



# Children's Rights in The Netherlands

*Kinderrechten  
Collectief*

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INPUT TO THE LIST OF ISSUES OF THE  
UN COMMITTEE ON THE RIGHTS OF THE  
CHILD, PREPARED BY THE DUTCH NGO  
COALITION FOR CHILDREN'S RIGHTS

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# INTRODUCTION



This input for the *List of Issues Prior to Reporting* (LOIPR) is the result of broad consultation by the Dutch NGO Coalition for Children's Rights amongst Dutch non-governmental organisations (NGO's), youth and experts. During round-table conversations on 11 themes, the biggest issues regarding children's rights were defined. This LOIPR does not contain all the issues, however it represents the key concerns civil society has.

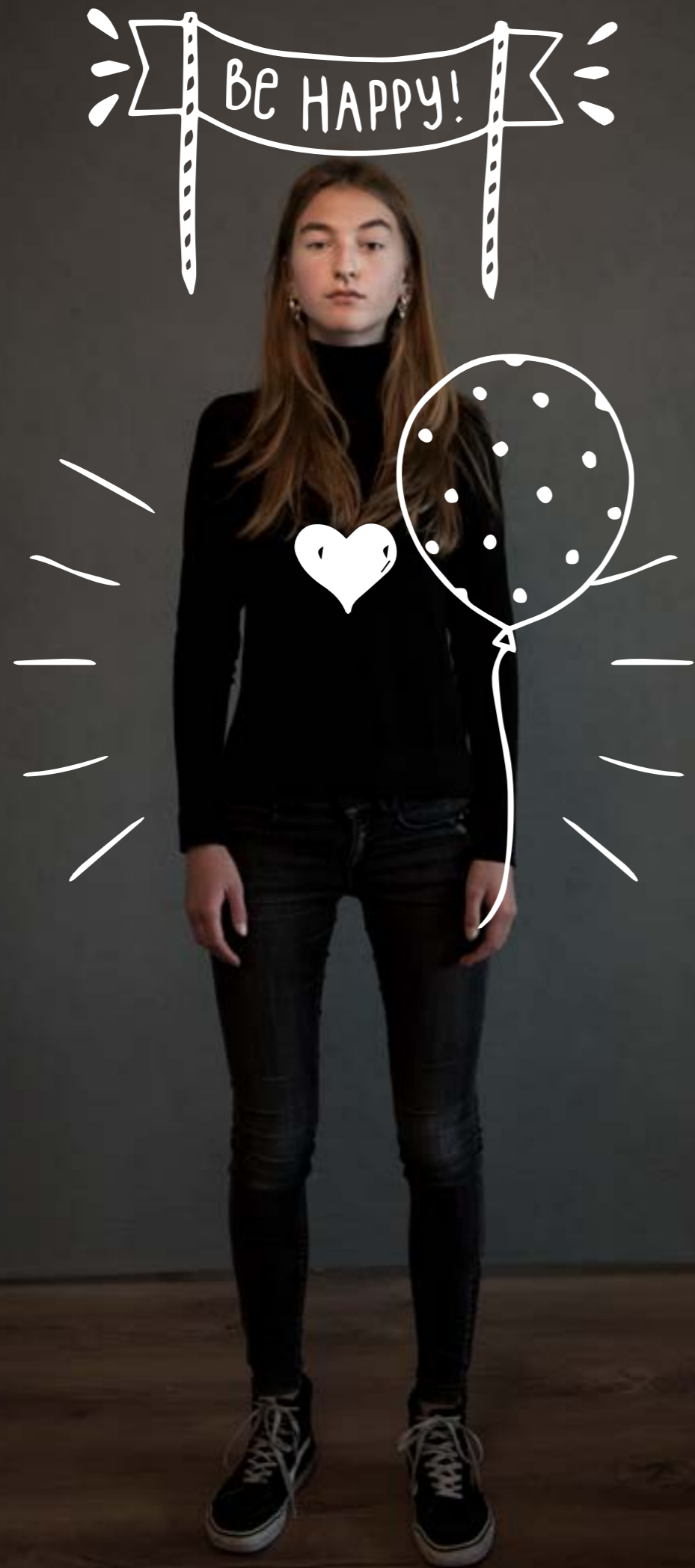
The decentralisation of government tasks – especially youth care – to municipalities, which started in 2015, influences many issues on this list. The Coalition observes that the parties involved do not always bear the Convention on the Rights of the Child (CRC) in mind.

A separate paragraph will summarize the matters of concern in the Caribbean part of the Netherlands (the islands of Bonaire, St. Eustatius and Saba, also known as the BES islands), because they often differ from the European Netherlands with regard to legislation, policy and circumstances. The independent countries within the Kingdom of the Netherlands, Aruba, Curaçao and Sint-Maarten, are not covered in this report. The Coalition on Children's Rights however emphasizes that, in June 2015, the UN Committee on the Rights of the Child indicated that the Kingdom of the Netherlands as a whole is party to the Convention and that safeguarding the rights in it is a kingdom affair. Currently, the Netherlands does supervise

the financial situation of the three independent countries, but keeps stating that the human rights situation is their own responsibility.

Coalition-member NJR (the National Youth Council) is also independently reporting their matters of concern coming from children and youth to the Committee. Consultation and coordination have taken place with the Netherlands Institute for Human Rights (*College voor de Rechten van de Mens*), the Children's Ombudsman (*Kinderombudsman*) and the National Rapporteur on Trafficking in Human Beings and Sexual Violence against Children (*Nationaal Rapporteur Mensenhandel en Seksueel Geweld tegen Kinderen*). The Coalition for Children's Rights endorses the matters of concern these institutions identify.

More than 80 NGO's and experts have contributed to this LOIPR and/or endorse it. The signatories are listed under the annex.



## NGO Coalition for Children's Rights

Through the Coalition for Children's Rights, **organisations join forces** to protect **the interests of the child** and **supervise the safeguarding of children's rights** in Dutch law, policy and practice. The Coalition consists of key members Defence for Children, Kinderpostzegels, the National Youth Council, Save the Children, Terre des Hommes and UNICEF The Netherlands, and has the Netherlands Youth Institute as their advisor. Besides its key members, the Coalition has many other partners.



# The Caribbean Netherlands



## MATTERS OF CONCERN BES ISLANDS

1.

### Lack of knowledge about children's rights and meaningful participation of children and youth and the lack of correct data collection

Just like in the European Netherlands, adequate education on children's rights is missing in the Caribbean Netherlands, which means that there is little knowledge and understanding of children's rights and meaningful participation of children and youth. Likewise, adequate data collection is lacking. Also see issues 2, 5 and 7.

#### How does the state ensure that:

- public services and citizens know both the content and the binding force of children's rights and how to apply them?
- disaggregated data (including age groups and gender) specific to the BES situation are included in national publications, such as the SDG-progress report, Mapping Poverty (*Armoede in kaart*) and the Youth Monitor (*Jeugdmonitor*)?

Since October 10th, 2010, the Kingdom of the Netherlands consists of four countries: the Netherlands, Aruba, Curaçao and Sint Maarten. The islands of Bonaire, Sint Eustasius and Saba (hereinafter: BES islands) are special municipalities of the Netherlands, for which the Dutch government is directly responsible.

Upon request of the state and the BES islands' governments, UNICEF The Netherlands carried out situation analyses (SitAns) in 2018-2019 to assess the level of compliance with children's rights in the Caribbean Netherlands since 2013.<sup>1</sup> The matters of concern stated below are based on these; the full report will be published in September 2019.

<sup>1</sup> In 2013, UNICEF The Netherlands published the first situation analyses regarding the level of compliance with children's rights in the Caribbean Netherlands. See: <https://www.parlementairemonitor.nl/9353000/1/j9vvij5epmj1ey0/vjarcw0jqrvc#p2>.

### Poverty and the lack of a social minimum as a benchmark for poverty policy

Just like in the SitAns of 2013, it is still estimated that many children on the islands grow up in poverty, which may limit their access to basic needs such as food and clothes. In 2018, a study was conducted in the Caribbean Netherlands to find a benchmark for determining the social minimum; a minimum amount required to meet basic needs.<sup>2</sup>

In the European Netherlands this minimum amount is determined centrally by the Ministry of Social Affairs and Employment. Before the summer of 2019, the government will inform the Senate as to what steps need to be taken to determine a social minimum per island for the Caribbean Netherlands as well. In the meantime, the financial situation of many people in the Caribbean Netherlands is challenging, the research report concludes that 33% of the households has an income of 75% or less of the average budget needed for basic needs (the lower limit).<sup>3</sup> At least 43%, 39% and 43% of the respectively Bonairean, Statian and Saban households have an income lower than the monthly average required budget (an income of up to 90 percent of the monthly average required budget). Since 2019, the child benefit of 40 USD, which was introduced for parents in the Caribbean Netherlands in 2016, has been raised by 50%. Nevertheless, *the day-care baseline study* published by ECORYS mid-2019 reports that the purchasing power of single-parent families is very low on all three islands, with St. Eustatius at the lowest. In the Caribbean Netherlands, 29% of children live with one of their parents, more than half (57%) live in two-parent families and the remaining 14% live with family or independently.

- What data does the state collect with regard to multidimensional poverty to get an as detailed as possible image of structural problems and the consequences of poverty in the Caribbean Netherlands?
- How does the state ensure a multidisciplinary approach to reduce and prevent poverty in the Caribbean Netherlands?

<sup>2</sup> Regioplan. (2018). *Onderzoek naar een ijkpunt voor het sociaal minimum in Caribisch Nederland*. <https://www.regioplan.nl/wp-content/uploads/data/file/2017/17128-Samenvatting-Ijkpunt-sociaal-minimum-Caribisch-Nederland-Regioplan.pdf>

<sup>3</sup> 33% of Bonairean, 35% of the Statian and 36% of the Saban households, see: Regioplan. (2018). *Eindrapport Sociaal minimum Caribisch Nederland*. [https://www.eerstekamer.nl/overig/20180629/eindrapport\\_sociaal\\_mininum/f=y.pdf](https://www.eerstekamer.nl/overig/20180629/eindrapport_sociaal_mininum/f=y.pdf)

<sup>4</sup> More info about BES(t) 4 kids on: <https://english.rijksdienstcn.com/latest/news/2019/june/17/best4-kids-programme-gets-off-to-a-good-start>

- In the European Netherlands, the state carries out poverty researches on municipal level describing trends in poverty for the entire population and for the main risk groups, analysing the geographical spread of poverty and measuring the extent to which people consider themselves poor. Does the state intend to carry out these studies in the Caribbean municipalities of the Netherlands as well?

### Inadequate access to childcare and after-school facilities

On Bonaire, 62% of children aged 0 to 4 have access to childcare. On St. Eustatius this is 67% and on Saba 80%. This information however is not broken down to indicate the differences in access to the services between age groups 0-3 and 3-4. It is expected that a disproportionate number of children in the age group of 0 to 3 years old does not have access to the services due to financial restrictions within the family, waiting lists or distrust of the services. On Bonaire, 25% of children (aged 5-12 years) attend after-school care programmes, against 50% on St. Eustatius and 80% on Saba. The state carries out the 'BES(t) 4 kids' programme to ensure high-quality, safe and affordable childcare and facilities for toddlers and after-school care for children aged 0-12 years old in the Caribbean Netherlands.<sup>4</sup>

- 'BES(t) 4 kids' focuses on improving the quality of day-care and after-school facilities. How does the state ensure that these services are available for all children?
- In addition to the 'BES(t) 4 kids' programme, how does the state ensure that families living in poverty are supported in providing proper care to their children in the home environment?
- The 'BES(t) 4 kids' programme applies to children aged 0-12. What does the state do to ensure that children aged 12-18 have access to affordable and high-quality after-school care?

**The alarming scale of child maltreatment and the lack of legislation banning corporal punishment**

It is hard to get an adequate picture of the extent of child abuse on the islands due to a lack of data. In 2014, research bureau 'Regioplan' concluded that domestic violence and child abuse is a problem.<sup>5</sup> The interviews, focus groups and consultations in the SitAns of 2019 confirm this picture.

On the BES islands, there is no legislation prohibiting corporal punishment. And like the 2013 SitAn, the 2019 SitAn reports that the use of corporal punishment remains a serious issue on all three islands.

Conversations with single parents for the SitAns of 2019 show that almost all parents of 30 years and over use corporal punishment.

- What measures does the state take to monitor and combat child abuse and domestic violence in the Caribbean Netherlands?
- What steps is the state taking towards a legal ban on corporal punishments in the Caribbean Netherlands?

**Juvenile criminal law**

By the end of 2019, juvenile criminal law will be introduced in the Caribbean Netherlands, which will provide a legal basis for the already existing extrajudicial settlement, that prevents minors from getting a criminal record. This also ensures the introduction of juvenile detention in a separate department in the recently opened correctional institution on Bonaire. There will not be a separate youth prison.

- How does the state ensure that juveniles will be detained and treated separately from adult criminals in the same correctional institution?
- Will juvenile criminal law in the Caribbean Netherlands be aligned with the European Netherlands?
- How does the state guarantee assistance, education and skills training for minors in detention in the Caribbean Netherlands?
- How does the state guarantee contact between the minor and their parents if the detention takes place on an island other than their residential island?

<sup>5</sup> Regioplan. (2014). *Aanpak huiselijk geweld op de BES-eilanden*. <https://www.regioplan.nl/wp-content/uploads/data/file/rapporten-2400-2499/2426-Eindrapport-De-aanpak-van-huiselijk-geweld-op-de-BES-eilanden-Regioplan-april-2014.pdf>



# GENERAL IMPLEMENTATION MEASURES

## The European Netherlands



2.

### LACK OF KNOWLEDGE ON CHILDREN'S RIGHTS

Only 34% of youth say they know about the CRC.<sup>6</sup> With the legislative proposal for clarification of citizenships education for school (*Wetsvoorstel aanscherping Burgerschapsopdracht Onderwijs*, currently for advice at the Council of State), a first step has been taken to include children's rights in the school curriculum. The Explanatory Memorandum refers to the CRC; nevertheless, it reasons about the need to educate children so they can participate in society later on. It is recommended to emphasize that children are already participants to society and bearers of rights.

Hardly any attention is paid to education on children's rights for adults, while they too have no knowledge of children's rights due to a lack of education on it at school or in further education. Politicians and policy makers, administrators on

regional and local level and professionals working with children will need to be specifically schooled in children's rights. The shaping and monitoring of, for example, (municipal) youth policy, foreign trade policy, or defence policy requires objectives and indicators in conformity with the CRC. Poor knowledge also has a negative influence on implementing and safeguarding participation of children and youth. There is no assessment to check in advance whether new regulations or policies are in line with the children's rights laid down in the CRC.

In the renewal of police training, more attention is paid to a child-oriented and children's rights compliant approach. The age of minor suspects is also increasingly considered. However, a child-oriented and children's rights compliant approach requires more training and figures or some other form of reflection to test whether or not the education and the actual behaviour of professionals in the criminal justice chain are sufficiently child-friendly and child-oriented.

<sup>6</sup> National Youth Council. (2019). *There to Talk, dare to Listen. Dutch Youth on the Children's Rights treaty.*

### How does the state ensure that:

- Every citizen, especially professionals such as police, judges, lawyers, youth workers and policy makers, know the content and binding force of children's rights and how to apply them?
- To achieve this, financing is secured, so that children's rights expertise is incorporated in the relevant (government) structures?

3.

### GOALS TRANSFORMATION YOUTH CARE NOT ACHIEVED DUE TO LACK OF EXPERTISE AND FINANCING

Since 2015, municipalities have been responsible for youth care, work and income and social care. The state is taking several measures to make sure municipalities can properly carry out their new tasks, for example by organising money flows to the municipalities. By putting youth care under the direction of municipalities, close to the families, the accessibility, cohesion and effectiveness would improve. This would stimulate municipalities to invest in prevention and early care, resulting in a decreasing demand for youth care and thus a saving in the costs. In practice, this transformation has yet to come off the ground. In addition, the lack of national direction causes major differences in the care offered by municipalities. As a result, a child's place of residence determines the help he or she receives. Also see issues 7, 12, 13, 14, 16, 18, and 23.

Youth care is all about parenting support, preventive duties, community or youth teams, youth mental health care, and assistance for children with an impairment. A judge decides on the use of a child protection order or juvenile rehabilitation, municipalities are responsible for its financing and execution.<sup>7</sup>

To procure the right variations of youth care, specialist knowledge is required. In case of more complex situations, municipalities have to make joint purchases on specific care. Practice however has shown that the required knowledge for this is not yet sufficiently available, which leads to children waiting for a regular placement in, for example, closed institutions. When municipalities do not procure the right care to a sufficient extent because of a lack of knowledge and insufficient financing, children do not receive the help they need. All children have a right to adequate availability and equal access to youth care. This is not the case now.

The shift of legal responsibility for youth care to municipalities also has other undesirable consequences for children, youth and parents, including victims of human trafficking or child abuse, and also for social workers. There is a lack of clarity about how to receive care, limited availability of care, increasing waiting times, organisational differences, differences in the level of service provision in municipalities and inaccessibility of highly specialist youth care that has to be organised superregional. The first evaluation of the Youth Act (*Eerste Evaluatie Jeugdwet*)<sup>8</sup> and the annual reports on the transition of authority for youth care (*Transitie Autoriteit Jeugd*)<sup>9</sup> identify the shortcomings in accessibility and quality of youth care.

Ultimately, it is primarily a lack of vision on the role of the government in supporting the upbringing and education of children. Along with that, the focus is on specialised care rather than the whole range of facilities and efforts needed to enable children to grow up healthy, safe and promising.

- How does the state – being responsible for the system – ensure that every child has access to timely, adequate and high-quality youth care and prevention, even if the municipality does not provide for this?

<sup>7</sup> Nederlands Jeugdinstituut. (24-08-2018). *Veelgestelde vragen over de jeugdsector.* <https://www.nji.nl/nl/Producten-en-diensten/Publicaties/veel-gestelde-vragen-over-de-jeugdsector>

<sup>8</sup> The Netherlands Organisation for Health Research and Development. (2018). *Eerste Evaluatie Jeugdwet. Na de transitie nu de transformatie.* <https://publicaties.zonmw.nl/eerste-evaluatie-jeugdwet/>

<sup>9</sup> Transitie Autoriteit Jeugd. (2018). *Vierde jaarrapportage. Tussen droom en daad. Op naar een volwassen jeugdstelsel.* <https://www.rijksoverheid.nl/documenten/rapporten/2018/04/16/tussen-droom-en-daad-op-weg-naar-een-volwassen-jeugdstelsel>



## RESERVATIONS TO THE UN CHILDREN'S RIGHTS CONVENTION

4.

The reservations made by articles 26, 37 sub c and 40 of the CRC are still in force. These articles cover the right of the child to social security, the prohibition to apply adult criminal law to children of 16 years and older and the right of the child to legal assistance.

The Netherlands is the only country in the world that made a reservation to article 26. Despite reports by the Children's Ombudsman, there has not been any progress with regard to the revision of this reservation.<sup>10</sup> The state pointed out that the reservation is formulated as an 'interpretative statement', that does not affect the social protection of children. "To grant this right directly to the child, does not fit within the design of the Dutch social security system." In practice, children fall victim to their parents' situation, as is also shown by the aforementioned studies. The extent of this problem, and the implications of (withdrawing) the reservation, have never been explored.

In addition to this, the Netherlands has yet to ratify the Optional Protocol to the Convention on the Rights of the Child on a Communications Procedure.

- Can the state indicate what the possible consequences and objections are to withdrawing the reservations to articles 26, 37 sub c and 40 of the CRC and the ratification of a Communications Procedure?

## MINIMAL MONITORING: NOT ALL CHILDREN ARE IN THE PICTURE

5.

The current way of data collection, registration and use leads to an incomplete picture of certain groups of children, making it impossible to develop

a targeted policy or evaluate the effectiveness of the policy. The following shortcomings are identified:

- data are not easily comparable and therefore unreliable, because they are collected and registered in different ways;
- indicators change and can therefore not be compared with previous data; making it hard to make a statement about the outcomes of policy;
- the available data are insufficiently linked (at child, family or regional level), resulting in a poor context. An example of this is that at the moment, it is unclear what care a child receives, about whom advice has been requested and whether or not there has been reported to Safe at Home (*Veilig Thuis*, the advisory organisations where domestic violence and child abuse can be reported) and what the effect of the help offered is;
- general data are available about children who came in contact with the law, however it is unclear why they came in contact with the law. Analyses linked to the data on child or family level are lacking in this area as well;
- some groups of vulnerable children are not in the picture, because virtually no data are available about them or they are not accessible. These are, for example, undocumented children and children dealing with migration, youth care, youth mental health care, out-of-home placement, child maltreatment, sexual exploitation and human trafficking and highly gifted children.

A complicating development is the new General Data Protection Regulation (GDPR), which lays down rules about sharing information. Out of unfamiliarity with and therefore fear of violating the GDPR, many bodies are reluctant to share data that should however be able to be shared. For example, in case of the municipal poverty policy, see issue 18. The Statistic Netherlands Act (*CBS-wet*) on the other hand, offers the necessary guarantees for safe disclosure of microdata (data at the personal level).

Monitoring of the implementation of the CRC by the state, as explained in General Comments no. 5 and 19, is missing.

<sup>10</sup> Children's Ombudsman (2017). *Alle kinderen kansrijk. Het verbeteren van de ontwikkelingskansen van kinderen in armoede* en Kinderombudsman (2017). *Nederlandse kinderen ontkoppeld*. <https://www.dekinderombudsman.nl/publicaties>

How does the state ensure that:

- data, including context, about and from all groups of vulnerable children are uniformly registered, collected and made available?
- the GDPR is not an obstacle to registering and collecting data, and making data available?
- the implementation of the CRC is monitored?

## CHILDREN'S RIGHTS INSUFFICIENTLY GUARANTEED IN BUSINESS AND TRADE POLICY

6.

Companies also have a responsibility to honour human rights. The obligations and responsibilities are laid down in the UN framework 'Protect, Respect, Remedy', the UN Guiding Principles and the OECD Guidelines for Multinational Enterprises. Despite the Concluding Observations of 2015, for a long time the Netherlands chose covenants (rather than regulations) to stimulate the industrial sector to implement the UN Framework. The effort to give substance to corporate responsibility through cooperation between the sector, NGO's and the government, is positive. However, the voluntary and non-binding nature of the covenants means that a large proportion of Dutch companies do not participate in them or do not consider themselves bound. Moreover, the urge to proceed expeditiously with the implementation seems to be missing. Consequently, the agreements have limited effectiveness and 'impact on the ground'. Positive aspects are the Netherlands' commitment to the issue of child labour, for which a subsidy fund for companies and NGO's has been set up, and the due diligence law ("*Wet Zorgplicht Kinderarbeid*") on child labour recently adopted. This does not change the fact that the wide range of children's rights that are or may be violated in the production chains of companies, are insufficiently protected by the government.

In government policy, the realisation of the Sustainable Development Goals is combined with the promotion of international trade. Although this can certainly offer additional opportunities, also for the enhancement of children's rights, clear legal preconditions on how this trade takes place are necessary to prevent trade from prevailing over development goals and human rights.

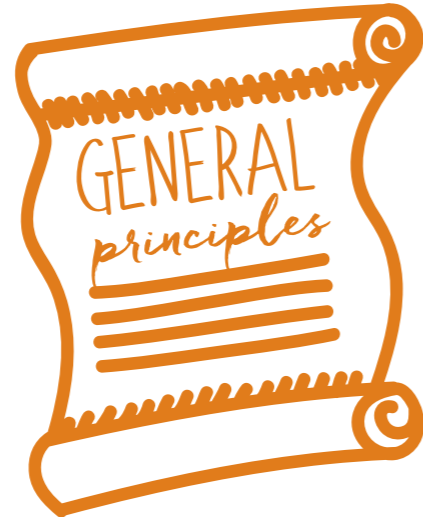
Furthermore, conclusions from the sustainability impact assessments that are carried out in trade agreements, lead to insufficient government action to follow up on the conclusions, or to argue for it at EU level. Specific impact assessments regarding children's rights are missing.

In case of a financing relationship, Dutch companies are assessed on the basis of the OECD Guidelines for Multinational Enterprises. There is no transparency about the method of assessment and how children's rights are involved in it.

- What additional measures does the state take to make sure companies comply with their obligations under the UNGP's and the OECD-Guidelines to respect children's rights?
- What steps does the state take to ensure that, besides sector wide human rights assessments, separate impact assessments on children's rights are introduced, both being determinative for the trade policy?



# GENERAL PRINCIPLES



## MEANINGFUL PARTICIPATION OF CHILDREN AND YOUTH NOT ASSURED IN POLICY AND PRACTICE

Participation of children and youth is increasingly gaining attention in the Netherlands. Examples are the child ministers or local youth councils in municipalities, police or youth and care institutions. Still, meaningful participation of children is not yet structurally guaranteed in all facets of policy and practice. It is often once-only, dependent on well-intentioned employees or not meaningful. Reaching vulnerable children and a good representation in terms of educational level and region also prove difficult to achieve.

Often, adults lack the knowledge and skill to hear children, involve them and to let them participate in decision-making. This may be due to a lack of children's rights education (also see issue 2). Participation of children and youth is not a standard part of training for professionals in legal or in care or counselling programmes for children and youth.

Child participation is also fragmented in municipalities. It differs per municipality and within municipalities, per domain. However, now that municipalities are responsible for youth (see issue 3), knowledge about and the actual application of the five steps for meaningful participation of children and youth<sup>11</sup> within their policy and the execution thereof, for example when purchasing care, is even more important.

<sup>11</sup> CRC/C/GC 12 par. 40 t/m 47



The Youth Act explicitly states that it is essential to hear the views of the child and to give these views due weight in procedures with a large impact of the child's life. Nevertheless, the First Evaluation of the Youth Act of 2018 shows that there is still not enough space for the child's view.<sup>12</sup> This applies to both individual participation in their own treatment process and collective participation in which children are heard as a group and involved in (institution) policy and its implementation.

An example is the lack of participation of children who are victims to child abuse within treatment programmes. As a result, they don't get to be a part of the help offered as much as they should, while this is essential to come to terms with what happened and get a grip on their lives (again). Meant here is meaningful participation, as outlined in the 'Guide on participation of children in the Reporting Code

for Domestic Violence and Child Maltreatment' (*Handreiking participatie van kinderen in de meldcode huiselijk geweld en kindermishandeling*).<sup>13</sup>

### How does the state ensure that:

- meaningful child and youth participation is guaranteed in law, policy and practice at national and local level?
- all professionals working with children have the necessary knowledge to apply meaningful participation of children and youth in their daily work, including legal procedures or care and counselling routes?
- both collective and individual child and youth participation is guaranteed in youth care?
- participation of children, who are victims to domestic violence and child abuse, is structurally guaranteed?

<sup>12</sup> The Netherlands Organisation for Health Research and Development. (2018: 240). *Eerste evaluatie jeugdwet*. <https://www.rijksoverheid.nl/documenten/rapporten/2018/01/30/rapport-eerste-evaluatie-jeugdwet>

<sup>13</sup> Ministry of Health, Welfare and Sport and Augeo. (2018). *Handreiking. Participatie van kinderen in de Meldcode huiselijk geweld en kindermishandeling*. [https://www.defenceforchildren.nl/media/2421/handreiking\\_-participatie-van-kinderen-in-de-meldcode-huiselijk-geweld-en-kindermishandeling\\_2018.pdf](https://www.defenceforchildren.nl/media/2421/handreiking_-participatie-van-kinderen-in-de-meldcode-huiselijk-geweld-en-kindermishandeling_2018.pdf)



## PUNISHMENT ON THE BASIS OF ACTIVITIES OF THE CHILD'S PARENTS

In the Netherlands, we see situations where it seems that children are punished on the basis of activities of their parents, while this is not permitted on the grounds of article 2.2 of the CRC. An example is entering into family life while (a part of) the parents/the family has no residency status in the Netherlands at the time of the child's birth. The state then indicates that the parents were aware of their status (or lack of a residency status), which is also attributed to the child in the sense that the parent does not receive a right of residence. In doing so, Dutch courts only refer to judgments of the European Court of Human Rights, without involving the CRC, in particular article 2.2.<sup>14</sup>

The Dutch reservation to article 26 also makes it possible to punish children for the activities of their parents (see issue 4). For example, if parents do not comply with the obligation to seek work and because of that are cut on social security benefits, children cannot independently claim these social benefits, because of the reservation.

- ✎ **What is the state's view on the relationship between attribution of parents' behaviour in residence procedures and in the context of childcare facilities and the obligation from article 2.2 CRC?**

<sup>14</sup> See for example: *Afdeling bestuursrechtspraak van de Raad van State*. (13-04-2015). <https://uitspraken.rechtspraak.nl/inziendocument?id=ECLI:NL:RVS:2015:1298>

<sup>15</sup> Current legislation only incidentally (not categorically) refers to the best interests of the child as described in the European Directive on the right to family reunification, however the Dutch Aliens Act does not.

<sup>16</sup> See the progress on: [www.tweedekamer.nl/kamerstukken/wetsvoorstellen/detail?id=2016Z16827&dossier=34541](http://www.tweedekamer.nl/kamerstukken/wetsvoorstellen/detail?id=2016Z16827&dossier=34541)

<sup>17</sup> This concerns child-specific asylum motives, such as conversion or sexual preference, that are independent from asylum motives from, for example, their parents. A pilot by the Dutch Council for Refugees pointed out that 1 in 10 of the children travelling along has an independent asylum motive.

<sup>18</sup> In asylum procedures, the government uses country reports, the so-called official country reports. UNICEF The Netherlands issues official country reports for children: Child Notices. These inform immigration authorities, but also for example asylum lawyers and judges, about the situation of children in their countries of origin. See: <https://www.unicef.nl/ons-werk/nederland/child-notices>

<sup>19</sup> Save the Children. (2018). *From Europe to Afghanistan: Experiences of Child Returnees*. <https://resourcecentre.savethechildren.net/library/europe-afghanistan-experiences-child-returnees>. The report investigated return processes in EU countries, including the Netherlands, by holding surveys and interviews with 53 children that were sent back to Afghanistan.

## BEST INTERESTS OF THE CHILD INSUFFICIENTLY IMPLEMENTED IN IMMIGRATION LAW

The best interests of the child (BIC) are insufficiently enshrined in immigration law.<sup>15</sup> A law proposal to enshrine the BIC in immigration law has been pending since 2016, but has not yet received sufficient political support.<sup>16</sup> The lack of a legal framework extends to the entire asylum chain and is therefore a large problem to the protection of foreign children. For example, there is too little attention<sup>17</sup> for independent grounds for an asylum application of accompanying children and there is hardly any child specific information about the country of origin in the official country reports by the government.<sup>18</sup>

The BIC does not play a central role in the policies of the Immigration and Naturalisation Service (*IND*) and the Repatriation and Departure Service (*Dt&v*), for example:

- The credibility assessment of asylum applications does not take sufficient account of the age and level of development of the child.
- In the event of a forced return, the investigation into the BIC is limited to the question of whether there is adequate care (family care, foster care or institutional care) and there are insufficient guarantees for protection and reintegration support in the country of origin. Return decisions for children to – unsafe – Afghanistan illustrate that.<sup>19</sup>



## INSUFFICIENT PROTECTION OF CHILDREN'S RIGHTS DEFENDERS IN FOREIGN POLICY

- Since 2015, the family reunification policy places much greater emphasis on submitting identity documents of family members and documents to prove the family connection. As a result, many children cannot reunite with their parent.<sup>20</sup>

In litigation practice this means that judicial authorities do not review their decisions in the light of article 3 CRC, because there is no corresponding provision in the Aliens Act. The BIC can be determined diagnostically, however assessment is not carried out on a regular basis and only has the status of an expert opinion.<sup>21</sup>

- ✎ **Can the state describe how the best interest of the child is guaranteed in every step of the asylum procedure and whether all relevant authorities have enough expertise to determine the best interest of the child in a specific case?<sup>22</sup>**
- ✎ **Can the state describe how the 'special attention' to the best interests of the child in immigration law, as stated in the state's reaction to the Concluding Observations of 2015, reflects in practice?**

Thanks to investments of the Dutch government, the advocacy capacities of young children's rights defenders are strengthened in foreign country programme.<sup>23</sup> However, within these programmes, insufficient attention is paid to the protection of these children who are endangered by their activities in some countries. Reports of reprisals due to their involvement are growing and include cases of physical threats, arbitrary detention and intimidation.<sup>24</sup>

Other than the risks for adult human rights defenders<sup>25</sup>, the risks for children on national and international level are insufficiently monitored. The lack of measures to protect children's rights defenders has a negative effect on the development of a child friendly development policy and funding arrangements.

- ✎ **How does the state ensure that children's rights defenders, carrying out activities through development aid programmes, can do so safely and sufficiently protected?**

<sup>20</sup> The acceptance percentage, which was always over 70%, has fallen to less than 50%. In particular, unaccompanied minors from Eritrea are affected. Only 17% (WODC 2018) of their applications to be reunited with a parent or their parents, are honoured. Moreover, because of a lack of Immigration and Naturalisation Service (IND) personnel, new waiting times have been created for the asylum procedure, that run up to almost a year, especially for promising cases.

<sup>21</sup> The Study and Expertise Centre for Children, Migration and Law conducts (individual) diagnostic assessments concerning children and their families dealing with an immigration law procedure. These assessments are being brought in the immigration law proceeding as an expert's report by the lawyer or legal representative of the child. Also see: [www.rug.nl/research/study-centre-for-children-migration-and-law/orthopedagogical-diagnostic-tests/](http://www.rug.nl/research/study-centre-for-children-migration-and-law/orthopedagogical-diagnostic-tests/)

<sup>22</sup> This question was not adequately answered by state in 2015.

<sup>23</sup> An example are the programs within the policy framework "Dialogue and Dissent". See: <https://www.government.nl/documents/regulations/2014/05/13/policy-framework-dialogue-and-dissent>

<sup>24</sup> See examples of the risks children's rights defenders face, supported by the Girls advocacy-alliance, on: <https://www.youtube.com/watch?v=nb1ZRC0peHM>, Defence for Children 2018.

<sup>25</sup> Front Line Defenders. (2017) *Annual Report on Human rights defenders*. <https://www.frontlinedefenders.org/en/resource-publication/annual-report-human-rights-defenders-risk-2017>.

11.

## DAMAGE TO THE CHILD'S DEVELOPMENT DUE TO DEPORTATION FROM THE NETHERLANDS AFTER A FIVE-YEAR STAY

University research (2018) concluded that deporting children that stayed in the Netherlands longer than five years, leads to developmental harm.<sup>26</sup> On January 29, 2019, the Netherlands introduced an amended Children's Amnesty (*Kinderpardon*), granting a group of children staying in the Netherlands longer than five years a right of residence. Not all children who are long-term residents are eligible for this. In addition, it is stated that this was the last Children's Amnesty. While, due to understaffing at the immigration service, the average waiting time for the start of an asylum procedure is one year.<sup>27</sup> In the (political) debate in the Netherlands, it is often stated that parents unnecessarily prolong residence procedures, hoping their children will eventually qualify for the Children's Amnesty because they have stayed in the Netherlands for longer than five years. However, it

has been found that the government appeals just as often as the parents do.<sup>28</sup> In addition, not all children and families who do not receive a right of residence, can return to their country of origin or be deported to another country. As a result, it can be expected that there will always be groups of children who have been staying in the Netherlands for more than five years and cannot be deported without damaging their development.

➤ **How will the state prevent children from ending up in a situation of long-term insecurity of residence time and again, making it impossible for these children to be deported without developmental damage?**

<sup>26</sup> Scherder, E., Van Os, C. en Zijlstra, E. (2018). *Schaderisico bij uitzetting langdurig verblijvende kinderen*. University of Groningen and Vrije Universiteit Amsterdam. <https://www.rug.nl/news/2018/nieuwsberichten/1206-schadenota-geworteldekinderen-def.pdf>

<sup>27</sup> The Dutch Council for Refugees. (20-12-2018). *Wachttijden voorafgaand aan asielpprocedure | een tijdlijn* <https://www.vluchtelingenwerk.nl/nieuws/wachttijden-voorafgaand-aan-asielpprocedure-w%C3%A9%C3%A9r-opgelopen-een-tijdlijn>.

<sup>28</sup> In September 2018, the State Secretary of Security and Justice decided to set up a committee investigating all the aspects that contribute to a long-term stay of foreigners without a lasting right of residence. Also see: [https://www.tweedekamer.nl/kamerstukken/brieven\\_regering/detail?id=2018Z17891&did=2018D48181](https://www.tweedekamer.nl/kamerstukken/brieven_regering/detail?id=2018Z17891&did=2018D48181) The Committee states in their report *Onderzoekscommissie Langdurig verblijvende vreemdelingen zonder bestendig verblijfsrecht* (2019: p.32) that the content of article 2 paragraph 2 of the UN CRC deserves attention. In short: children cannot be punished for their parents' activities. This can also mean that the act of a parent deliberately playing for as much time as possible, cannot be attributed to the child separately.

# VIOLENCE AGAINST CHILDREN



12.

## CONDITIONS FOR APPROACHING CHILD MALTREATMENT AND DOMESTIC VIOLENCE INSUFFICIENTLY GUARANTEED

In 2017, between 90,000 to 127,000 children went through some form of child abuse.<sup>29</sup> The state takes child abuse seriously, as shown by, amongst other things, the Action programme 'Violence does not have a place in the home' (*Geweld hoort nergens thuis*).<sup>30</sup> However, the conditions for implementing this programme are lagging behind. The state does not guarantee sufficient money, capacity, national management, central quality frameworks

and national monitoring to convert this Action programme into policy at a decentralised level and to connect to what children and families need (also see issue 3). For example, in December 2018, various advice and reporting institutions for domestic violence and child abuse (Safe at Home-organisations, *Veilig Thuis*) did not yet know what their annual budget for 2019 would be.<sup>31</sup> This makes it impossible for institutions like 'Safe at Home' to function properly.

The national procedure of the Reporting Code Act has been put in place for all involved professional sectors and receives a great deal of attention. However, not all professionals subject to the Reporting Code Act actually work with it.

<sup>29</sup> Leiden University - Institute of Education and Child Studies, TNO Child Health, WODC. (2018). *NPM-2017: Nationale prevalentiestudie mishandeling van kinderen en jeugdigen*. <https://www.rijksoverheid.nl/documenten/rapporten/2019/02/05/nationale-prevalentiestudie-mishandeling-van-kinderen-en-jeugdigen>

<sup>30</sup> Rijksoverheid. (2018). *Geweld hoort nergens thuis: Aanpak huiselijk geweld en kindermishandeling*. <https://www.rijksoverheid.nl/documenten/beleidsnota-s/2018/04/25/geweld-hoort-nergens-thuis-aanpak-huiselijk-geweld-en-kindermishandeling>

<sup>31</sup> Oral statements from people in the sector are the source of that statement.





In practice, it appears that many organisations and professionals have insufficient funds, time and capacity available to integrate the reporting codes and protocols into their daily work.

Finally, signalling and acting in the event of child abuse and/or domestic violence is not a standard part of the curriculum in relevant vocational training courses.

**How does the state ensure that:**

- ↳ conditions (like funding, capacity, national management, central quality frameworks and national monitoring) are available to make sure municipalities are able to fulfil their responsibilities to a sufficient extent, so that capacity and quality of care for abused children are guaranteed?

- ↳ the professionals, who are bound to the Reporting Code Act, have the required knowledge, skills, attitude and expertise to be able to act in accordance with this law?

**ABUSED CHILDREN DO NOT RECEIVE HELP THAT IS SUFFICIENTLY TIMELY AND ADEQUATE**



On average, families where child abuse took place receive help from the community team within three weeks.<sup>32</sup> Then, it often takes eight months for the abused child to receive help.<sup>33</sup> The waiting lists and insufficiently timely and adequate help are a result

<sup>32</sup> Augeo Foundation. (2019). *Tussenevaluatie Handle With Care*. <https://www.augeo.nl/-/media/Files/Handle-With-Care-digitale-tussenevaluatie-Augeo.ashx>

<sup>33</sup> Van Montfoort. (2018). *Samenwerking en doorlooptijden in de jeugdbeschermingsketen*. <https://www.rijksoverheid.nl/documenten/rapporten/2019/02/05/nationale-prevalentiestudie-mishandeling-van-kinderen-en-jeugdigen>

of, among other things, a tight municipal budget, inadequate cooperation between authorities or problems with tendering and purchasing the necessary – and sometimes more expensive, specialist – care.<sup>34</sup> These are consequences of the decentralisation of youth care to municipalities (also see issue 3).

Multidisciplinary centres are able to offer these families family-oriented assistance with adequate case management. On national level the Netherlands is investing in three multidisciplinary centres in three of the thirty regions. However, there still isn't a nationwide network.

**What measures does the state take to ensure that:**

- ↳ all abused children receive timely and adequate help?
- ↳ abused children immediately undergo a multidisciplinary assessment and/or diagnostic research, to determine what damage the child has suffered and what treatment the child needs?
- ↳ there are no significant differences in the care provided to abused children in different municipalities in the Netherlands?
- ↳ it is visible at all times how many abused children are on waiting lists for adequate care?

**PREVENTION OF CHILD ABUSE AND DOMESTIC VIOLENCE IS MISSING IN MANY MUNICIPALITIES**



National direction in the area of prevention policy and early detection of child abuse is lacking to embed these in municipal policy and implementation (also see issue 3). Concrete outcomes are not linked to the policy measures within this framework. The Children's Ombudsman reported on this in 2014 and 2017.<sup>35</sup>

Available data and knowledge are not used to reach out directly and effectively to risk groups (also see issue 5). For example, refugees and migrant families only receive help when the problems within the family have escalated already.<sup>36</sup> Migrant children are therefore overrepresented in the heavier forms of youth care.

**How does the state ensure that:**

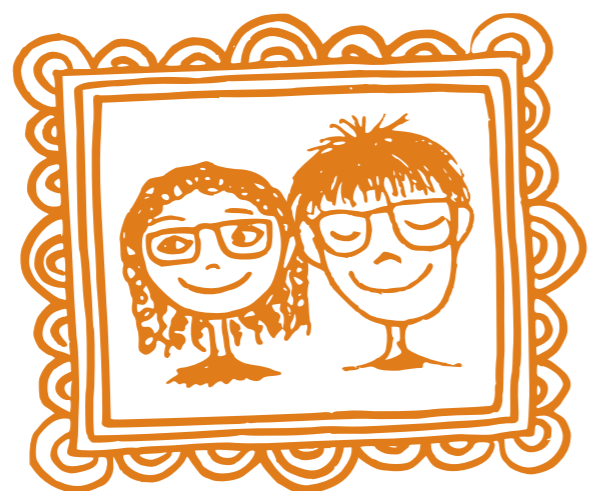
- ↳ prevention of child abuse is part of municipal policy everywhere?
- ↳ preventive measures actually reach parents and their children, including migrant families?
- ↳ a national set of indicators is drafted to measure the impact of municipal prevention and early detection of child abuse and domestic violence?

<sup>34</sup> The Netherlands Organisation for Health Research and Development. (2018). *Eerste evaluatie jeugdwet*. <https://www.rijksoverheid.nl/documenten/rapporten/2018/01/30/rapport-eerste-evaluatie-jeugdwet>

<sup>35</sup> Children's Ombudsman. (2014) *Preventie van kindermishandeling in gemeenten. Van papier naar werkelijkheid*. <https://www.dekinderombudsman.nl/ul/cms/fck-uploaded/KOM0042014RapportKindermishandeling.pdf> and Children's Ombudsman. (2017) *De gemeentelijke inzet voor preventie van kindermishandeling*. <https://www.dekinderombudsman.nl/ul/cms/fck-uploaded/20171120RapportGemeentelijkeinzetpre-ventiekindermishandeling.pdf>

<sup>36</sup> <https://www.pharos.nl/factsheets/opvoedondersteuning-bij-niet-westerse-migranten-en-vluchtelingen gezinnen/> and <https://www.nji.nl/nl/Actueel/Nieuws-van-het-Nji/Gebruik-jeugdzorg-gedaald-in-eerste-helft-van-2018>

# FAMILY SITUATION AND ALTERNATIVE CARE



15.

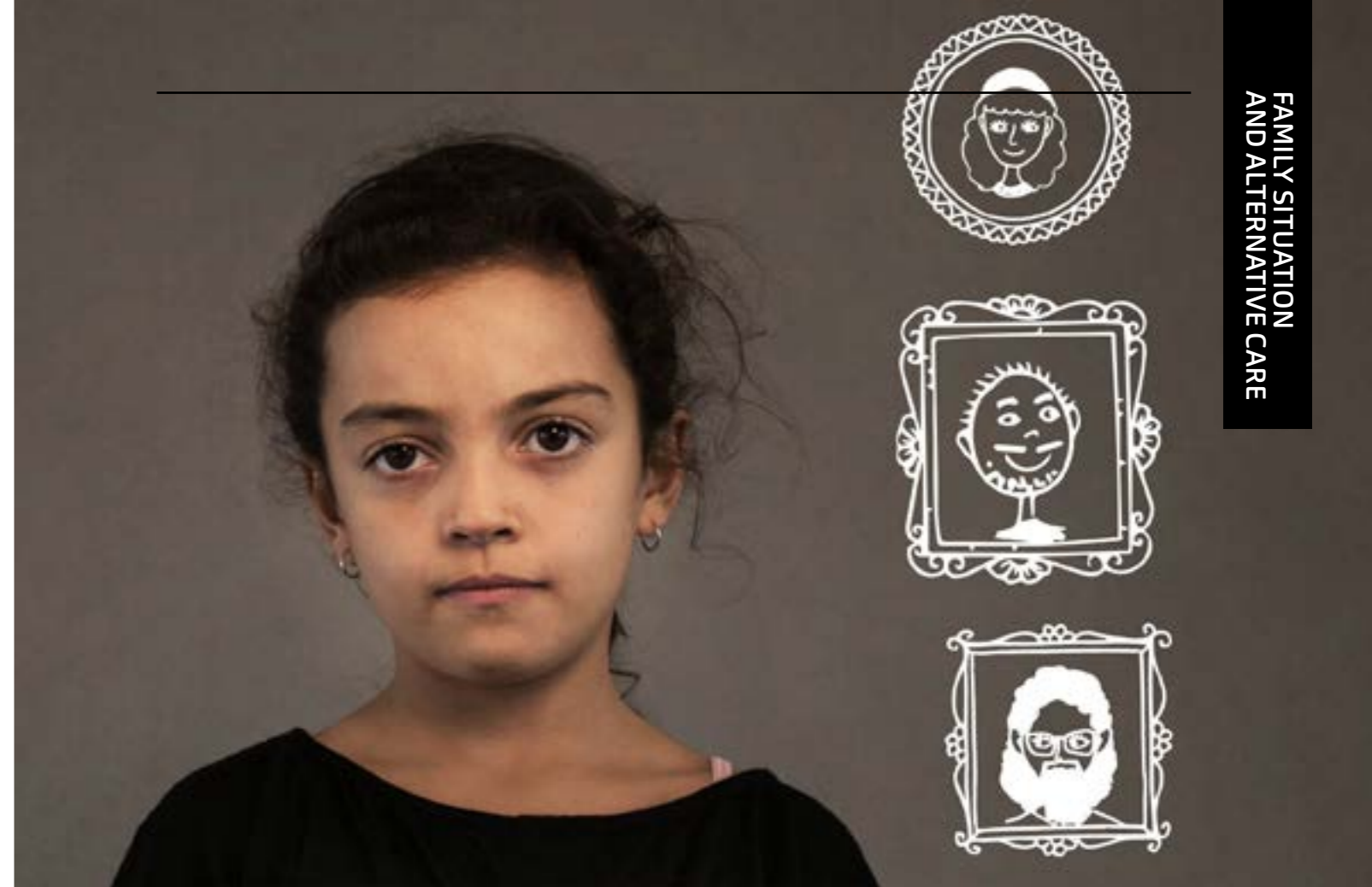
## INSUFFICIENT COOPERATION AND ALIGNMENT WITHIN YOUTH CARE AND WITH OTHER DOMAINS

To be able to offer children adequate care, it is important that the transformation of youth care is executed functionally. This has not been done successfully enough. The cooperation as a whole within the youth domain (municipalities, care providers, paediatricians, schools and youth health care) did not sufficiently come off the ground and neither did an effective and efficient cooperation around the families. This is shown by, amongst others, the First Evaluation of the Youth Act.<sup>37</sup>

Too many times families have to deal with more than one care provider. Children and youth get different social workers time and time again, with whom they have to build up a relationship of trust. The cooperation between different professionals in other domains (for example, public safety, debt assistance, the Social Support Act and education) calls for a better and more effective approach in the youth care route. For example, education and youth care are still too much separated. The dividing lines, allocation of roles and financial responsibility are often unclear. An evaluation among municipalities and partnerships, shows that there is a lack of time, knowledge and competence.<sup>38</sup> This can lead to multiple problems, resulting in children no longer going to school and facing additional negative effects, such as losing contact with their peers and reduced social participation.

<sup>37</sup> The Netherlands Organisation for Health Research and Development. (2018:400). *Eerste evaluatie jeugdwet*. <https://www.rijksoverheid.nl/documenten/rapporten/2018/01/30/rapport-eerste-evaluatie-jeugdwet>

<sup>38</sup> Grinten, M. van der, Walraven, M., Kooij, D., Bomhof, M., Smeets, E. & Ledoux, G. (2018) *Landelijke inventarisatie aansluiting onderwijs en jeugdhulp 2018 Oberon/KBA Nijmegen/ Kohnstamm Instituut*. <https://evaluatiepassendonderwijs.nl/publicaties/landelijke-inventarisatie-aansluiting-onderwijs-en-jeugdhulp-2018/>



16.

How does the state contribute to shaping a comprehensive approach in connecting the youth domain to adjoining domains?

## SELF-REGULATION OF THE FOOD INDUSTRY INSUFFICIENTLY PROTECTS CHILDREN AGAINST MARKETING OF UNHEALTHY FOODS

A total of 11,7% of Dutch children (aged 4-17 years old) is overweight, of which 2,7% are obese.<sup>39</sup> The food industry affects children's diets through marketing techniques for the sale of food and drinks rich in sugar, salt and fats. The World Health

Organisation (WHO) called on governments in 2010 to protect the child's right to the highest attainable standard of health and to regulate marketing of unhealthy foods.<sup>40</sup> The Dutch government holds the food industry itself liable for a responsible (marketing) policy. The industry agreed: no advertising aimed at children up to 7 years and 'cautiousness' when it comes to advertising for children up to 12 years old. However, in practice the self-regulation is not always effective, which means children are still exposed to a high degree to advertisement for foods that don't fit a healthy diet.<sup>41</sup>

Restrictions in advertisements about foods are laid down in the Advertising Code for Food Products by the Advertising Code Foundation (*Stichting Reclame Code*).<sup>42</sup> The Advertising Code however insufficiently meets the obligations of article 24 of the CRC and

<sup>39</sup> National Institute for Public Health and Environmental Protection. (2018). *Volksgezondheidszorg.info. Grafiek Kinderen met overgewicht en obesitas naar leeftijd 2018*.: <https://www.volksgezondheidszorg.info/onderwerp/overgewicht/cijfers-context/huidige-situatie#node-overgewicht-kinderen>

<sup>40</sup> World Health Organization. (2010). *Set of recommendations on the marketing of foods and non-alcoholic beverages to children*. <https://www.who.int/dietphysicalactivity/publications/recsmarketing/en/>

<sup>41</sup> Foodwatch. (2014). *Kindermarketing: onverantwoord en ongeregeerd*. [https://www.foodwatch.org/fileadmin/\\_migrated/content\\_uploads/20150220\\_FW\\_Kindermarketing\\_rapport\\_feb15\\_2w.pdf](https://www.foodwatch.org/fileadmin/_migrated/content_uploads/20150220_FW_Kindermarketing_rapport_feb15_2w.pdf)

<sup>42</sup> Advertising Code for Food Products 2015. <https://www.reclamecode.nl/?s=reclamecode+voor+voedingsmiddelen+rvv+2015>

the call from the WHO. In November 2018, the Dutch government made a number of additional agreements with the food industry and civil society in the National Prevention Agreement (*Nationaal Preventieakkoord*) about marketing for children and the amendment of the Advertising Code. However, these do not ensure effective self-regulation and do not sufficiently guarantee the right of children to grow up in a healthy living environment.

- **What measures does the state take to ensure that children are better protected against marketing of unhealthy foods in accordance with the CRC?**

## INFORMATION ABOUT ORIGIN NOT AVAILABLE TO ALL CHILDREN

17.

The sale of children with the intention of exploitation is a criminal offence in the Netherlands. However, a general prohibition on the sale of children, also for the purpose of adoption, is missing in the Criminal Code, which means that, for example, intermediaries or parents earning money from the adoption process, cannot be tackled.

Anonymous donation of egg cells, sperm cells and embryos was no longer permitted as of 2014, to ensure that *donor conceived children* are able to get to know their biological parents/descent. Dutch commissioning parents however continue to use the donor-anonymity possible in some other countries.

In the Netherlands, commercial surrogate motherhood is prohibited, however there are Dutch commissioning parents who use surrogacy in countries where this is permitted. There is a large international market, in which children do not always know who their biological parents are or what their

origin is. In addition, adopted children are often unable to find their biological parents in their country of origin, because the correct papers are missing.

- **What measures does the state take to make sure that donor children, children born from surrogacy and adopted children in the Netherlands can trace and/or get to know their biological parents?**
- **In what way does the state ensure that victims of illegal adoption, caused by unlawfully, unauthorized and criminal activities, are compensated and (legally) assisted?**

## POVERTY AMONGST CHILDREN CONTINUES TO EXIST DUE TO A LACK OF NATIONAL VISION AND UNEQUAL ACCESS TO (EFFECTIVE) POVERTY POLICY FOR CHILDREN IN MUNICIPALITIES

18.

In the Netherlands, a total of 292.000 children grow up in poverty, of which 117.000 children in a family with a long-term low income (at least four consecutive years).<sup>43</sup> In spite of the economic growth in recent years, the number has hardly gone down. Their financial limitations lead to a lack of food, clothes or other basic needs, but also social exclusion. Children are afraid to invite their friends to their home and cannot participate in school excursions, sports or cultural activities.

The Netherlands has a system of child benefits, of which a part is income-related, for example the child-related budget. The application for provisions like childcare allowance is however complicated and difficult to access and families run the risk of having to pay back in the event of a (minimal) increase in

income. For many of them, this is impossible, which leads to debts.<sup>44</sup> Inaccessibility and risks also prevent families from daring to use the facilities.

Municipalities are free to make their own poverty policy. However, national direction and aims are missing, which means that the effectiveness of poverty policies cannot be determined. Also, insufficient efforts are being made to focus on a comprehensive child-oriented poverty policy that improves the lives of children in all areas. Municipalities mainly offer care 'in kind', focused on improving the lives of children outside the home, which is a requirement of the state to provide financial resources to municipalities. For example, a bicycle, winter coat or free swimming card. All these in-kind provisions are important for the child's social participation and development; however, their usually unstable and uncertain home situation is insufficiently dealt with<sup>45</sup>, which means the causes of poverty continue to exist.<sup>46</sup> In addition, there are differences between municipalities in the above-mentioned child facilities, due to a lack of nationally uniform policy standards. For example, municipalities use different income requirements to be eligible for a provision. As a result, the child's place of residence determines the help he or she receives (also see issue 3).

A complicating factor is the insufficient knowledge relevant parties have on the General Data Protection Regulation (GDPR, also see issue 5). The uncertainty of not knowing which data the GDPR allows to be exchanged, leads to reluctance of the different parties to exchange relevant data about the target group. For example, a housing association no longer informs a municipality about evictions in which children are involved that may be eligible for municipal child facilities.

There is a taboo attached to poverty and debt problems, which partly continues to exist due to a lack of (nationwide) communication about this subject. This also has an effect on reaching target groups, only 40% of the municipalities have a full picture of the – self defined – target group of children living in poverty.<sup>47</sup> 60% of the children living in poverty have working parents<sup>48</sup>, however working does not always pay.<sup>49</sup> In particular, the group of working poor is largely invisible for municipalities. At the same time, they often do not know that they are eligible for all kinds of facilities, which means they do not ask for help on their own.

Furthermore, expertise is lacking with regard to tackling poverty and debt problems within the municipal (care) chain, while 80% of all questions asked to social (neighbourhood) teams and comprehensive intakes concern finances.<sup>50</sup>

- **What measures does the state take to create a shared national vision on tackling structural poverty in order to guarantee the right of the child to socioeconomic security for all children?**
- **How does the state give content to its responsibility in the decentralised system to optimize the effectiveness of the poverty and debt policy of municipalities and to safeguard an adequate standard of living for all children, as laid down in article 27 CRC?**

<sup>43</sup> Statistic Netherlands (2018). *Armoede en sociale uitsluiting 2018*. <https://www.cbs.nl/nl-nl/publicatie/2018/03/armoede-en-sociale-uitsluiting-2018>

<sup>44</sup> The Netherlands Court of Audit. (2019). *Toeslagen Terugbetalen*. <https://www.rekenkamer.nl/publicaties/rapporten/2019/06/13/toeslagen-terugbetalen>

<sup>45</sup> Children's Ombudsman. (2017). *Alle kinderen kansrijk. Het verbeteren van de ontwikkelingskansen van kinderen in armoede*. <https://www.dekinderombudsman.nl/publicaties>

<sup>46</sup> Social and Economic Council. (2017). *Opgroeien zonder armoede*. <https://www.ser.nl/nl/publicaties/opgroeien-zonder-armoede>

<sup>47</sup> Bureau Bartels (2018). *Eerste evaluatie van de bestuurlijke afspraken tussen SZW en VNG over kinderen in armoede*. <https://www.rijksoverheid.nl/documenten/rapporten/2018/11/21/eerste-evaluatie-bestuurlijke-afspraken-kinderen-in-armoede>

<sup>48</sup> Social and Economic Council. (2017). *Opgroeien zonder armoede*. <https://www.ser.nl/nl/publicaties/opgroeien-zonder-armoede>

<sup>49</sup> Netherlands Institute for Social Research. (2018). *Als werk weinig opbrengt: Werkende armen in vijf Europese landen en twintig Nederlandse gemeenten*. [https://www.scp.nl/Publicaties/Alle\\_publicaties/Publicaties\\_2018/Als\\_werk\\_weinig\\_opbrengt](https://www.scp.nl/Publicaties/Alle_publicaties/Publicaties_2018/Als_werk_weinig_opbrengt)

<sup>50</sup> VNG, Divosa, NVVK en MOgroep (2016). *Naar een betere aanpak van schulden en armoede*. <https://vng.nl/files/vng/20160405-schuldhelp-pamflet.pdf>



# EDUCATION



19.

## EDUCATIONAL SYSTEM INSUFFICIENTLY INCLUSIVE FOR CHILDREN WITH DISABILITIES

The UN Committee on the Rights of the Child called on the Dutch government in 2015 to provide sufficient places for children with a disability in mainstream education and for inclusive education. Although the Netherlands ratified the UN Convention on the Rights of Persons with Disabilities in 2016, a step-by-step transformation to an inclusive educational system has not been put in place. The number of children in special education is even back at the same level in 2018 as it was in 2014.<sup>51</sup> The system does not meet the international standard of inclusive education. A concrete plan for the realisation of inclusive education is missing. In addition, a legal definition of inclusive education and its aims has not yet been worked on.<sup>52</sup>

Parents often have to deal with several laws and desks to organise care and assistance for classroom time, making it difficult to proceed. In addition to educational legislation, for example, the Youth Act, the Long-Term Care Act and the Healthcare Insurance Act may apply. And for a large number of children, there is no place in education at all. In 2017-2018, a total of 14,265 children 'stayed at home', of which 5,576 have an exemption from compulsory education on physical or psychological grounds and 4,515 students fall under the scope of 'absolute absenteeism'.<sup>53</sup> This includes children with psychological disabilities, children that learn easily (academically gifted pupils) or children with severe multiple disabilities. Out of necessity, an exemption from compulsory education is often requested for them, while they do have learning and developmental potential.

<sup>51</sup> Inspectorate of Education. (2019). *De Staat van het Onderwijs 2019*. <https://www.onderwijsinspectie.nl/documenten/rapporten/2019/04/10/rapport-de-staat-van-het-onderwijs-2019>

<sup>52</sup> Which is contrary to the recommendations of the Netherlands Institute for Human Rights, supervisor of the UN Convention on the Rights of Persons with Disabilities.

<sup>53</sup> Letter to Parliament. (15-02-2019) *Stand van zaken thuiszitters*. <https://www.rijksoverheid.nl/documenten/kamerstukken/2019/02/15/kamerbrief-stand-van-zaken-thuiszitters>



### What measures (including the relevant means) does the state take to:

- implement the obligations regarding inclusive education of the UN Convention on the Rights of the Child and the UN Convention on the Rights of Persons with Disabilities?
- take away the coordination problems and divisions between education, care and assistance?
- ensure that children with learning and development potential do not get exempted from compulsory education, but get an adequate place in education?

are structurally different for children with higher or lower educated parents. In the group of lower educated parents, it often concerns children with a non-western background. This leads to unequal opportunities.<sup>55</sup> In addition, this extends to the further school careers of students, in a sense that children of lower educated parents finish secondary school less often and reach lower levels than their peers with higher educated parents. They also have fewer opportunities in further education and on the labour market. Attention for all transitions in education is therefore of great importance.<sup>56 57</sup>

Unequal opportunities are reinforced by an increasing socioeconomic segregation. As a result, the Inspectorate of Education observes that groups of students encounter each other less and less.<sup>58</sup> There is a relatively high segregation in primary education because of the structural choice of parents for schools with students from the same background. The degree of segregation varies considerably between municipalities. Schools with special education concepts and free school choice contribute significantly to segregation, because they usually attract specific groups of pupils (parents).

- How is the state – being responsible for the system – going to further reduce unequal opportunity in education on the basis of socioeconomic, ethnical and migration backgrounds?

## UNEQUAL OPPORTUNITIES AND SEGREGATION IN EDUCATION

Not only children with a disability experience unequal opportunities and segregation in education. Although the Netherlands, in international perspective, scores on average when it comes to offering equal opportunities to students<sup>54</sup>, there are also concerns in this area. When it comes to a primary school's recommendations regarding the choice of a secondary school, the recommendations for children with an equal score on their final test

<sup>54</sup> Organisation for Economic Cooperation and Development (OECD). (2016 and 2018). *Education at a Glance*. [https://read.oecd-ilibrary.org/education/education-at-a-glance-2018\\_eag-2018-en#page1](https://read.oecd-ilibrary.org/education/education-at-a-glance-2018_eag-2018-en#page1)

<sup>55</sup> Inspectorate of Education (2019:53). *De Staat van het Onderwijs 2019*. <https://www.onderwijsinspectie.nl/documenten/rapporten/2019/04/10/rapport-de-staat-van-het-onderwijs-2019>

<sup>56</sup> Idem footnote 55. Page 16.

<sup>57</sup> Secondary Education Council news report. (12-09-2018). <https://www.vo-raad.nl/nieuws/oeso-kansengelijkheid-en-meer-in-internationaal-perspectief>

<sup>58</sup> Idem footnote 55. Page 6.

## THE QUALITY OF – MOSTLY PRIMARY – EDUCATION UNDER PRESSURE DUE TO TEACHER SHORTAGE

Performance in primary and secondary education is steadily going down.<sup>59</sup> This trend is contrary to the development in other countries. In addition, there is an increasing teacher shortage. Some schools switch to a four-day school week due to the shortage. It is expected that the teacher shortage will rise to 4.100 full-time jobs in 2022 and 11.000 in 2027. Amongst the causes are the status and image of the profession, the lack of career opportunities, work pressure and reward structures.<sup>60</sup> Teachers in mainstream education often do not get the assistance they need to give every student in class the attention they need. The teacher shortage (mainly in primary education) is a threat to the continuity and quality of education.<sup>61</sup> According to the Inspectorate of Education, the work pressure results in a higher amount of burnout complaints than in other sectors of the labour market.

The Inspectorate of Education observes a varying quality of the teaching strategy of teachers in primary education. Lack of structure, insufficient active involvement of students and too little coordination on differences between students<sup>62</sup>,

<sup>59</sup> Idem footnote 55. Pages 19-20.

<sup>60</sup> According to the Netherlands Bureau for Economic Policy Analysis, the percentage of our prosperity going to education is decreasing steadily, from 5,2% in 2016 to 5,0% in 2019.

<sup>61</sup> Idem footnote 55.

<sup>62</sup> Idem footnote 55.

<sup>63</sup> Newcomers are children who have been living in the Netherlands less than a year and still have to learn the Dutch language.

are causing the fact that the teaching strategy used by the teachers, defined as 'the core of good education' by the Inspectorate of Education, is rated as 'proper' by only 18% of the schools studied.<sup>63</sup> Catching up with backwardness of newcomer students and leaving for secondary education at an adequate level is therefore often under pressure.

- What measures does the state take to address the teacher shortage, thereby securing that there are enough trained teachers and adequate quality education?

# SPECIAL PROTECTION MEASURES



22.

## ONLINE SEXUAL ABUSE OF CHILDREN CONTINUES TO INCREASE

Stable networks, high bandwidths and low costs contribute to the Netherlands' top three position on the list of countries with website hosting of images of sexual abuse of children. The number of reports on online sexual abuse of children to the police increased from about 3,000 reports in 2014 to almost 18,000 in 2017. The number of investigators on the subject however did not increase accordingly. The state does invest heavily in tackling online sexual abuse of children<sup>64</sup>, however measures to address the demand side (downloaders/customers) are lagging behind. The range of digital images of the sexual abuse of children has shifted from professional websites to sites with amateur photos that users upload themselves. This increases the risk that

images of minors (especially teenagers) are shown, which moreover can hardly be removed online. With years of consequences ahead for those involved.

### What measures does the state take to:

- combat the large increase of digital footage of the sexual abuse of children on Dutch servers and protect minors?
- respond to the trend that many porn sites are working with amateur images and how to protect minors on these sites?
- follow up on reports of online sexual child abuse adequately and catch up with the backlog created by capacity shortages at the police in recent years?
- assist victims of online child abuse with psychological and physical damage?

<sup>64</sup> Rijksoverheid. (2018). *Veiligheidsagenda 2019-2022*. <https://www.regioburgemeesters.nl/thema/sturing-op-politie/landelijke-beleidsdoelstellingen/veiligheidsagenda-2019-2022/>

## INSUFFICIENT MEASURES TO REDUCE HUMAN TRAFFICKING

23.

Municipalities have a responsibility for the care of victims of human trafficking and the authority to tackle perpetrators. However, 95% of municipalities do not have specific policies for this (also see issue 3).<sup>65</sup> The amount of human trafficking cases the Public Prosecution Service dealt with, has since 2012 decreased with 55% to 141 in 2017, while the number of victims, including 1,320 minors, is estimated to have remained the same.

The Netherlands has ambitions with regard to tackling human trafficking, as shown by the policy objectives 2019-2022 of the Kingdom<sup>66</sup>, by, amongst others, training and means for the police and a new programme 'Tackling human trafficking together' (*Samen tegen mensenhandel*). This programme contains all forms of human trafficking and addresses prevention, criminal prosecution and the protection of victims. "Together" refers to interdepartmental collaboration, but in reality mostly refers to the work of and cooperation with partners such as municipalities, the Public Prosecution Service, the police, the Social Affairs and Employment Inspectorate, the Royal Netherlands Military Constabulary, the Immigration and Naturalisation Service, shelter and care institutions, youth services, schools, NGO's, private parties and international partners.

On a number of matters however, there are no concrete, measurable goals and no financial basis for new initiatives. Action points to tackle the criminal exploitation by lover boys of minor victims, interventions aimed at the digital mode of action of human traffickers and measures to tackle clients who pay for sex with minors, are also missing.

<sup>65</sup> National Rapporteur on Trafficking in Human Beings and Sexual Violence against Children. (2017). *Tenth Report of the National Rapporteur. Summary*. [https://www.dutchrapporteur.nl/binaries/20190204\\_Tenth%20report\\_Summary\\_tcm24-374923.pdf](https://www.dutchrapporteur.nl/binaries/20190204_Tenth%20report_Summary_tcm24-374923.pdf)

<sup>66</sup> Rijksoverheid. (2018). *Programmastart Interbestuurlijk Programma (IBP)*. <https://www.rijksoverheid.nl/documenten/rapporten/2018/02/14/programmastart-interbestuurlijk-programma-ibp>. Zie punt 5.11; en Rijksoverheid. (2018). *Veiligheidsagenda 2019-2022*. <https://www.regioburgemeesters.nl/thema/sturing-op-politie/landelijke-beleidsdoelstellingen/veiligheidsagenda-2019-2022/>.

### How does the state ensure that:

- a nationwide policy covering all municipalities is developed with regard to multi stakeholder cooperation, prevention, signalling, shelter and rehabilitation of victims of sexual abuse?
- the programme 'Tackling human trafficking together' is operationalised into the form of a workable plan of action, including indicators, measurable goals and budget?
- the number of minor victims of human trafficking is registered and information on the effect of measures to protect children is monitored?

## LEGAL REPRESENTATION IN ALL STAGES OF THE CRIMINAL PROCEDURE IS MISSING

24.

Not all children interrogated by the police have access to a lawyer. When a group commits a theft, the ones that get arrested and taken to the police stations have a right to legal representation. The ones that go home and will be invited to be interrogated later on, do not have a right to free legal aid. The government does not intend to change that. In light of the UN Convention on the Rights of the Child and guideline of the Council of Europe concerning *Childfriendly Justice*, children have a right to free legal assistance of a lawyer to be able to practice their right to a legal defence.

- How does the state safeguard the actual exercise of the child's right to (free) legal aid in all stages of criminal proceedings?



## CHILDREN STILL STAY IN POLICE CELLS TOO OFTEN

25

Since the Concluding Observations of 2015, awareness has been raised around children in a (police) cell, however this is insufficiently translated to practice. There is too much arbitrariness. Judicial chain partners cannot agree on what is necessary for a child-oriented approach for arrests and detention in police custody. As a result, children are still kept in police cells too often and for too long, where hardly any attention is paid to their age and vulnerability. It is important that the police and Public Prosecution Service also develop a child-oriented policy for the early stages of the criminal proceeding. The aim is to properly consider the best interest of the child and possible alternatives in cases involving minor suspects to ensure that criminal prosecution and detention of children in a police cell indeed are only applied as a measure of last resort and for the shortest appropriate period of time.

More specific attention must be paid to what minors need during their arrest and detention in police custody. Police stations and cell blocks are currently not equipped for this and are arranged in such a way that minors and adults are mixed together and cannot be separated. Monitoring of the Inspectorate of Justice and Security seems insufficient. The minister was advised to create a central place, such as a specific police station for minor suspects, that has all expertise about youth available, in a child-oriented surrounding and that has room for (forensic) multidisciplinary consultation.

The good news is that the number of minors staying in a juvenile justice institution has halved in the past five years. However, it remains a major concern that 80% of children in juvenile justice institutions stay there in pre-trial detention and have not been sentenced yet. Detention must only be a measure of last resort, for the shortest appropriate period of time. Although new legislation might amend the provisions on pre-trial detention, the question remains whether or not this would reduce the use of pre-trial detention or only shorten the term. Another problem with pre-trial detention is furthermore that it has a preliminary-ruling effect, as is also indicated in research conducted by Leiden University.<sup>68</sup>

- **How does the state ensure that minor suspects are prevented from staying in pre-trial detention as much as possible or that the term is shortened?**
- **How does the state implement an appropriate age-adequate approach for juvenile suspects and sufficient alternatives for detention?**
- **How does the state ensure that any deprivation of liberty take place in a child-oriented manner and in conformity with children's rights?**

## OVERUSE OF DEPRIVATION OF LIBERTY AND REPRESSION WITHIN YOUTH CARE

26

2,710 Children stayed in closed residential youth care (including mental health care) in 2017.<sup>69</sup> It is not sufficiently clear whether or not the placement

is necessary in all cases. 24% of children with an authorisation for closed residential youth care have been placed voluntarily, which means a child protective measure (such as a family supervision order) has not been issued. It has however been reviewed by a court.<sup>70</sup>

In addition, there is a growing concern about the application of measures that restrict the child's liberty (room placements, isolations, limiting telephone and internet use and room inspections) in youth care facilities, in particular in residential youth care and mental health care institutions.<sup>71</sup> Restrictions are also used in open youth care institutions, for which there is no legal basis. The sector is aware of the fact that restrictions of liberty and isolations can only be used as measures of last resort and for the shortest appropriate period of time (for example, to protect a young person with immediate and severe suicidal tendency). It turns out that in practice it is not registered how often these measures are used and that the rules on it can strongly differ between institutions.

- **What measures does the state take to reduce the number of children in secure residential youth care?**
- **What measures does the state take to monitor the application of liberty restricting measures within youth care and to limit them to a minimum?**
- **What data are available about:**
  - the number and context of liberty restricting measures, including isolations in secure residential youth care institutions?
  - the application and context of restrictions of liberty in open youth care facilities?

## ASYLUM SEEKERS' CENTRES NOT CHILD-FRIENDLY ENOUGH

27

Joint research from the Working group on Children in asylum seekers' centres (Werkgroep Kind in azc) and the Central Agency for the Reception of Asylum Seekers (an independent administrative body, Centraal Opvangorgaan Asielzoekers or COA) revealed, among other things, the following matters of concern regarding the living conditions of the 7.000 asylum seekers' children in families:<sup>72</sup>

- Access to mental health care differs from location to location, while all locations house children with intense experiences;<sup>73</sup>
- The lack of privacy due to long-term sharing of living space puts family relationships under pressure;
- 99% of the children in asylum seekers' centres go to school and approximately 8 in 10 of all parents and children indicate to be satisfied with the education. At the same time there are signals that this percentage has decreased since the report was published. Possible causes are the opening and closing of asylum seekers' centres, inadequate coordination between the COA and school boards and the failure to arrange child transport to schools in time. The Education Council's recommendations on education of children in asylum seekers' centres have also not yet been followed up and the transfer to regular education is not always possible;<sup>74</sup>
- The activities offered in asylum seekers' centres do not meet the needs of children;
- Fluctuations in the number of asylum seekers lead to the opening and closing of asylum seekers'

<sup>67</sup> Dutch Association of Juvenile Law Lawyers and Defence for Children. (2017). *De aanhouding en Inverzekeringstelling van minderjarige en jongvolwassen verdachten* [https://www.defenceforchildren.nl/media/2653/20171001\\_dc\\_folder-aanhouding-jonge-verdachten\\_a5-web.pdf](https://www.defenceforchildren.nl/media/2653/20171001_dc_folder-aanhouding-jonge-verdachten_a5-web.pdf)

<sup>68</sup> Van den Brink, Y.N. (2018). *Doctoral Thesis Voorlopige hechtenis in het Nederlandse jeugdstrafrecht : wet en praktijk in het licht van internationale en Europese kinderen mensenrechten*. [https://openaccess.leidenuniv.nl/handle/1887/58743?\\_ga=2.4196020.680467513.1552384100-1650175049.1539252338](https://openaccess.leidenuniv.nl/handle/1887/58743?_ga=2.4196020.680467513.1552384100-1650175049.1539252338)

<sup>69</sup> UNICEF the Netherlands and Defence for Children. (2018). *Jaarbericht Kinderrechten 2018*. [https://www.kinderrechten.nl/assets/2018/06/DFC-18-Jaarbericht\\_TOTAAL\\_WT\\_LR.pdf](https://www.kinderrechten.nl/assets/2018/06/DFC-18-Jaarbericht_TOTAAL_WT_LR.pdf)

<sup>70</sup> Youth Care The Netherlands. (2019). *Rapportage JeugdzorgPlus. Plaatsings- en uitstroomgegevens 2018* <https://www.jeugdzorgnederland.nl/wp-content/uploads/2019/03/JeugdzorgPlus-2018-002.pdf>

<sup>71</sup> Berger, M., Huls, E., De Groot, J., (2019) *Uithuisgeplaatst. En dan? Een onderzoek naar de toepassing van Vrijheidsbeperkende maatregelen in zorginstellingen voor kinderen*. Defence for Children. <https://defenceforchildren.nl/media/3544/uithuisgeplaatst-en-dan-webversie.pdf>

<sup>72</sup> Avance, COA, Working group on Children in asylum seekers' centers. (2018). *Leefomstandigheden van kinderen in asielzoekerscentra en gezinslocaties*. [www.kind-in-azc.nl/wp-content/uploads/2018/06/1-en-2\\_online-002.pdf](http://www.kind-in-azc.nl/wp-content/uploads/2018/06/1-en-2_online-002.pdf) and also see the Manifesto of Children in asylum seekers' centres Dit moet beter! [www.kind-in-azc.nl/wp-content/uploads/2018/06/Manifest-A4.pdf](http://www.kind-in-azc.nl/wp-content/uploads/2018/06/Manifest-A4.pdf)

<sup>73</sup> This can manifest itself in abdominal pain, insomnia, bed-wetting, aggression or apathetic behaviour.

<sup>74</sup> Education Council. (2017). *Vluchtelingen en onderwijs. Naar een efficiëntere organisatie, betere toegankelijkheid en hogere kwaliteit*. <https://www.onderwijsraad.nl/publicaties/2017/vluchtelingen-en-onderwijs-naar-een-efficiëntere-organisatie-betere-toegankelijkheid-en-hogere-kwaliteit/item7508>

centres and the various steps in the asylum procedure take place at different locations, which leads to unnecessary transfers: at least once a year. Some children have to move five or six times during their residence procedure. This causes uncertainty and instability with harmful effects on the development of children;

- All of these obstacles are worse in family locations for asylum seeker families who have exhausted all legal remedies. 1 in 3 children feels unsafe there.

The State Secretary for Security and Justice has indicated that the COA will deal with many of the matters of concern, in 2019 he will further inform the House of Representatives.<sup>75</sup>

- Does the state intend to improve the living conditions of children in asylum seekers' centres and is it willing to turn the recommendations from the report into measures, including the required long-term financing?
- How is access to quality education, mental health care and specialised youth care guaranteed to all children in asylum seekers' centres and in what way are the continuity and accessibility safeguarded when closing and reopening asylum seekers' centres?

## CHILDREN STILL IN IMMIGRATION DETENTION

28.

Although the Dutch government states that detention of foreign children is only used as a measure of last resort, practice (sometimes) shows otherwise.<sup>76</sup>

In 2017, 70 families with a total of 130 children were placed in a closed family facility, which is in fact a detention centre.<sup>77</sup> 40 families with a total of 80 children have actually been deported to their country of origin. The remaining 30 families with a total of 50 children were released. Families that are released are not always able to return to the place they stayed before the detention. This means children are sometimes confronted with yet another move.

Special officials are authorized to impose this measure; however, this deprivation of liberty does not have to be reviewed by a court. Picking up families that are being deported, usually happens at the crack of dawn and by a group of people in uniforms, which is very stressful for children.<sup>78</sup>

In addition, in 2017, 50 unaccompanied children were detained (prior to return). It appears from a letter from the State Secretary of Justice and Security that, in 2018, the average duration of detention of Unaccompanied Minor Foreign Nationals (UMFNs) was 21 days.<sup>80</sup> Yet it is not allowed to keep children (including UMFNs) and their families in detention for longer than two weeks.

<sup>75</sup> House of Representatives of the States General. Session year 2017–2018. *Verslag van een Algemeen Overleg, 13 juni 2018*. <https://zoek.officielebekendmakingen.nl/kst-19637-2401.pdf>

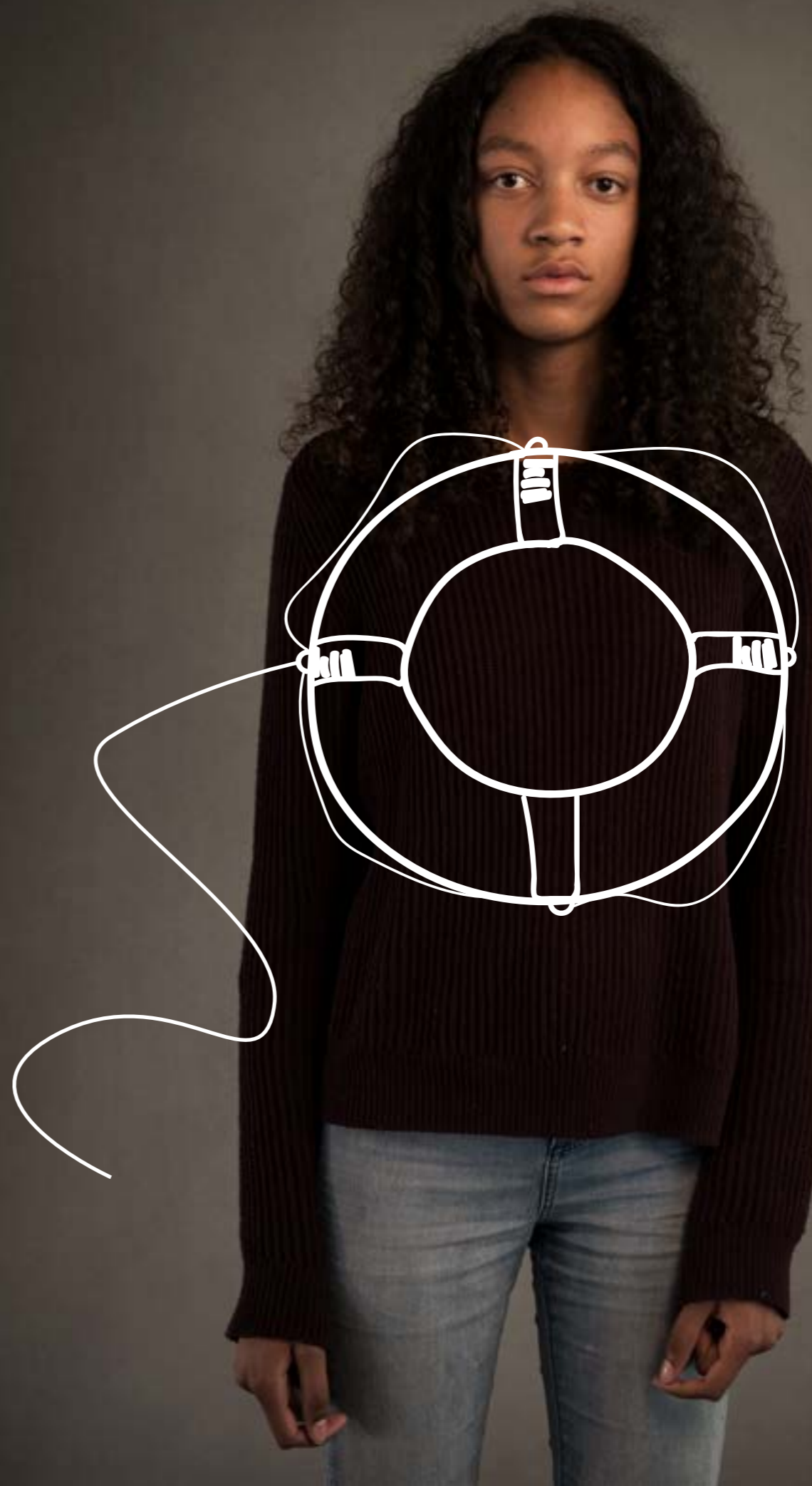
<sup>76</sup> Coalition for Children's Rights. (2015). *Update van de vierde NGO-rapportage ten behoeve van de zitting van de Nederlandse regering bij het VN-Kinderrechtencomité op 27 mei 2015*. <https://www.kinderrechten.nl/assets/2016/11/448.pdf>

<sup>77</sup> UNICEF the Netherlands and Defence for Children (2018:8). *Jaarbericht Kinderrechten 2018*. [https://www.kinderrechten.nl/assets/2018/06/DFC-18-Jaarbericht\\_TOTAAL\\_WT\\_LR.pdf](https://www.kinderrechten.nl/assets/2018/06/DFC-18-Jaarbericht_TOTAAL_WT_LR.pdf). On average, they stayed in detention at the boarder (upon arrival) for three days and detained for the purpose of deportation nine days.

<sup>78</sup> Avance, COA, Working group on Children in asylum seekers' centers. (2018). *Leefomstandigheden van kinderen in asielzoekerscentra en gezinslocaties*. [www.kind-in-azc.nl/wp-content/uploads/2018/06/1-en-2\\_online-002.pdf](http://www.kind-in-azc.nl/wp-content/uploads/2018/06/1-en-2_online-002.pdf)

<sup>79</sup> UNICEF the Netherlands and Defence for Children (2018:8). *Jaarbericht Kinderrechten 2018*. [https://www.kinderrechten.nl/assets/2018/06/DFC-18-Jaarbericht\\_TOTAAL\\_WT\\_LR.pdf](https://www.kinderrechten.nl/assets/2018/06/DFC-18-Jaarbericht_TOTAAL_WT_LR.pdf)

<sup>80</sup> Letter of the State Secretary of Security and Justice to the House of Representatives, 22 February 2019. [https://www.tweedekamer.nl/kamerstukken/brieven\\_regering/detail?id=2019Z03721&did=2019D07929](https://www.tweedekamer.nl/kamerstukken/brieven_regering/detail?id=2019Z03721&did=2019D07929)



The Netherlands also has several family facilities, besides the detention centre in Zeist, in which families are placed whose application for a residence permit is rejected. These are liberty restricting places. On January 1<sup>st</sup>, 2018, 990 children stayed there. The family is not allowed to go outside the municipal boundary and parents have a duty to report five times a week. In addition, while staying there, children fear they can be arrested to be deported any time.<sup>81</sup> The average duration of the stay in family facilities rose from 560 days in 2015 to 634 days in 2017.<sup>82</sup>

- How does the state guarantee that children are not detained on the basis of their migration status?
- How does the state guarantee that children are put in immigration detention as a measure of last resort only?
- In what alternatives for immigration detention does the state invest?

## GUARANTEEING PROPER RECEPTION AND THE DEVELOPMENT OF UNACCOMPANIED MINOR FOREIGN NATIONALS UNDER PRESSURE

29.

Currently, when it comes to UMFNs, children younger than 14 years old are assisted and accommodated by guardianship agency 'Nidos' and children older than 14 by the Central Agency for the Reception of Asylum Seekers (an independent administrative body, *Centraal Opvangorgaan Asielzoekers or COA*).<sup>83</sup> The circumstances in both accommodations are different, for example because of their figures. At Nidos, 4 to 10 minors are placed for reception against 16 to 20 at the COA, while at the COA they often have several units next to each other, which creates an 'impression of large scale'. Awaiting the handling of their application (which can take up to 1,5 years<sup>86</sup>), an average of 400 UMFNs stay in large-scale process reception centres. Every location can house more than 50 UMFNs.<sup>87</sup>

The abolition of the special residence permit (*AMV-vergunning*) for Unaccompanied Minor Foreign Nationals (UMFNs) in 2013, meant to provide them with clarity more quickly, did not improve the situation. In practice, this means that if there is no family, guardian or other adequate care available in the country of origin, these children cannot be

deported. They then stay in the Netherlands until they are 18 years old. In this period until they are 18, it is not guaranteed that authorities look after their best interests and the development of the individual child. UMFNs can be granted a permit on the basis of the no-fault policy (*buitenschuldbeleid*); however, the terms of this permit are so strict that basically no child is eligible for it.<sup>83</sup> In addition, children that are 15 years and older when applying their first request for asylum, are precluded from this no-fault policy.

Although in 2013, the State Secretary of Security and Justice already acknowledged that permanent solutions for UMFNs have to quickly be identified, in practice there has not been a policy change to accomplish this. The revised UMFN policy has not been evaluated since the alteration in 2013.

At the end of 2018, the State Secretary for Justice and Security announced improvements to the quality of reception and assistance; to ensure that UMFNs can develop optimally and are able to continue independently after their 18<sup>th</sup> year.<sup>84</sup>

<sup>81</sup> Idem see footnote 78.

<sup>82</sup> Idem see footnote 79.

<sup>83</sup> UNICEF the Netherlands and Defence for Children (2018:8). *Jaarbericht Kinderrechten 2018*. [https://www.kinderrechten.nl/assets/2018/06/DFC-18-Jaarbericht\\_TOTAAL\\_WT\\_LR.pdf](https://www.kinderrechten.nl/assets/2018/06/DFC-18-Jaarbericht_TOTAAL_WT_LR.pdf)

<sup>84</sup> *Parliamentary Paper II*, 'Brief regering; Drie onderzoeken over alleenstaande minderjarige vreemdelingen (amv's) - Alleenstaande minderjarige asielzoekers', 2018-2019, nr. 27 062, to consult via: <https://www.parlementairemonitor.nl/9353000/1/j9vvij5epmj1ey0/vkutg1e9hdzu>.

<sup>85</sup> Nidos is responsible for the reception and assistance of minors with a permit: children up until 13 years old are accommodated in foster homes, and from the age of 13 in small residential units.

<sup>86</sup> Dutch Council for Refugees. (18-04-2019) *Wachttijden asielpprocedure bij IND pas in 2021 opgelost*. <https://www.vluchtelingenwerk.nl/nieuws/wachttijden-asielpprocedure-bij-ind-pas-2021-opgelost>

<sup>87</sup> Due to capacity issues at the Immigration and Naturalisation Service (IND) and the consequently increasing waiting times, unaccompanied minor foreigners stay at large-scale reception locations for longer (POL AMV). See also: ABDTOPConsult. (2018: 29) *Evaluatie Nieuw Opvangmodel alleenstaande minderjarige vreemdelingen*. <https://www.rijksoverheid.nl/documenten/rapporten/2018/12/20/tk-bijlage-evaluatie-nieuw-opvangmodel-amv>

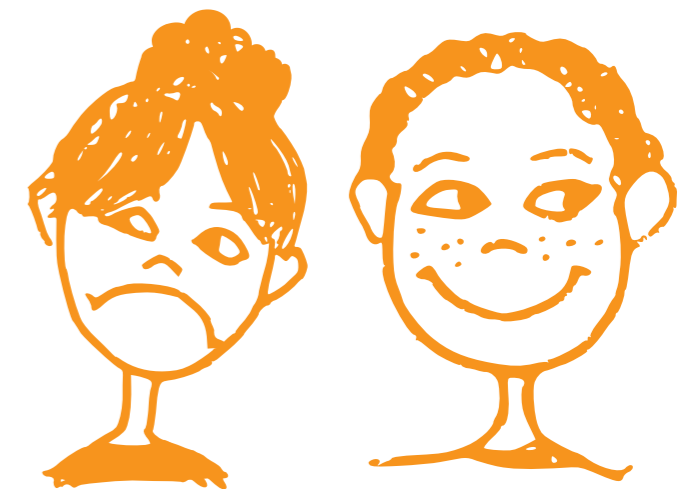
- What measures did the state take to give UMFNs a definite answer about their future quickly and accurately? Are these measures monitored and, if they are: how?
- What measure did the state take to offer small-scale reception or foster care to UMFNs during the entire procedure and/or to make reception at any other location short and small-scale?

30.

## MORE DISAPPEARANCES OF UNACCOMPANIED MINOR FOREIGNERS NATIONALS

The number of Unaccompanied Minors Foreign National (UMFNs) disappearing from reception with an unknown destination, increases strongly each year, in 2017 there were 360 disappearances. In 2017, 10 unaccompanied minors ran away from Secure Protection and 350 children left other forms of COA-reception.<sup>88</sup> Daily newspaper 'NRC' reported that over the past 4,5 years, more than 1.600 asylum children ran away from reception locations.<sup>89</sup>

These children have to survive in illegality and are very vulnerable to end up in exploitation situations. UMFNs usually disappear right before they turn 18 and risk losing the protection for minors. On an UMFN leaving with unknown destination, little follow up is given, unlike a Dutch child disappearing with unknown destination. In the Netherlands and in Europe commitment and supervision are missing in finding these minors. We do not know if they are safe.

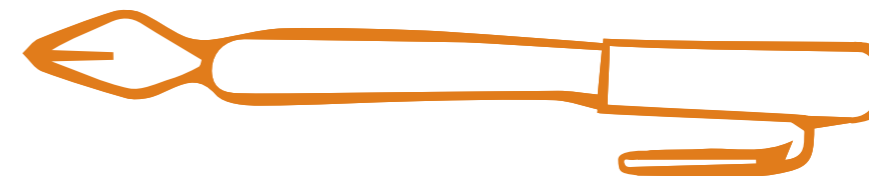


<sup>88</sup> UNICEF the Netherlands and Defence for Children (2018:8). *Jaarbericht Kinderrechten 2018*. [https://www.kinderrechten.nl/assets/2018/06/DFC-18-Jaarbericht\\_TOTAAL\\_WT\\_LR.pdf](https://www.kinderrechten.nl/assets/2018/06/DFC-18-Jaarbericht_TOTAAL_WT_LR.pdf)

<sup>89</sup> NRC. (02-06-2019) *1.600 asielkinderen verdwenen uit de opvang*. <https://www.nrc.nl/nieuws/2019/06/02/1600-asielkinderen-verdwenen-uit-de-opvang-a3962369>



# ANNEX: LIST OF ENDORSEMENT



- Actief Ouderschap
- Advies Onderwijs Recht
- Amnesty International
- Augeo Foundation
- Beroepsorganisatie Kindbehartiger
- Better Care Network Netherlands
- Blijf Groep
- Branchevereniging Federatie Opvang
- Centrum tegen Kinderhandel en Mensenhandel (CKM)
- Curriculum.nu
- Defence for Children
- Diaconie Arnhem
- Edukans
- Fier. Landelijk expertise- en behandelcentrum op het terrein van geweld in afhankelijkheidsrelaties
- Hagg & Van Koetsveld Advocaten
- Het Vergeten Kind
- Horizon Jeugdzorg en Onderwijs
- Ieder(in)
- Ingrado
- International Child Support (ICS)
- International Federation of Medical Students' Associations NL (IFMSA-NL)
- Internationale Organisatie voor Migratie (IOM)
- Interstedelijk Studenten Overleg (ISO)
- Jeugdeducatiefonds
- Jeugdfonds sport & cultuur
- JOB (Jongerenorganisatie Beroepsonderwijs)
- Johannes Wier Stichting
- Jonge Klimaatbeweging
- Kennis- en kundecentrum SW&TP Hogeschool Leiden
- Kerk in Actie
- Kind in azc
- Kind met Recht
- Kinderpostzegels
- Landelijk Actie Komitee Scholieren (LAKS)
- Leergeld Nederland
- Liliane Fonds
- Marjon Donkers Coaching & Advies
- Missing Chapter Foundation
- Nationaal Fonds Kinderhulp
- Nationale Jeugdraad
- Nederlands Centrum Jeugdgezondheid (NCJ)
- Nederlands Centrum Onderwijs en Jeugdzorg (NCOJ)
- Nederlands Instituut voor Onderwijs en Opvoedingszaken (NIVOZ)

- Nederlands Jeugdinstuut (NJI)
- Nederlands Juristen Comité voor de Mensenrechten (NJCM)
- Nederlandse Stichting voor het Gehandicapte Kind (NSGK)
- Nederlandse Vereniging voor Kindergeneeskunde (NVK)
- Nidos
- Plan Nederland
- Platform ruimte voor de jeugd
- Red een Kind
- Rutu Foundation
- Sam& samenwerkingsverband tussen Leergeld Nederland, Jeugdfonds Sport en Cultuur, Stichting Jarige Job en Nationaal Fonds Kinderhulp
- Save the Children
- SOS Kinderdorpen
- Spirit
- Sterk Huis
- Stichting Alexander
- Stichting Armoedefonds
- Stichting De Katrol: leer- en gezinsondersteuning aan huis
- Stichting De Tussenvoorziening
- Stichting INLIA - Internationaal Netwerk van Lokale Initiatieven met Asielzoekers
- Stichting Kenniscentrum voor Makkelijk Lerenden
- Stichting Kind & Ziekenhuis
- Stichting Kinderen-Ouders-Grootouders
- Stichting Landelijk Ongedocumenteerden Steunpunt (LOS)
- Stichting Ocan
- Stichting STUK. Jongeren tegen geweld in opvoeding en relaties
- Stichting Young in Prison
- Stil Utrecht
- Stop Kinderarbeid Coalitie p/a Arisa
- Terre des Hommes
- The Quill Foundation
- Trimbos-instituut
- UNICEF Nederland
- Van der Woude De Graaf Advocaten
- Van Montfoort
- Vereniging van Nederlandse jeugdrechtsadvocaten
- Voedselbanken Nederland



### Children's Rights in the Netherlands

Input to the List of Issues of the UN  
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Children's Rights

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The children pictured are not the children  
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