the conference including DV survivors represented by young women and Roma women – this was a coup for the partnership as these groups are notoriously hard to engage.

Further conference generated Outcomes are highlighted in the section on Impact.

7 One Conference report and one evaluation report

OBJECTIVE ACHIEVED

A detailed and interesting report from the thematic conference and workshops held in the UK on 24.6.10, 'Towards a consistent and coordinated response to DV experienced by Minority Ethnic and Roma women in Europe' was published soon after the event. The report is available on the project website and contains insightful summaries of presentations from key speakers and recommendations made in the workshops. Over 70 guests attended the event and almost all evaluated the experience as 'good' to 'excellent' in every aspect.

Conference report generated Outcomes

The main strengths of the conference report are the information and guidance to providers and policy makers and the stimulation of collaboration between DV agencies. The evaluator included some questions in the feedback form and these have already been analysed in the conference report – they show that most participants thought the ideas behind the project were right in the first place and that there are many more ideas that could lead to new projects and impacts – it is clear that these ideas will be informing DV work through 2011.

8 Six steering group meetings

OBJECTIVE ACHIEVED

The steering group consisted of the project partners who met for a whole day following each transnational workshop or conference.

London, UK	3.3.2009
Budapest, Hungary	17.7.2009
London, UK	6.11.2009
European Parliament, Brussels	25.3.2010
London, UK <i>Workshop and conference</i>	25.6.2010
Budapest, Hungary	19.11.2010

All meetings were minuted and contributed to project and partnership development.

Conceptual Outcomes suggested by the Daphne bid

In addition to the 'subsidiary outcomes' listed with the research report objective above, the Empowering Women bid indicated that the project would be working with and towards numerous ethical and conceptual considerations and objectives. Remarkably, the partnership has succeeded in achieving this vision – mostly because, whatever their differences, the partners, participants and associates of 'Empowering Women' have demonstrably kept the common purpose in focus and have worked unstintingly to increase awareness, understanding and good practice.



The ‘conceptual outcomes’ indicated that the project would:

- ‘Adopt a rights based approach located within the wider framework of international and national human rights instruments and standards including CEDAW.
- Increase awareness of the direct experience of women, in particular from minority ethnic, refugee and Roma communities, affected by domestic violence, in accessing law enforcement agencies, judicial system and public sector services and NGOs
- Contribute to local and national campaigns
- Influence policy and practice related to Domestic Violence (DV) through:
 - Strengthening good practice and combating damaging stereotyping and discriminatory attitudes; ultimately leading to reduction in DV related crime.
 - Sharing and exchanging DV related learning at a European level.

In a variety of ways, ‘Empowering Women’ has achieved all these things and continues to do so.

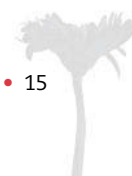
‘The recommendations in the report are *achievable* – at all levels, action plans can be developed for implementation from our recommendations’.

Interviewee December 2010

European added value

A significant outcome for EU funded projects is the added value that a project brings to the European arena and from the first, the partnership has embedded the concept of pan-European impact into the design of Empowering Women. As with the conceptual outcomes, the European outcomes have been well achieved – either through the meticulous research and/or in the dissemination activities.

In terms of EU added value, the project has ‘evaluated and compared the legislative frameworks in relation to DV, and their implementation, in the United Kingdom, Hungary, Poland and Bulgaria’ – a combination of established and newly joined members. This outcome will enable other researchers, service providers and legislators to contrast and compare law and practice in the context of BME and Roma women’s experiences. The partnership also pledged that, ‘this project – promoting research, sharing and exchange of learning – will enable Hungary and other new member states to raise awareness and advocate change in policy and practice.’ BSZF affirmed that ‘Empowering Women’ had ‘enlarged their experience and knowledge’ – however, it is well worth noting that the UK participants felt they had learned from their Hungarian colleagues. In a development of the Human Rights basis to the project, the partners were always acutely aware of the ‘European Human Rights framework and European legislation in relation to domestic violence’ – this means that the project outcomes are relevant to all EU countries and especially to multi-nation groups that transcend individual countries to create policy and legislation for Europe as a whole.



Unexpected Outcomes

Participants in the project were pleased and/or surprised by a number of unexpected outcomes – here is a selection:

- In comparison to other EU countries, the UK has strong policy and practice – this was a surprise to many who have been struggling to improve things in the UK. However, the consensus is that policy and practice still needs to grow stronger based on the findings of Empowering Women; now is not the time to reduce funding; and the BME issues need further consideration and embedding into mainstream consciousness.
- The project activities highlighted lack of collaboration between agencies; misinformed and uninformed agencies; and gaps between policy and practice on the ground. This had been suspected in part but there were some big surprises and these can now be rectified.
- The project gave participating organisations the opportunity to link their grass roots work with strategy and the EU – this was an overwhelming opportunity for some and much appreciated.
- It was found that Roma women accept the culture of DV and abuse and do not consider they are victims. BSZF had to work hard with Roma women to help them recognise that DV was unacceptable.
- 2nd tier organisations are beginning to use Human Rights language and mechanisms as routine and this is now being communicated to grass roots organisations to empower women.
- The UK learned that disaggregated data is not always available – in Hungary, it is seen as discriminatory to collect independent data on Roma women – although an ethnic minority, they are Hungarian. In fact, it is illegal to collect disaggregated data and this considerably hampered the research and limits the ability of agencies to customise services.
- Workshops feedback showed that participants wanted and needed training in Human Rights.
- DV service providers were asking for a Code of Conduct and this could be a European Code of Conduct.



06 Process

Elements of the project processes suggest that improvements in future practice could and should be made; there are development opportunities here. It seems that all participants have had a patchy experience of project development and team working. Based on the evidence, it is fair to say that in any future projects all participants should take more responsibility for collaboratively establishing a framework at the outset; agreeing clear guidelines; exchanging sufficient and timely information; and coaching each other supportively.

However, throughout the evaluation interviews, negative comments were offset by positive – hence the evaluator's conclusion that the experience of process was patchy rather than uniformly difficult. As one respondent said, 'Empowering Women is a testimony to all who sailed in her – the project achieved and survived!' Others said, 'this was a really good project – well conceived – the *vision* was everything' and 'Wonderful! ... coming together to work on a crucial piece of research!'

Generally, problems with process seem to have been:

- The project started very late due to funding and resourcing issues
- Partners should have drawn up an agreed framework for project development and for the research
- Partners should have defined the responsibilities of a 'lead' partner
- The partnership should have been more specific on structure, process of co-operation and specific expectations of partnership and of each other
- There was insufficient discussion and agreement around design of products and outcomes
- Organisations that were new to transnational project work needed more support.

Evaluation of areas of the project affected by 'process' [speech marks indicate comments from interviewees].

Reference Group [RG]

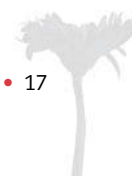
The concept of the RG can be taken as a model of good process practice; RG members voluntarily attended regular meetings – actual and virtual – to give support, wisdom, experience and expertise to the project. Unfortunately, the RG was not set up until six months into the project and the parameters of the role were not defined until later which created some tensions. 'The outcomes are pretty good considering'.

Reference Group as volunteers

From a management and project development point of view, the RG members were hugely supportive and a great asset. This has been called 'fantastic' and the members do deserve special recognition for their contributions. However, they didn't all have the capacity for so much voluntary work and were disappointed that EU regulations precluded them from being paid for any other professional services they could have offered to the project. Also, as volunteers who knew they could have walked away at any time, but chose not to, they were especially sensitive to process issues.

Survivors as colleagues

DV survivors were written into the project from the start and although it was felt that they could have been even more involved in the process than they were, it was very good practice and should be included in all future initiatives. Partners and RG often feel that agencies take information from survivors without giving back; the Empowering Women project provided survivors with training and opportunities – such as funding to go to Brussels and Budapest – and survivors were integral to the DVD; 'they got something back'.





‘The Outcomes are outstanding ... considering the hiccups. We survived.’

Interviewee January 2011

Strategies

The process enabled partners to ensure that initiatives and networking was taking place locally in the community but also at a higher strategic level – for example, in Local and Regional Authorities; the police force; MPs in both partner countries and the Brussels workshop involving MEPs. This was an ongoing achievement.

Sustainability

Although the partners had several ideas for continuation projects, none of them put in an application for the next round of Daphne funding. This means that there is no Daphne BME and Roma project in this round – a wasted opportunity!

Resourcing

At the beginning, the partners were waiting for the Daphne funding; this created capacity problems and meant, for example, that some potential project staff could not be recruited in time and so they moved away.

Partnership

Ultimately, the partners worked together to deliver a ground-breaking and successful programme. Partnership issues that continued to re-surface throughout the project noticeably affected the process and should have been discussed and dealt with sensitively and professionally straight away.

Communication

‘Communication – it did happen, all the time, at all levels!’

Finance

This was a steep learning curve for the finance team because they had not worked on DG projects before and Daphne requirements are very different from the national ESF. The project finance officer visited BSZF in Budapest to assist with queries a few weeks before the end of the project. This was very good practice but could be a more useful tactic earlier in a project.

Good practice

As can be seen, every member of the Empowering Women team of partners and RG has contributed ongoing hard work and professional expertise to ensuring the success of the project process. There is arguably room for improvement in developing, managing and participating in a partnership but, encouragingly, the participants generated excellent work and considerable good practice to build on.

07 Impact and what others said about the project

Evaluation of the impact of Empowering Women has been largely based on the knowledge of partners and Reference Group about what has actually happened during the life of the project.

The main question to ask about impact is ‘how has the project impacted on current and future policies and practice regarding the experiences of BME and Roma women?’

It seems from the evidence gathered that Empowering Women has had significant and potentially lasting impact in many sectors, on many types of people and at a range of levels. This is quite astonishing for a relatively small project, working mainly at grass roots level with hard-to-engage groups – this includes DV survivors as well as Local Authorities and the police. The examples below demonstrate impact at European level; national and regional policy making levels; local levels; and impact on policy makers, the project partners and RG, DV sufferers and survivors. This section also contains suggestions for ways in which impact could have been improved and concludes with observations from professional people whom the project has touched and who will be carrying the concept forward. Overall, the evidence shows that Empowering Women raised awareness at all levels highlighting national and international experiences and international mechanisms. The project has undoubtedly contributed towards future policies and legislation by showcasing different minority women’s experiences in different parts of the EU and by proactively engaging with policy makers. The project has also impacted on hundreds of local people, organisations and networks who will use and cascade the Empowering Women products and perspectives to create further impact.

Evidence of Impact

EU level

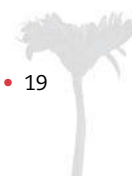
Empowering Women has created DV dialogue and raised BME and Roma issues at EU level. The project workshop held in Brussels and hosted by Jean Lambert, MEP, attracted other MEPs who committed to introducing the issue where possible and to using Human Rights terminology. Jean Lambert also wrote the Foreword to the research report which gives it an extra impact dimension.

Selective targeting by the partnership means that the Empowering Women issues are on the radar at the European Parliament and known to the Chair of the Women’s Rights Committee. The project report complements an emerging VAW report from another Daphne initiative and the Empowering Women content will be absorbed and used in the new report.

Policy makers

Politicians have become interested and involved and, as a result of Empowering Women, can now talk about the issues. Jeremy Corbyn, MP, UK, asked the partners to keep in touch with him – at the Launch of the research report he was ‘really moved and involved’. He suggested that the project will continue to have impact after the Launch of the report because he will continue to activate a group of MPs who are concerned and will ask Questions in the House. It is also expected that they will ask questions about Department of Health funding.

MPs and local authority officials were interested in the Empowering Women perspective on the issues and how they are addressed in other countries – sharing and exchanging information made a great impact on participants.



Partnership

Partnership working was identified as having key impact. The partners and RG 'really did demonstrate many positive aspects of partnership' – and took this to regional, national and international levels. The comparison and sharing experiences between countries had a powerful impact on partners and associates and for the UK participants it showed that the UK has much to learn but is ahead in some respects and has a lot to offer.

Positive comments include: 'we connected as a team in so many ways'; 'so much of the project was a positive experience – have to really applaud the Daphne funding partnership at pan-EU level'; 'solidarity'; 'many times the partners managed to transcend the original vision of the project'.

Sufferers and survivors of domestic violence

Survivors were part of the whole two year process; they were 'at the top table' and knew they were respected. This was a great achievement. The project worked at interfaces and was cross cutting and crossed borders in bringing together survivors, young women, bureaucracy, service providers and agencies from different countries. According to one participant the BME perspective was 'a Common Call' that

provided both the bonding and the sense of beginning a 'Movement'. The narrative of the research report shows that the women invited to interviews felt they were contributing to the impact – for them the experience was empowering.

In Hungary/Budapest

If they can raise funding, BSZF plan to have the report translated to circulate at national policy making level; for example, there is a new State officer/Deputy Minister with responsibility for Roma issues and he will receive a copy of the report.

The final project conference in Budapest showed the beginning of a Movement amongst the participating agencies – they discussed developing a network. Currently, lack of training and contacts makes the service providers isolated. BSZF will initiate networks and training when funding allows.

The project did have a direct impact on Roma women. Three Roma women's refugees took part in the project and BSZF encouraged lawyers – instead of waiting for abused women to come to them – to go to the refugees and meet the women to talk about legislative measures. This was an Empowering Women initiative and it was 'marvellous!'



‘The final conference of “Empowering Women” gave a real sense of connectedness with Roma women plus we had joined up space with young women – often doesn’t happen because they don’t engage.’

Final Conference feedback, Budapest

The links made with the Budapest police force are continuing to have impact as BSZF is influencing police professional development; possibly the force’s methods of recording data; and bringing together police, survivors and DV agencies.

In the UK – Local

The project has made direct working links with at least three London Boroughs and persuaded Policy Officers to review and update their DV policies – one Local Authority discovered it was out of step with National policy. Some local borough forums have looked seriously at the report recommendations and are incorporating them – one authority has announced that it will use the new UN definition of DV. This knock-on effect is also happening in Brighton where one RG member lives and works.

The project has encouraged and supported local community organisations to hold events to bring different sectors together. ‘Community Conversations’ gave BME women the opportunity to talk about rape, forced marriage, DV and so on. Service providers were on hand to interact with them.

Empowering Women participants and associates have spread the message of the project by sitting on local committees and forums. Impact has been contributions to defining strategies for prevention, intervention, training in schools, prosecution.

The project worked tirelessly with Local Authority officers to help them engage with a specific minority ethnic community who call DV ‘domestic dispute’ – women in this community suffer from, for example, forced marriage with older men, rape within marriage, lots of children, deserting husbands. This has grown



into a weekly meeting – it is a ‘marvellous result’ and the group is beginning to connect with local Councillors.

Possible improvements – with hindsight!

There have been many suggestions for how the impact could have been improved but hindsight is a great deceiver and it seems that there were mitigating circumstances for each of the apparent slippages.

Although the partnership aspect of the project was seen as having positive impact overall, there were experiences that impacted negatively on participants and so indicated ways of improving partnership development and teamwork in future projects.

The research report was published and launched right at the end of the project – it would have provided opportunities for more impact if it had been completed earlier.

The development and piloting of the training modules were also late but, as they were supposed to be influenced and supported by the DVD and report – both of which were not completed until the end of



the project – this was perhaps inevitable. The extent of the impact therefore will not be felt until after the end of the project.

The report could have been more strategic if the partners had known about the other Daphne DV-VAW report – Empowering Women would then have focussed entirely on BME and Roma recommendations. However, as it stands, the report will contribute to the EU women's directive and will still feed into and influence local strategies.

Empowering Women did not work with, or have much impact on, the perpetrators per se and this might be an area for development in future initiatives and funding.

What others said about the project...

The evaluator contacted several key people working in influential positions who had been associated with the project in various ways. They can all be expected to promote, develop, and sustain the project's main objectives if the project has succeeded in persuading them to do so. This is what they said:

Jean Lambert

MEP, Green party

'The project made me much more aware of the need for more varied responses and the considerable barriers that women face in even reporting domestic violence. I have already used some of the proposals in policy discussions. The question of the discourse around domestic violence and language used will be of value when we review the DAPHNE programme itself.'

Jeremy Corbyn

MP, Labour Party, UK

'I am so pleased you asked me to host the report launch. I will see the report is read. Keep in touch and let me know how I can help.'

Tamas Szentes

MP, Health Care and Social Affairs Committee, Hungary

Mr. Szentes opened the final conference in Budapest and said, 'I support this project but currently, the Hungarian government has greater problems to deal with than Domestic Violence'.

Eve Featherstone

Equalities Unit, London Borough of Haringey

'Very interesting to see the similarities and difference's between European countries and the different attitudes. We have come a long way in a short time in the UK. The Daphne summer conference was very useful for my work especially as more and more women from Eastern Europe are moving into Haringey to work. Haringey has a DV and gender based violence strategy and I realise we should use Human Rights terminology more – we will!'

Anne Clark

Adult Community Safety, London Borough of Islington

'The conference made everyone working in the sector more aware of the issues, the possibilities and of each other. Islington will continue to work with IMECE on DV and the findings of the Daphne Research Report will be presented to the Equalities strategic group. Islington is linking current VAW strategies to the CEDAW framework and international VAW terminology.'

Laszlo Olah

Police Superintendent, Budapest

Supt. Olah made a presentation during the final conference in Hungary. He stressed his active support for the project and for BSZF the Hungarian project partners. 'BSZF encouraged me to work closely with them and their DV projects. Through our association we have introduced DV and VAW workshops into the police force and BSZF will continue to be involved in training and providing information.'

The Daphne programme team at the Conference on VAW

Brussels 24.11.10

Members of the DG Justice team affirmed that the research report from this project would be fed into a newly commissioned DV report for 2011 and would provide the data and insights on BME and Roma women.

Conference attendees

UK, 24.6.10

Conference guests were asked:

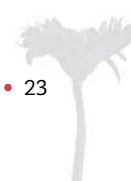
'Was the partnership's idea for the project right in the first place?' Almost all agreed that the project was very well focussed on the main issues apart from three dissenters suggesting improvements rather than radical changes in direction.

Impact through the project's fit with local, national and European strategies

Attendees also agreed that the project linked successfully with current European and global trends – for example, the Daphne Programme, under the DG's General Programme of 'Fundamental Rights and Justice' commits to combating all forms of violence against children, young people and women. In fact, every one of the DG Daphne Programme's nine criteria for action was embodied in the Empowering Women project.

The UK coalition government's recent paper on VAW [published on the International Day for the Elimination of Violence against Women 25.11.2010] includes, as the Empowering Women report recommends, commitment to changing attitudes, providing support to women, working in partnership and international work. There is some recognition of a BME issue in provision for abused women on 'spousal visas' but generally BME and Roma needs and experiences within mainstream services are not mentioned at all. This demonstrates that the Empowering Women project is right on track in highlighting these concerns. Empowering Women captured the burgeoning global movement as the USA's ratification of CEDAW is hotly debated. The Convention on the Elimination of All Forms of Discrimination against Women 'is a landmark international agreement that affirms principles of fundamental human rights and equality for women around the world. CEDAW is a practical blueprint for each country to achieve progress for women and girls.'

Empowering Women, in the UK and Hungary, has indeed made impact and achieved such progress at local, national and European level.



08 Recommendations and Lessons Learned

The lessons and recommendations, which interweave to some extent, emerged from vast range of project life experiences – some positive and some negative – but at the core is the ability to identify problems, share these and learn from the lessons for the benefit of others. As can be seen in this section, the Empowering Women partnership has that ability and is also keen to share good practice recommendations.

Lessons Learned

Project design

- With hindsight, it always seems that all projects could be more carefully planned initially.
- Empowering Women was rather rushed at the end – was this because the scope of the project was too great for the time-scale? Or was it overwhelmingly tricky to re-adjust objectives and revise the timeline in time? A contributing factor was that even the most experienced DV practitioners had the usual difficulties engaging the target group and this slowed down aspects of the project.

Process

- In a project like Empowering Women, people are working so close to devastating situations, traumatised women and frustrating procedures that sensitivities can be rubbed raw – it strains working relationships. There is a need to deliberately create a supportive and understanding environment for all associated with the project – to develop mechanisms at the beginning and to expect the need for them.
- People working on the project felt that problems needed to be dealt with immediately and democratically; that when fighting for social change it is not just what you do but how you do it; that people giving time voluntarily need to know their contribution is respected; that partners have to deal with unexpected situations that psychologically they may not be prepared for.

- Project managers be careful! Empowering Women had a huge voluntary input – so symbolic of women!
- The Reference Group was a highly skilled resource for the project and a brilliant concept that should be used again BUT:
 - it was a lot of voluntary work
 - it had limited capacity because it was slow in starting up
 - it became restrictive by its structure because the project was not allowed to hire the experienced RG members when it desperately needed to boost capacity
- Seek continuation funding earlier even if overworked! Many forward looking project development ideas are now in need funding.
- Empowering Women did not work with or include perpetrators as a project policy – perhaps now is the time to examine that possibility.

Partnership

- Understand the need to develop a strong partnership from the very start. It would be well worth spending dedicated time developing the team and the partnership at the beginning of the project.
- Cross agency work within sectors is very important to avoid a silo mentality so bring other types of organisations into the NGO/VAW sector.

Personal development

Learning to:

- Deal with one's own problems differently in future
- Know that it is OK to show passion!
- Be careful what you put in writing

'A very effective project ... that captures the reality of women.'

Feedback from the UK conference, June 2010

Recommendations

Some of these would be more suited to the Research Report but emerged after it was published during evaluation interviews:

To the project partners and future project teams:

- This should not be an end but a beginning. This was a highly successful project in concept, breaking new ground and impact – it is the only project of its kind so the work should continue. Use the framework and vision of the project to access more funding – in whole or in part, in partnership or independently.
- The partners and Reference Group should come together one last time to discuss next steps – ensuring that aspects of the project do not get ‘lost’ – pooling their expertise to discuss roles, responsibilities and possibilities.
- All DV practitioners must be aware of the global reach of DV issues e.g. black Africans are minority groups in the West but look at the advances being made in DV good practice in Asia and Africa – seek to learn from them and the new UN body



‘So much of this project was a good model for future working.’

Interviewee, Evaluation phone survey, December 2010

and CEDAW. [EU take note and consider the possible links and funding links with other continents through our own EU Africans, Asians and South Americans]

- Encourage the use of Human Rights terminology in all dealings with DV and VAW.
- DV service providers should make development links with the local police. The Hungarian police officer’s relationship with BSZF is an inspiring model for other countries.
- Investigate the use of Social Return on Investment methodology [SROI] to measure impact quantitatively. This may assist with funding applications in the current economic climate.
- Encourage the partnership to agree parameters of project products right from the start so expectations can be expressed and met and consistency achieved.

To policy makers:

- Empowering Women project showed that policy makers and service providers have done a lot of work in the UK. The message to the UK coalition government is to continue the good – now is NOT the time to stop.
- Look to and learn from other countries – not just those in the West.
- Domestic Violence legislation and service provision in all EU countries need to be aware of the needs of BME and Roma women especially as women move between EU countries and many unwittingly become Minority Ethnic.
- Aim to think in Human Rights terms when discussing DV and VAW – use Human Rights terminology.
- Europe does not currently have a legally binding directive on Violence against Women – it should have.





Recommendations to the Daphne Programme:

- Extended Daphne guidelines on running and managing the project would have helped viz:
 - A Daphne financial workshop to assist clear understanding about how the budget works; partners had difficulties with claims and timelines.
 - Clear partnership documents would also be helpful.
 - Some Daphne documents were found to be overly bureaucratic, it would be helpful if parts were streamlined and simplified.

However, overall it seemed that Daphne is less bureaucratic than most other EU programmes and, it should be noted that Daphne produced brief, clear, sensible evaluation guidelines that do not require amending!

- Draw on the experience of countless projects from across all the DGs to develop a general resource base giving information relating to different countries on general and routine aspects of project development e.g. research practice and expectations; guidelines on developing partnerships – engender a common understanding and practice.
- Daphne, please note, that this project funding was so good for IMECE – which is a small, robust community organisation well respected in its local

borough and across London. Daphne was their only possibility to link grass roots with strategy and Europe. Please continue to enable DGs to benefit from direct communication with grass roots organisations.

- It should also be noted that the funding enabled the LTEN – London Training and Employment Network and BSZF to extend their economic and social inclusion work into more strategic arenas.
- Several organisations have suggested that it would be great if Daphne worked a bit closer with projects than the existing style of Brussels management allows e.g. a Daphne communication line perhaps?
- It is thought that, although the Empowering Women report will support EU directives as it stands, the finished product could have been so much better if the partnership had known about the other related Daphne report. In future, perhaps the Daphne team could alert project partnerships to relevant and complementary initiatives.
- The project partners conclude that DV is not a women-only issue but men need to be involved too. These days, it seems restrictive of Daphne to insist on women led organisations to lead.

Now is the time to suggest a change of criteria
BUT ... with caveats ...





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