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The protection of children in migration

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Background paper –
EU funding to protect children in migration
This document provides examples of recent and current use of EU funding programmes for children in migration. This document should be read in conjunction with the 12 April 2017 Commission Communication on the protection of children in migration, which includes actions and recommendations on targeted funding for the protection of children in migration.

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1. Introduction

Most of the costs relating to the protection of children in migration in Europe are incurred by and paid for by Member States, whether at national, regional and local level, from basic shelter and reception to provision of services, to access to inclusive, formal education and additional educational supports needed for new arrivals, as well as healthcare. There may also have been significant investment in accommodation and school infrastructure in areas which catered for a large number of new arrivals, coupled with new staffing needs, and adaptations to school curricula and teaching methods to cater for a wide variety of educational levels and needs. For example, in one city in Germany hosting 12,000 asylum applicants who arrived in one year, reception costs per person per month were estimated at €1,000 to €1,500 and housing building/remodelling investment of €100m was planned over a two-year period.

EU funding can support Member States’ efforts and this document briefly describes the different EU funds and their scope, outlining examples of recent EU contributions.

2. Asylum, Migration and Integration Fund (AMIF) and Internal Security Fund (ISF) (DG HOME)

National programmes

Through national programmes under the Asylum, Migration and Integration Fund (AMIF) and the Internal Security Fund (ISF), Member States can receive financial support for addressing existing gaps in the protection of children in migration, including unaccompanied children. The reinforcement of reception and integration capacities of the Member States, including adequate reception facilities for children and unaccompanied children, is amongst the funding priorities of the majority of AMIF National Programmes for the period 2014-2020. A number of national programmes include support to an effective guardianship system.

For instance in Greece, the funds available under the AMIF and ISF national programmes (€294.6m from the AMIF and €214.8m from the ISF) will support the establishment and operation of reception places for unaccompanied children and other vulnerable groups. Through its national programmes Greece will support the establishment and operation of at least 2,000 reception places for unaccompanied children, while under Greece's AMIF national programme funding will also be allocated to support the establishment of a guardianship system as well as access to education, in particular for children.

Also in Italy, substantial funding regarding the reception of unaccompanied children is provided by the national programme under the AMIF. Under this programme, the Italian authorities have in 2016 allocated €51m and in 2017 so far €22m, dedicated to the operation of new reception places for unaccompanied children.

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Emergency funding

In addition to the funding available in national programmes, significant funding relevant for children in migration is also provided through emergency assistance under the AMIF and ISF. For example, child protection, adequate accommodation for unaccompanied children and education activities are the main activities included under AMIF emergency assistance grants awarded to IOM (€13m) and UNHCR (€30m). Furthermore, under a grant awarded to the Greek Reception and Identification Service (RIS) (€7.2m), specialised staff will be recruited, among others, specifically for the protection of unaccompanied children and care provision of infants, whether accompanied by families or not, in the hotspots in the islands of the Eastern Aegean. Finally, under the €80m relocation accommodation scheme, UNHCR supports the relocation process (information, referrals, and equipment) and the establishment of 20 000 reception places, some of which will be for children in migration, including those in families (732 places for unaccompanied children are currently available under the scheme).

In Italy, the Commission allocated in 2015 almost €12m to Italy under AMIF emergency assistance. This grant enabled Italy and the partner organisations of the action (IOM, UNHCR, Italian Red Cross, Save the Children and the Association of Italian Municipalities) to create and operate more than 600 reception places for unaccompanied children. The involvement of the partners ensured an integrated and child specific approach and the lessons learnt were taken as a basis for the two calls for proposals launched in 2016. Furthermore, the Commission recently awarded a new AMIF emergency grant amounting to €2.5m to the Italian Ministry of Interior to ensure targeted assistance for unaccompanied children in hotspots by social workers, psychologists and cultural mediators.

Action grants

In 2016, €498,741.74 grant was awarded for the project "Trafficking along Migration Routes (TRAM): Identification and Integration of Victims of Trafficking among Vulnerable Groups and Unaccompanied Children as part of a call for action grants.2

The 2016 Call for Integration of Third-Country Nationals includes children among the targets.3 The call focuses on two priorities; priority 1, promoting active participation in society overall, in particular in educational activities and social activities, including for children, and priority 2 on pre-departure and post-arrival support for the integration of persons in need of international protection who are being relocated within the EU or resettled from a third country. The call for projects closed on 27 February 2017.

One of the main objectives of the 2015 AMIF grant for the Regional Development and Protection Programme in the Horn of Africa is the protection of children ("Strengthening child protection, reducing the risk of sexual and gender-based violence (SGBV) and improving protection for refugees and asylum-seekers in Sudan, Ethiopia and Kenya"). The overall 2015 AMIF contribution is €4,966,112.53. Apart from the child protection-related activities, the action covers

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2 Following the call HOME/2015/AMIF/AG/THBX
also activities related to the prevention of SGBV in Sudan, Ethiopia and Kenya. Some child-related activities are also covered by the 2015 AMIF grant for the Regional Development and Protection Programme in North Africa, in particular in Mauritania.

3. **Emergency Support Instrument** (DG ECHO)

The **Emergency Support Instrument** (€300m in 2016, total of €700m in 2018) targets vulnerable groups, including children, in its provision of lifesaving assistance in Greece and other Member States, including food, shelter, water, medicine, protection and other basic necessities. By the end of 2016, a total of €192m had been contracted to specialised partner organisations, including the United Nations, the Red Cross family and international non-governmental organisations to address the humanitarian needs of over 62 000 refugees in Greece. Out of this, a total of **€34.6m has been allocated to child protection and education activities in Greece**, including provision of psychosocial support, child-friendly spaces, non-formal education, case management systems, family tracing and emergency shelters for unaccompanied children.

4. **Health Programme** (DG SANTE)

In February 2016 a €1m direct grant was awarded to IOM, for a period of 12 months to support Member States in meeting the health needs of migrants, especially of children and vulnerable groups. Delivery of a **personal health record** (especially important for children, as reflecting health and vaccination status) is included. The personal health record is being piloted in Greece, Italy, Slovenia and Croatia. A version in English/Arabic is available and explanatory versions for health professionals in EN, FR, DE, EL, IT, HU, SI, BG, RO and HR are available, as the tool is also voluntarily used by other NGOs and institutions.

In early 2016, a **€921.835 two-year pilot project on health inequalities in vulnerable populations, including children and families**, has started. The project will identify the particular health needs and risk factors faced by people living in isolated and vulnerable situations, identify best practices and support the development of actions that improve the health of people in such vulnerable and isolated situations.

For 2016, **€7.5m is included in the Health Programme, and all actions cover children**: (1) Best practices in care provision for vulnerable migrants and refugees as a direct grant to WHO, including **guidelines for newly arrived children** (implementation expected to begin 1 January 2017; (2) three projects on best practices in care provision for vulnerable migrants and refugees and (3) Pilot specific training modules for health professionals, border guards and trainers in migrants' and refugees' health; and Training programme for first-line health professionals, border officers and trainers working at local level with migrants and refugees, for the specific needs of migrants and refugees, especially vulnerable groups (€4.5m for training, especially in hotspots and reception centres, but also in primary healthcare centres on health needs with a focus on children and vulnerable groups on EU). A study on access of children to healthcare in the EU has been finalised.

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For 2017, €1.325m will contribute to continue the implementation of the **personal health record**, to train health mediators, analyse the health status of newly arriving migrants and study the feasibility of establishing an expert network on rare diseases linked to globalisation and migration. Additionally, a Joint Action with Member States on health inequalities with a specific package on migrants' health will begin at the end of the year.

5. **EUROPEAN STRUCTURAL AND INVESTMENT FUNDS (ESI FUNDS)**

The **European Structural and Investment Funds (ESI Funds)** can support the effective integration of migrants and refugees, including migrant children, in the context of **general social inclusion and education measures**. The ESI Funds' total allocation for inclusive growth priorities for the 2014-2020 programming period is €119.6bn. Comprised in particular of the European Social Fund (ESF) and the European Regional Development (ERDF), ESI Funds operate under the shared management principle.

ESI funds can invest in a broad range of measures, including social, health, education, housing, childcare, etc., to address **the specific needs of migrant children**. Investments in health, for instance, could support service providers (doctors, nurses, social workers) addressing the trauma suffered by refugee children or the gaps in vaccinations and nutrition programmes. **In line with the principles of non-segregation and de-institutionalisation, investments should not be used for detention centres or to create segregated neighbourhoods.** Support, financial or other, can be given to non-governmental organisations representing unaccompanied migrant children and to encourage local authorities to work in partnership with them.

5.1 **FUND FOR AID TO THE MOST DEPRIVED (FEAD)** (DG EMPL)

A budget of €3.8bn is available through the **Fund for Aid to the Most Deprived (FEAD)**, which provides food and/or basic material assistance and finances social inclusion activities targeting the most deprived, **including children irrespective of residence status** (the groups of people are identified as "most deprived" at national level). FEAD is a shared management fund, with national co-financing of 15% and is implemented through Operational Programmes in all Member States.

5.2 **EUROPEAN SOCIAL FUND (ESF)** (DG EMPL)

The **European Social Fund (ESF)** can also be used for the **education of children of asylum seekers and refugees and for children themselves**. Member States are to grant them access to the education system under similar conditions as for their own nationals. The Managing Authorities of the relevant ESF Operational Programmes have been encouraged by the Commission to use ESF resources for this purpose and also to submit programme modifications, if necessary. The amount of EU Funds for reprogramming is not quantifiable at this moment.

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8 [http://ec.europa.eu/esf/home.jsp](http://ec.europa.eu/esf/home.jsp)
5.3 **EUROPEAN REGIONAL DEVELOPMENT FUND (ERDF)**\(^{10}\) (DG REGIO)

The total allocation of the European Regional Development Fund (ERDF) for inclusive growth priorities in the 2014-2020 programming period is €21.4bn. The focus of the ERDF is on the long-term integration of migrant children, with measures targeting education and vocational and educational training (VET). The ERDF can however as well, on a case-by-case basis, support emergency measures (e.g. hotspot and reception centres infrastructure developments). Member States, such as Italy and Greece have identified some ERDF measures in the context of migration for 2014-2020. For instance in Greece, all 13 regional programmes include ERDF support for the building of or the refurbishment of open reception centres for migrants. If reprogramming is necessary, there is scope for flexibility.

The ERDF also finances innovative projects designed and implemented by the local authorities, the so-called **Urban Innovative Actions (UIA)**. The UIA have a total envelope of €372m and one of the topics is the integration of migrants and refugees which can, inter alia, focus on specific groups such as unaccompanied children. The topic has been included in a UIA Call for Proposals for the second time and is open until the 14th of April 2017. In the first call, 18 projects were selected, among which four concerned the integration of migrants and refugees.

6. **HORIZON 2020**\(^{11}\) (DG RTD)

The Horizon 2020 Work Programme of 2016 for Societal Challenge 6 focuses on education policies to tackle inequalities in education, including promoting the success of migrant-background learners (€5m). The research, taking into account the recent economic, demographic and social developments in Europe, will contribute to the identification, transferability and up-take of effective and efficient measures to combat inequalities in education right from the early age, increase educational outcomes, promote social and inclusive innovation and foster broad cross-policies cooperation among researchers, stakeholders, practitioners and policy-makers.

7. **ERASMUS+**\(^{12}\) (DG EAC)

Erasmus+ provides substantial funding to projects promoting social inclusion, migration and intercultural dialogue. Among Strategic Partnerships, around 270 (i.e. around one in eight) of all projects funded in 2016 (for about €50m million support integration of refugees and people with a migrant background). This continues to be a priority for Strategic partnerships in 2017. In 2016, a dedicated call on social inclusion in education provides €13m for up to 35 projects, of which about half relate to support for migrants or refugees. A further €10m is available in 2017, with a specific priority on the inclusion of newly arrived migrants in education. European Policy Experimentations (government-led initiatives) inter alia include 2 projects funded in 2016 focusing on integration of migrants.

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\(^{11}\) [https://ec.europa.eu/programmes/horizon2020/](https://ec.europa.eu/programmes/horizon2020/)

\(^{12}\) [http://ec.europa.eu/programmes/erasmus-plus/node_en](http://ec.europa.eu/programmes/erasmus-plus/node_en)
€43m has been earmarked for staff mobility in school education, whereby teachers can visit schools with experience in working with refugee children and learn about methodologies and support structures that have proven successful.

Refugees can avail of online language learning under Erasmus+, with up to 100 000 learners being accommodated (18 languages, currently available in 19 Erasmus+ countries).

A policy network in the field of education of children and young people with a migrant background is being set up under Erasmus+ in 2017. Funding is also available under Erasmus+ to support peer learning and peer counselling between Member States on how to integrate newly arrived migrant children into education. Two peer learning activities took place in 2016, in Sweden and in Germany.

8. **EXTERNAL DIMENSION**

8.1. **EU HUMANITARIAN ASSISTANCE**\(^{13}\) (DG ECHO)

The European Commission supports children's specific needs and vulnerabilities in humanitarian crises through mainstreaming, targeted actions, integrated programming and capacity building.\(^{14}\) In 2016, the European Commission has so far allocated over €23m to child protection activities globally. However, the total amount of humanitarian protection funding targeting children is certainly higher, as a considerable part of the €240m allocated for humanitarian protection in 2016 also benefitted children among other vulnerable groups.

Furthermore, in 2016 the European Commission has allocated more than 4% of its 2016 humanitarian aid budget\(^ {15}\) (up from the current 1%), constituting €62m, to education in emergencies and to activities that enable children affected by conflict to safe access to quality education.

8.2. **FACILITY FOR REFUGEES IN TURKEY, EU REGIONAL TRUST FUND IN RESPONSE TO THE SYRIAN CRISIS AND EU COMPACTS (DG NEAR)**

In forced displacement situations, children are a great concern given their vulnerable situation. Key concerns are to avoid and limit interruption of schooling and to foster resilience and independence. Ensuring access to education at all levels is one of the key objectives. A few recent initiatives within the remit of DG NEAR in this regard are set out below.

The Facility for Refugees in Turkey\(^ {16}\) is a coordinating mechanism that allows for the swift, effective and efficient mobilisation of EU assistance to refugees in Turkey. The Facility ensures the optimal mobilisation of relevant existing EU financing instruments (including the EU Regional Trust Fund in Response to the Syrian Crisis), either as humanitarian assistance – with €1.4bn - or non-humanitarian assistance – with €1.6bn – to support needs of refugees and host communities are

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addressed in a comprehensive and coordinated manner. At the beginning of April 2017, €2.2bn has been allocated out of the €3bn and over €1.5bn contracted through 47 projects. €777m has been disbursed.

The protection of children is of utmost importance for the Facility and is covered in its six priority areas: humanitarian assistance, migration management, education, health, municipal infrastructure and socio-economic support. Non-humanitarian assistance is particularly focused on exposed groups and supports the longer-term livelihoods, socio-economic and educational perspectives of refugees. It aims to help children with access to primary and secondary education and improvements to educational infrastructure, including school buildings and learning materials.

Through a direct grant under the Facility to the Turkish Ministry of National Education, the EU provides €300m to improve the integration of Syrian children into the education system. It aims to ensure that 500,000 Syrian children will get access to formal education, and receive stationery, course books and school uniforms. From these students, 360,000 will receive Turkish language training; 40,000 Arabic language training; 10,000 catch-up, 20,000 additional back-up training and 40,000 will be transported to school. In addition, two contracts for a total of €200m were signed with KfW and the World Bank in December 2016. These contracts provide for the construction and equipment of 70 new schools in provinces with a high concentration of Syrian refugees. The construction and equipping of these schools should benefit 50,000 Syrian children.

Since its establishment in December 2014, an increasing share of the EU’s non-humanitarian aid for Syria’s neighbouring countries is provided through the EU Regional Trust Fund in Response to the Syrian crisis, the “Madad Fund”. The Trust Fund brings a more coherent and integrated EU response to the crisis and primarily addresses longer term economic, educational and social needs of Syrian refugees in neighbouring countries such as Jordan, Lebanon, Turkey and Iraq, as well as helping overstretched host communities and their administrations. Today the EU Regional Trust Fund is also one of the key instruments through which the new EU ‘Compacts’ with Jordan and Lebanon will be implemented.

Among the main objectives of the EU Regional Trust Fund in Response to the Syrian Crisis, the ‘Madad’ Fund supports educational, protection and engagement opportunities for children and young people, both refugee children and vulnerable children in host communities - so they can enjoy quality education with equal access for girls and boys, and to prepare young people for work, by increasing access to vocational training; and reduces the pressure on countries hosting refugees by investing in livelihoods and social cohesion and supporting them in providing access to jobs and education that will benefit both refugees and host communities.

With contributions from 22 EU Member States, amounting to over €92.60m, as well as Turkey and contributions from various EU budget instruments, the Fund has reached a total volume of close to €1bn to date. Projects focusing on education, livelihoods and health have already been approved, covering a total of €767m.

https://ec.europa.eu/ neighbourhood-enlargement/neighbourhood/countries/syria/madad_en
Out of the €767m that have been so far approved by the 'Madad' Fund, €232m have been allocated for education support including €70m for school construction in Turkey and €49m for higher education in Egypt, Iraq, Jordan, Lebanon and Turkey. On primary education and protective services, ‘Generation Found’, in cooperation with UNICEF, provides Syrian refugee and host community children with access to quality education, protection, and psycho-social support and entrepreneurial skills in Jordan, Lebanon and Turkey. The project aims to reach 663,000 children and is funded with €90m. An initiative supporting maternal health and child care (in cooperation with the Italian NGO AISPO) increases access to quality emergency health, maternal and child care for Syrian refugees and the host community of the Dohuk governorate in northern Iraq. This project reaches the entire population of the governorate and is funded with €5m. Through a European partnership of the German GIZ, Expertise France (EF), Agence France de Cooperation Media, Agencia Española de Cooperación Internacional (AECID) and Cooperación Española (FIIAPP), the joint ‘QUIDRA’ project increases economic self-reliance of youth in refugee camps and host communities, covering Lebanon, Jordan, Iraq and Turkey. The project targets 975,000 young people and is funded to the value of €70m.

Additionally, in 2016, EU Compacts with both Lebanon\(^{18}\) and Jordan\(^{19}\) were adopted, as annexes to the revised Partnership Priorities with these countries. The Compacts are designed to set out measures on both sides which would help the countries concerned to deal with the arrival of Syrian refugees. In regards to the Compact adopted with Jordan, inter alia, it foresees EU additional financial support and simplified rules for Jordanian exports of a large number of products from 18 special economic zones towards the EU for a 10-year duration, provided job opportunities are given to Syrian refugees, alongside Jordanians. Under the Compact, Jordan will also enable more Syrian children and youth to take part in education and vocational training.

8.3. **European Instrument for Democracy and Human Rights, Development Cooperation Instrument and EU Trust Fund for Africa (DG DEVCO)**

The European Commission provides support to migrants in third countries, through amongst others the European Instrument for Democracy and Human Rights, the Development Cooperation Instrument and the EU Trust Fund for Africa.

As part of operational tools, in January 2017, for example, several projects for a total amount of €15m were launched under the Development Cooperation Instrument\(^{20}\) thematic programme on Migration and Asylum, with the aim of contributing to the implementation of the Rabat process (2016 Call for proposals to support the implementation of the Rome Programme). The majority of the projects will be implemented by civil society organisations in areas such as migrant children protection, trafficking in human beings, diaspora engagement, remittances and migrants' rights.

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A call for proposals for projects to be selected under the European Instrument for Democracy and Human Rights has been launched in 2015 with a €5m lot on "support to migrants, including asylum seekers in third countries, internally displaced persons and stateless persons". Nine projects in total were supported by the end of 2016. Children are among the categories of beneficiaries and two projects in Nigeria and India are specifically targeting children.

Child protection will be promoted in the Regional Development and Protection Programmes in the Horn of Africa and North Africa. Their aim is to support the protection and developmental needs of people suffering long-term displacement as well as their host communities.

In 2016, the European Commission allocated a direct grant (€1.2m) to UNHCR for global technical assistance and capacity-building to prevent the detention of children and to protect children and other asylum seekers in detention (pre-identified countries: Indonesia, Iraq, the former Yugoslav Republic of Macedonia, Malaysia, Mexico). Country-wide immigration detention monitoring and capacity building programmes as well as technical assistance and awareness raising activities for immigration officials (border guards, airport staff etc.) and child protection actors, stakeholders and CSOs will be provided in order to reinforce expertise on international standards.

Given the wide range of DEVCO-funded activities relevant for children in migration, please see the Commission Staff Working Document on the Evaluation of the Action Plan of Unaccompanied Minors (2010-2014)21 for further information on funded past and ongoing activities contributing to the protection of children in migration.

9. RIGHTS, EQUALITY AND CITIZENSHIP AND JUSTICE PROGRAMMES (DG JUST)

Under the Rights, Equality and Citizenship programme22, in 2016, DG JUST awarded direct grants to Save the Children Sweden (€888,381), the International Organisation for Migration (IOM) (€749,999) and UNICEF (€955,809) to fund activities related to the protection of children in migration on EU territory. All three organisations are receiving funding for coordinated actions addressing the following objectives which are part of a four-point plan to protect children in migration:

- to carry out child protection and child safeguarding activities for children in migration to prevent violence against migrant and refugee children;
- to support and strengthen national child protection systems to protect children in migration;
- to increase the child protection capacity of national asylum and migration professionals and practitioners and national and local NGOs, as well as others working directly with children; and
- to support governments and national human rights institutions in monitoring the rights of child refugees and migrant children.

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21 SWD(2017)129  
The project activities will be carried out in Sweden, Germany, Austria, Croatia, Hungary, Slovenia, Bulgaria, Greece and Italy and will run for 15-18 months (as of Q4 2016). DG JUST is still in discussions with UNHCR for a grant related to child protection.23

A call for proposals (€3m) for action grants for projects on guardianship and family-based/foster-care was closed in 13 December 2016, and the evaluations are ongoing at the time of writing.24 This call for proposals will support capacity-building on rights of the child and child protection for professionals working for and with children in migration. The aim of the call is to ensure better protection and respect for the rights of all children in migration on EU territory through capacity-building for family-based care for unaccompanied children (Priority 1) and through building capacity and cooperation mechanisms for guardians whose role is to safeguard the rights of children in migration (Priority 2). Proposals shall complement the efforts of the EU in the area of rights of the child and child protection, and support the work on integrated child protection systems. To this end, proposals should be carried out in line with the 10 Principles for integrated child protection systems, and proposals should describe how their project implements the principles.

The 2016 Justice25 Annual Work Programme prioritised (€3.5m) training of judges and other relevant professionals on EU judicial cooperation instruments including the Brussels IIa Regulation. It is intended to target the call in particular on the application of Brussels IIa and the 1996 Hague Convention on jurisdiction, applicable law, recognition, enforcement and cooperation in respect of parental responsibility and measures for the protection of children, to include unaccompanied, separated and displaced children in migration.

Under the Rights, Equality and Citizenship Programme a call for proposals (€4.5m) was published in 2016 for transnational projects on violence against women, young people and children linked to harmful practices, relevant also for children in migration.

In 2017, under the Rights, Equality and Citizenship Programme a call to prevent and combat all forms of violence against children, young people and women (€12.7m) will address five priorities: (1) prevention of gender-based violence (i.e. changing social attitudes and behaviour), (2) protection and support for victims of gender-based violence and violence against children, (3) the coordination and/or adaptation of support services for sexual and gender-based violence to include refugees and migrants (children, women, LGBTQI persons, young men and boys), (4) treatment of perpetrators, and (5) national coordinating frameworks or action plans for violence against children (supporting Member States and other actors).26 Regarding the fourth priority, the aim is not to create new or parallel services but to adapt them in an inclusive manner. This call will not fund operating or running costs, but is intended to build capacity and adapt frameworks to include people in migration, in a practical way, for example where outreach to new reception facilities and structures are needed or where the involvement of cultural mediators/interpreters could help. Regarding the fifth priority, the aim is to support Member States in developing and

23 http://ec.europa.eu/newsroom/just/item-detail.cfm?item_id=50143
implementing national coordinating frameworks to eliminate all forms of violence against children, in line with the 10 Principles for integrated child protection systems. The call will open on 27 June 2017 and will close on 14 November 2017.

Furthermore, on the rights of the child priority under the Rights, Equality and Citizenship Programme, a call for proposals (€4m) has recently opened for capacity-building of professionals working for and with children in rights of the child and child protection, focussing on putting in place robust national or regional mechanisms to support children ageing out of/leaving alternative care and they should encompass a strong child participation component. The call intends to provide an opportunity to bring necessary stakeholders together and establish an integrated approach that ensures better outcomes for careleavers. This call also explicitly covers third-country national/migrant children (including unaccompanied children) who are in the care of the State). The call will close on 29 June 2017.  