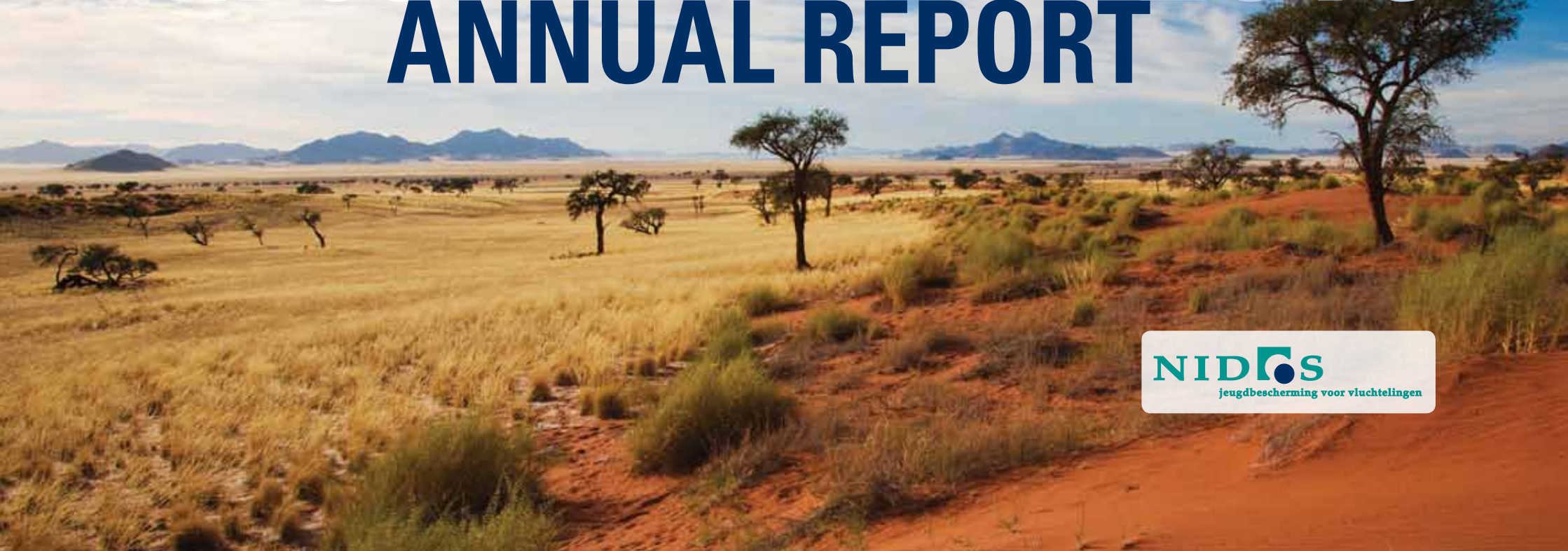




**NIDOS**

**2016**

**ANNUAL REPORT**



2



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# FOREWORD

This annual report informs you about the work and key events at and for the Nidos Foundation in 2016.

The high inflow of UMA's (unaccompanied minor asylum seekers) stabilized at the end of 2016. This gave us an opportunity to share once again with all our employees, around half of them new, what Nidos stands for, what our vision of young people is and how we are positioning ourselves with regard to our partners in the chain in order to promote the interests of the child as effectively as possible. We are aware how important it is to do this in close collaboration with the young people concerned and our partners and contractors. We are also very grateful to them for their constructive approach. It is good to see that our employees stand for the same values and the Board of Directors, management and supervisory board believe it is important to take this opportunity to express our appreciation for the effort, flexibility and commitment shown by all employees, particularly having regard to the hectic period we have been through.

It is important to state that even in these busy times we have remained active at European level. Nidos believes the cooperation with other European partners is both useful and necessary. We learn from each other.

We stimulate each other. And we support each other where necessary. We maintain close contact with our partners. The aim of good cooperation is to avoid constantly reinventing the wheel. It is also important to create a clear and sustainable system in the European Union to process young people's asylum applications, organize guardianship and provide reception services, in such a way that it is immaterial which member state a young person enters. In this annual report our partners from Sweden, Belgium and Greece explain the situation in their own country and the importance of cooperation at European level, as exemplified by ENGI (European Network of Guardianship Institutions).

Nidos invites you to read this report and would be very pleased to know what you think of it.

Tin Verstegen General Manager

# WHAT THE NIDOS FOUNDATION STANDS FOR

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Nidos is a national institution that operates on a general basis. It helps young people by filling the need for authority combined with child protection measures.

The assistance Nidos provides is aimed specifically at unaccompanied minor refugees and asylum seekers and young people staying in the Netherlands without seeking asylum and for whom repatriation to their country of origin is a real option.

The interests of the children are paramount. If no authority is exercised over these young people in the Netherlands, a guardianship arrangement should be entered into. As an extension of the guardianship, the institution provides reception facilities for some of its pupils.

The institution also implements Supervision Orders as a child protection measure in the case of children from refugee families.

The young people involved are those who have had to leave their familiar environment due to exceptional circumstances in order to develop into independent adults in what for them is an entirely new social and cultural environment. The cultural dislocation, the limited knowledge of and embedding in the new environment, coupled with their position under immigration law, makes them vulnerable and requires education and guidance based on respect, safety and protection.

This vision is based on the following statements:

- There is nothing amiss with UMA's; they are missing something.
- Leaving their own country is a drastic step for every UMA.
- Every UMA comes from a different culture, has his or her own story, expectations for the future and individual desires and motives.

# GUARDIANSHIP AND FAMILY GUARDIANSHIP

## Guardianship

For children seeking asylum without parents in the Netherlands, Nidos provides authority by means of temporary guardianship. The Minister of Justice can also designate other categories of minors who can be taken into the guardianship of Nidos. These include minors whose mother is under the guardianship of Nidos and for or by whom an application for a (regular) residence permit has been filed with a 'resident with mother' restriction and minors for whom a residence permit with a 'victim - human trafficking informant' restriction has been applied for.

Nidos is appointed as guardian by the court under article 1:253r of the Netherlands Civil Code.

Article 253r of the Netherlands Civil Code: *The court appoints a guardian if:*

*a a one parent or both parents is/are unable to exercise authority whether temporarily or otherwise is; or*

*b the existence or place of residence of one or both parents is unknown.*

In most cases insufficient facts are known about the place of residence of the parent(s) and it is impossible for them to exercise actual parental authority over the children.

In the absence of the parent the guardian fulfils the parental duties and ensures that the care offered to the young person is properly provided, intervening if this care is inadequate. This intervention can lead to improvement

instructions. If these improvements are insufficient or provide no solution, the guardian can transfer the young person to a different type of reception.

Total number of guardianships (excluding short-term guardianships as part of the Schiphol Project):

31-12-2016	5.678
31-12-2015	5.434
31-12-2014	2.582
31-12-2013	1.869

A total of 2,037 new guardianship orders were issued in 2016, including 95 short-term, provisional guardianships particularly as part of the Schiphol project (on which more information is provided below). That is 2,540 fewer than in 2015, when 4,577 new guardianship orders were issued.

## Pre-guardianship

The pre-guardianship phase is the phase between the guardianship intake by the guardian and the guardianship ruling issued by the juvenile court. This is usually also the first phase of the asylum procedure. In the pre-guardianship phase the youth protector operates entirely as a defender of the young person's interests. Nidos conducts an 'intake interview' with the young person at the application centre (AC), on the basis of which a guardianship application will be made to the court.

After registration at the AC, and on the basis of the intake interview, the Guardian takes a decision on the most appropriate reception. Most young people go directly to a so-called Process Reception Location (PRL) specifically for UMA's. After a rest and preparation period of a few weeks, the general asylum procedure will start. Depending on the young person's place of residence, a decision will be taken on the location at which the young person will follow the procedure. In 2016 there were locations for UMA's at Ter Apel and Den Bosch. At each location at which the general asylum procedure takes place, Nidos youth protectors are on hand to guide the young people through this procedure. They also maintain close contacts with the chain partners and with the regional Nidos youth welfare officers to ensure that everything runs smoothly.

This does not apply to vulnerable young people and children under the age of 15, who are sent directly from the AC to a reception family, and young people who may have been victims of human traffickers and are therefore placed immediately in protective custody.

The pre-guardianship phase continues until the court endorses it with an official guardianship decision. During the intake interview the young person is given an explanation of who Nidos is and what it does. Information is also gathered about the young person, his family, and possibly how he fled. His right to complain is explained to him. An assessment is also made of whether the young person may have been a victim of human trafficking.

Children under the age of 12 cannot submit an asylum request themselves. A representative must do so on their behalf. This may be the family or the guardian. In 2016 a total of 1,868 intakes were conducted leading to guardianship applications. In 2015 the figure was 3,203.

### **Provisional guardianship for Schiphol children**

Nidos implements the provisional guardianship for children who are left at Amsterdam Airport Schiphol after their parents or accompanying persons have been detained and taken into custody on suspicion of committing a crime. Unaccompanied minors who themselves have been taken into custody at Schiphol for committing a crime can also be taken into provisional guardianship at Nidos.

A separate team has been formed within Nidos to carry out this work. To provide optimum protection for children of parents taken into custody, Nidos places these children at secret addresses, usually in families or reception families. The Schiphol team at Nidos has its own reception families who have been specially selected for this specific target group. Nidos thus guarantees reception of the inflow at all times without any waiting list or delay. The team continuously ensures that sufficient, suitable reception capacity is available depending on the inflow.

The youth protectors who carry out this work operate in accordance with the Schiphol Protocol, a document setting out the work and responsibilities of the various partners in the chain.

To carry out the work in accordance with the Schiphol Protocol, Nidos works closely with the Child Protection Council for the Haarlem region, the Youth and Morality Department of the Royal Netherlands Marechaussee at Schiphol and Harlem Court. This partnership includes regular consultation at both policy and implementation level.

The provisional guardianship which the Child Protection Board applies for to the court is usually granted in the first instance for a period of three months. Approximately one and a half hours after the court has issued the provisional guardianship order, the child will be collected by the guardian and placed in a foster family.

The youth protector will then conduct a more detailed examination to determine the most desirable and appropriate follow-up for the young person. This will always be done in cooperation and consultation with the young person's parents/family. In order to follow up the case, Nidos and the aforementioned organizations also work closely with the Central Authority and the judicial departments of the various European and non-European countries.

No later than two weeks after the juvenile court has issued the provisional guardianship order, a court hearing takes place to officially endorse the provisional guardianship. The parents are present at this hearing.

In 2016 Nidos exercised provisional guardianship in respect of 68 Schiphol children.

#### **Family guardianship**

Nidos was appointed as a new family Guardian for 44 children in 2016, including young people with resident status and young asylum seekers. These children are in the Netherlands with their parents.

The aim of this supervision order is to protect the child and to improve the parenting relationship between the child and the parent(s) in the interests of the child. For this purpose the family guardian organizes the assistance that is required in order to overcome the parenting problems. This may involve the child being placed outside the home.

The following numbers of young people were supported under supervision orders:

Per 31-12-2016	240
Per 31-12-2015	206
Per 31-12-2014	231
Per 31-12-2013	250

There are various reasons for a child protection measure. For example, there may be parenting problems due to a difference in the pace of integration of parents and children, which can lead to problems in the authority relationship between parents and children.

The tensions resulting from the refugee status, the asylum procedure, the family reunification procedure and the resultant long periods of separation, as well as long periods spent in asylum seekers centres, can put such stress on the parenting relationship that a family guardian is appointed to help improve the situation. Problems can also arise due to the fact that in the country of origin parents were accustomed to bringing up their children in the family, whereas in the Netherlands they must do so without such family support. This may also concern children who, together with their parents, are no longer entitled to reception in the Netherlands, but who cannot be removed, leading to a parenting crisis.

New supervision orders can only be granted to Nidos by the juvenile court in the case of a family that has filed an asylum application and is accordingly staying in a COA (reception organization for asylum seekers) reception centre. Nidos has requested the Ministry of Justice to include provisions in regulations whereby Nidos can also implement the supervision orders for children in families where repatriation to the country of origin could be an option.

These supervision orders currently go to the other certified institutions, which regularly state that the order in question would have been more appropriate for Nidos. The following factors usually play a role in this: family guardians' unfamiliarity with immigration law, the importance of knowledge of residence status for proper implementation of the supervision order and lack of experience/familiarity in dealing with, for example, parents with unlawful status or parents who wish to return but cannot do so. 75% of



these children live with their parents, 13% in a foster family and 12% in a youth boarding facility for care. Compared with previous years, more children live with their parents. Nidos is pleased with this, because it aims to enable children to stay with their parents if possible and to offer support with parenting.

### Methodology developments

The Nidos methodology from 2008 is based partly on the Delta methodology used in standard youth protection and partly on the specificities of working with refugee children. The methodological development has not stood still since that time. In 2013, for example, Nidos developed Crossborder Networking, a method that incorporates the context of the young refugee in the support it provides. This means that the young person's old and new network, wherever in the world, is involved in the support and the development of prospects.

This working method is closely aligned with the developments in youth care, where methods such as Family Consultation and Own Strength Conferences are used, and with the new 2015 Youth Act, which gives families the right to draw up their own family plan at the start of a supervision order. One of the ambitions is to simplify the Nidos methodology where possible and to strengthen the young person and his family and family network by stimulating the inherent strengths of the young person and his family.

At the end of 2015 the Behavioural Sciences Department started working on the formulation of an educational vision for the guidance of UMA's. A vision based on knowledge, many years of experience and insights of the professionals at Nidos. In 2016 the vision was presented in all regions and was then supplemented and refined on the basis of the feedback from the youth protectors. The vision will be formulated in 2017 to serve as a basis for the updated Nidos methodology.

### Nationality and age

At the end of 2016 we had 86 different nationalities among our pupils (guardianship and family guardianship, 18+ and young people for whom Nidos has declared its willingness to exercise guardianship). The most common are:

	2016	2015	2014	2013
Eritrea	1733	1587	585	68
Syria	1517	1954	326	45
Afghanistan	706	684	207	339
Somalia	530	648	694	690
Iraq	145	169	40	48
Congo/Zaire	85	107	126	134

### Ages of minor pupils in percentages:

	2016	2015	2014	2013
Total	5860	6317	2928	2231
Up to 12 years	10%	13%	20%	25%
12-16 years	25%	30%	28%	31%
16-18 years	65%	57%	51%	44%

# SWEDEN ELISABETH MELIN SALAR: SWEDISH ASSOCIATION FOR

## About SALAR

SALAR is an association of Swedish local authorities and regions, headquartered in Stockholm. It is both an employers' organization and an organization that represents and defends the interests of local government. All local authorities, provinces and regions in Sweden are members of SALAR. Their mission is to offer members better conditions for local and regional self-administration and provide associated advice. SALAR also plays an active role in a number of platforms and organizations at European and global level.

*Elisabeth Melin has been a senior adviser at SALAR for 10 years. She first came into contact with UMA's at the end of the 1990s. "In Sweden UMA's are covered by Youth Care.*

*These young people have different needs and that's a cause I support. It's amazing to see how these young people develop into a complete person thanks to the special assistance."*

"Under Swedish law, local authorities are responsible for the care and reception of UMA's. SALAR helps local authorities to meet these conditions. Our board includes politicians from various local authorities.

In that sense we are also close to politics. Our main aim is to highlight young people's individual needs in terms of education and care.

In this way every young person has the opportunity to grow into an independent, autonomous adult. We do not succeed in every case, but research has shown that UMA's fare better in completing their education and finding work than children who come to Sweden in a family."

# N SENIOR ADVISER AT SALAR R LOCAL AUTHORITIES AND REGIONS

**“The initial reception really needs to change”**

“We do not have a flexible system in Sweden; we were not and still are not ready for large numbers of UMAs. 35,000 UMAs entered our country in 2015. Local authorities did their best, but these numbers were barely manageable. Fewer UMAs have come to Sweden since 2016.

Many fewer young people applied for asylum during the year. They came particularly from Afghanistan and North Africa. The asylum procedure is long, sometimes taking one and a half years. And the reception method differs depending on the local authority. The initial reception really needs to change. We are now in discussions with the government

about relieving the pressure on local authorities and setting up three central registration facilities, as in the Netherlands. And we are working on offering more children the possibility of being placed in a family. Of the 35,000 children who came to Sweden in 2015, more than half had a connection in Sweden. They had to state how that connection had arisen: through Facebook, when travelling, etc. A complex process.

Thanks to SALAR, this process has been more standardized and the search for a secure place for the young person is made in advance rather than afterwards. Local authorities are currently using this procedure and are very happy with it. Yes I’m proud that we’ve achieved this.”

**“We also provide very practical support”**

“The cooperation with Nidos is very stimulating and involves a continuous process of knowledge sharing and exchanges of experience. We have good contact and have also been on a working visit to the Netherlands. Nidos has a lot of experience in professional guardianship and reception in families.

The collaboration with Nidos enables us to take examples of good practice back to Sweden and pass them on to local authorities, which are very pleased with them. We provide not only advice, but also very practical support. An additional advantage is that my English has improved and I’ve learned a lot of new words.”

### Place of residence

The pupils' place of residence on 31 December in percentages:

	2016	2015	2014	2013
<b>COA</b>				
Central reception (PRL and ASC)	18%	53%	29%	13%
COA small-scale reception, incl. Protective Reception	5%	9%	14%	12%
<b>Nidos</b>				
Small-scale residential facilities (KWE's and KWG's)	28%	--*	--*	--*
Family reception	33%	27%	37%	47%
<b>Others</b>				
independent	1%	1%	2%	2%
parents	5%	6%	7%	8%
youth boarding facility	2%	3%	4%	3%
sundry	8%	10%	15%	17%

\* With effect from 2016 Nidos has responsibility for small-scale reception of UMA's with a residence permit

The reception model changed during the reporting year. All young people under the age of 15 are placed in a reception family immediately after arrival, whereas previously that applied to young people under the age of 13. Hence the number of young people living in a reception family as grown.

In addition, Nidos assumed responsibility for the reception of young people with a residence permit in small-scale residential facilities in 2016. Places were found for 1,700 young people in a KWE (small scale living unit) or KWG (Children Living Group) in 2016.

A total of 8,490 young people received assistance in 2016. This represents growth of 21% compared to 2015. The assistance was given as part of pre-guardianship, guardianship (including provisional), family guardianship and continued assistance after guardianship.

### Left for unknown destination

As in previous years the number of pupils who left for an unknown destination made up a large part of the sundry category, but has declined steadily in recent years. In 2016, however, a slight rise can be seen. The young people are mostly aged 16 or over and are often being housed in the large-scale reception facilities. There are four notable groups of young people in the figures.

The first group comprises young Afghans. These are Afghan boys who have been in the Netherlands for around eight months and have received a negative decision from the IND (immigration service) . It seems that these young people apply for asylum, await the procedure and leave for an unknown destination after the negative decision.

The second group comprises young Vietnamese. These are boys and girls who have been in the Netherlands for a very short time, are placed in protective reception and then leave for an unknown destination. Most of these have not yet sought asylum.

The third group comprises young people from the north-west African countries. These are boys from Algeria, Morocco and Tunisia who have been in the Netherlands for two months and then leave.

The vast majority of them apply for asylum but leave for an unknown destination before the IND issues a decision.

The fourth group comprises young Albanians. These are boys who have been in the Netherlands for around three months. As in the previous group of boys from north-west Africa, these boys have sought asylum but leave on an LUD basis before the IND issues a decision.

#### **Termination of guardianship**

Guardianship for 2,175 young people was terminated in 2016. In the case of 1,871 young people this was due to reaching the age of majority. In the case of 230 young people the guardianship ended when they were placed under the authority of their parents. This represents a rise compared to previous years and has to do with a recorded increase in the number of parents who come to the Netherlands as part of a family reunification. The other terminations resulted from guardianship transfers to reception parents, families (including reunification) or as a result of discharge from

guardianship in favour of teenage mothers who were deemed able to exercise authority over their child. The guardianship lapses automatically when a young person turns 18. The support from youth protection stops at that time. The young people are deemed able to maintain themselves independently.

Those with a residence permit can work or use study financing if they are still studying and can use local authority facilities if they cannot work. Young people who have exhausted all legal remedies are expected to have left the country by their 18th birthday.

#### **Continued assistance**

At the end of 2016 there were 13 young people receiving continued assistance on a short-term basis.

**General matters**

Nidos has been a certified youth care institution since 2014 and is audited annually as such by the Netherlands Certification Institute. The audit always praises the commitment of the employees and the flexibility with which Nidos anticipates new policies and developments and the fluctuating number of young people.

**Client participation**

Involving the young people in the assistance provided for them promotes their independence and makes the support more effective. Both Nidos and the people living and working with the young people focus on keeping them involved. The guardianship methodology includes actively involving young people in drawing up their support plan.

Nidos's experience is that the usual method of client participation is not appropriate for its target group. A different approach has therefore been sought over the past few years. The different forms of customer satisfaction measurement that Nidos has experimented with over the past few years have been incorporated in the UMA monitor developed by Nidos.

**UMA monitor**

The UMA monitor enables Nidos to measure the extent to which the development goals pursued in the 'Young and on the Road' guardianship methodology' developed by Nidos are being achieved. The UMA monitor consists of various components which are being continually developed, expanded and refined.

The University of Groningen conducts research on behalf of Nidos into the well-being and development level of UMA's in the Netherlands. This shows Nidos how its pupils are developing towards independence and how they themselves see their own performance. It also gives Nidos insight into the pupils' view of the environment in which they are growing up and the support which Nidos offers them as a legal representative on their journey to independence and adulthood.

In order to engage in a dialogue with young people and to hear at first hand what support they need Nidos to provide, Nidos started organizing World Cafés in 2008. The World Café has proved to be a good means by which Nidos and its target group can come together and strengthen their relationship. The World Café also shows Nidos the target group's needs in terms of support from Nidos. As in previous years, a number of World Cafés were organized at regional level in 2016. For the youth protectors and regions which first organized the World Café, the World Café concept was reintroduced.

The reintroduction proved successful. The combination of relaxation and discussion about what was expected from the youth protector and Nidos is effective. In addition to the fact that young people engage in a pleasant activity and meet each other, strengthening the connection with Nidos, the round-table discussions give Nidos a wealth of information on what the young people are doing and how they see their future. The large number of young people visiting the World Café in their region demonstrates that it meets their needs.

In addition to World Cafés for young people, World Cafés are also traditionally organized for RLF (Reception and Living in a Family) families. RLF parents also have a major need for contact with each other and with Nidos. At a World Café they share and learn from each other's experiences and provide useful feedback which Nidos can use.

Previous World Cafés for former UMA's revealed that the participants were willing to help set up a support group for young people currently under the guardianship of Nidos and who would benefit from some additional support, particularly from those with similar experiences.

In 2016 this resulted in a small group of former UMA's further exploring the establishment of such a support group. The members of this group meet four times a year to discuss and prepare current and future activities.

A network meeting is expected to be organized twice a year at which UMA's and former UMA's can meet and share experiences. Consideration is also being given to the creation of a Facebook page and a website facilitated by Nidos on which information can be shared and former UMA's can offer support in the transition from UMA status to independence and adulthood.

In order to hear what guardianship pupils think about the support offered during the period in which they were under Nidos's guardianship, young people are asked to complete an 'End of guardianship evaluation form' when the guardianship comes to an end. The form reveals what young people think about matters such as the performance of the guardian, the goals which the young person was expected to achieve, living, networking, education, leisure time and the future. The form also provides space to state what people are satisfied and dissatisfied with and, in the latter case, what improvements could be made.

### **Book of life**

Several years ago work started on the development of a 'book of life' for the young people. The book was developed with the close involvement of the young people themselves.

The book of life consists of two parts: the first provides information on the guardianship, the asylum procedure in the Netherlands and aspects of day-to-day life, such as accommodation, health, money, school and friendship. In the second part young people present their own ideas and experiences of life in the Netherlands, the future and memories of their country of origin. The young people react positively to the book due to the great deal of information it contains and the opportunity it gives them to keep a record of their first time in the Netherlands.

A digital version or an app to inform young people is currently under consideration. This is being included in the former UMA's plans, as described above.

### **Complaint handling**

When met for the first time every young person and carer is given a leaflet in their own language containing information about Nidos as an institution and the assistance which the institution can offer them. The leaflet also states how a young person or his carer can submit a complaint if he or she is dissatisfied with the assistance provided. Nidos also has a completely independent complaints committee, established in accordance with the Youth Act.

Four complaints were submitted to this committee during the reporting year. In two of these four complaints, it was found on closer inspection that the complainants had first filed their complaint with the management of Nidos. The complaints committee therefore considered these complaints null and void. The other two complaints were deemed inadmissible by the complaints committee.

**Inspection of files**

On termination of the assistance provided for the young people, the file is closed and the final report is drawn up. The final report is discussed and handed over with the young person. The young person is also consulted on the period for which the file should be retained. The maximum period is 15 years after the age of majority. If a young person has biological brothers/sisters, the pupil file is retained for 15 years after the youngest biological brother/sister reaches the age of majority.

If the child has a teenage mother, the mother's pupil file is also retained for 15 years after her child reaches the age of majority. The young person is permitted to view the content of the file during the assistance period.

**Incident recording**

Nidos began recording incidents in 2010 on the basis of reports filed by the messaging service and youth protectors. The recording process has been gradually automated since that time.

Twice a year the Behavioural Sciences Department analyses the recorded incidents and draws up recommendations for the management to reduce the number of incidents. The quality of the reporting was monitored by the Netherlands Certification Institute in 2016. Since that time the inspectorate has no longer requested it on a regular basis.



# THE ADMISSION, REPATRIATION AND RECEPTION POLICY FOR UMA'S

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## **The admission of UMA's**

A specific UMA policy applies with regard to admission. An assessment is first made of whether a young person is eligible for an asylum residence permit. If that is not the case, the aim is to arrange repatriation and an assessment is made of whether the young person can be returned to his parents or other family members or, if that proves impossible, to shelters. If it becomes clear that the young person cannot return, he may be eligible for a no-fault residence permit for UMA's. This residence permit is granted if after a maximum of three years, or earlier if it is clear that repatriation is not an option, appropriate no-fault reception of young person is clearly impossible and the UMA is still a minor (i.e. was under the age of 15 on arrival). The permit is granted with effect from the date of the asylum application and is intended only for special cases.

Nidos believes young people must be made aware of their residence prospects as soon as possible. If repatriation is in prospect, it must take place as soon as possible. If the government cannot effect the repatriation, the consequence must be that the young person is finally given a residence permit. Nidos considers this a conclusive approach. For example, it stops the formation a group of young people who have been living in the Netherlands for a long time and reach adulthood in the country without being expelled to their country of origin. An important focal point is the fulfilment of the no-fault policy for UMA's and the criteria for determining appropriate reception in the country of origin. The IND has not so far granted any residence permits based on the no-fault policy.

Nidos finds this particularly concerning because that creates a group of young people who have no prospect of a residence permit and who in many cases cannot return to a form of appropriate reception before their eighteenth birthday.

## **CC approach: a sustainable (repatriation) prospect for UMA's**

In 2013 an updated vision of repatriation was drawn up including a methodological approach to provide appropriate support for UMA's – including those who had exhausted their legal remedies – to ensure safe and sustainable repatriation. This vision document entitled 'A sustainable (repatriation) prospect for UMA's: Commitment from the child and commitment from the family, the double C approach' explores and identifies the potential based on knowledge and experience for achieving an approach that provides appropriate support for sustainable and safe repatriation for UMA's who have exhausted their legal remedies. This vision is being continuously developed. That means it can be adjusted at any time, including in response to practical experiences of youth protectors or third parties. With this vision Nidos aims to contribute, as a guardianship organization, to the discussion on sustainable repatriation and the development of practical collaboration with organizations in the Netherlands, Europe and countries of origin in order to achieve sustainable repatriation of UMA's.

The aim is to state clearly what Nidos stands for as a guardianship institution and the guardian's position in the overall situation. The guardian's duty is to defend the interests of the UMA's and promote their development.

If a UMA is confronted by an asylum procedure offering no hope of success and the government wants him to be repatriated, the guardian's duty – then too – is to defend the UMA's interests as well as possible and promote his development. Nidos applies the principle that living illegally is harmful and hence undesirable for young people. Key themes in this repatriation vision include the reception of young people in families and monitoring.

### **The reception of UMA's**

#### *New reception model for UMA's from 2016*

The COA and Nidos developed a new reception model that was presented to the State Secretary of Security and Justice in mid-2014 and came into force on 1 January 2016. The model is based on receiving young people on a small scale as quickly as possible.

The model is as follows:

- Children up to the age of 15 are received in reception families
- Children aged 15 and over (unless they have a family in the Netherlands or enter the country with an accompanying person) are received in a PRL under the responsibility of the COA
- After the termination of the General Asylum Procedure young people
  - with a permit are placed in a reception family or a small living unit/ small-scale living community for children under the responsibility of Nidos
  - with a negative decision or a referral to the extended asylum procedure are placed in a small-scale residential facility under the responsibility of the COA.

Nidos's small-scale reception is organized by contracting parties (almost all youth assistance institutions) and by Nidos itself in KWG's (maximum 12 young people in a home in a residential district with 24x7 support) and

KWE's (maximum four young people in a single family home in a residential district with partial support at key times of the day, such as before and after school and in the evening). Together with its contracting parties Nidos succeeded in creating 1850 small-scale reception places within three months. This was no easy task and led to a great deal of upheaval.

In most cases the organizations assigned to carry out the reception work had little experience of this target group and also had to deal with young people who had often remained in large-scale reception facilities for too long. Towards the end of the year the situation eased and the number of incidents recorded in these small-scale reception facilities decreased.

The COA's small-scale reception facilities consist of units of 20 young people in homes in residential districts or on sites occupied by former boarding schools or, in the case of young people aged 17.5 years and over, on the site of an ASC (Asylum Seekers Centre).

The initial reception of vulnerable young people, including all children under the age of 15, takes place in reception families.

The initial reception of the other young people takes place at a Process Reception Location under the responsibility of the COA. The young people moved on to families or small-scale living units.

### *Support*

In all forms of reception – including families – young people will be supported in accordance with the prospect resulting from their asylum procedure (repatriation or integration). Nidos is responsible for ensuring that the reception families are equipped for this task. The COA and the contracting parties are responsible for ensuring that the employees of the reception locations are appropriately equipped.

Right at the start of the support, the Nidos youth protectors discuss the young people's residence prospects with the young people themselves, their network and their circle of acquaintances.

If decisions in the asylum procedure clearly indicate the prospect for the young person, i.e. repatriation or integration, this future prospect is explicitly included as a goal in the action plan for the young person.

In the case of repatriation, this goal is also translated into concrete, repatriation-focused actions. These may include visits to the IOM (international organization for migration), participation in practically oriented education which, in terms of content and professional prospects, is associated with opportunities in the country of origin, establishing contact with any family in the country of origin, exploring with the young people the formal steps that have to be taken for the repatriation and participating in projects organized by third parties aimed at repatriation. The formulated actions must be tailored to ensure that they are effective.

During the reporting year there was a transition period up to 1 July of that year. The transition from the old to the new reception model took place during this period. From 1 July work was conducted in accordance with the new reception model. The aim of moving as few people as possible during the transition was achieved.

#### *DT&V and Nidos*

The managements of Nidos and the Repatriation and Departure Service (DT&V) signed the 'Covenant on Cooperation between the Repatriation and Departure Service and Nidos' on 25 September 2009. This protocol summarizes the collaboration between both parties. It was agreed to evaluate the collaboration annually and to arrange an exchange of information in the interests of the young person.

The method of collaboration between the DT&V and Nidos was described in the 'Description of coordination between Nidos and the DT&V'. This covenant is evaluated annually. The managements of Nidos and DT&V have decided to enhance and deepen their collaboration on the basis of a strategic agenda that has yet to be drawn up. This has led to a phased repatriation plan and an escalation model.

A new evaluation took place in the autumn of 2016. The phased plan as well as experiences relating to the operational collaboration were shared and resulted in more detailed agreements on the application of the phased plan and the desired discussion frequency.

As a result of the many new employees at Nidos and the restoration of the full complement of supervisors specializing in UMA's, this meeting was also dominated by getting to know new acquaintances.

The strategic agenda for the collaboration with the DT&V featured the fulfilment of the expanded no-fault policy for UMA's, as the final part of the admission policy for this group. A study of files by Nidos revealed that all applications had been rejected, mostly due to manifestly implausible declarations made by UMA's during the hearings. In the opinion of Nidos, the special expanded no-fault policy for UMA's is not practicable and the so-called conclusive approach has not been achieved. Nidos will therefore retain this on the agenda at board level.

#### **Issues relating to the situation and legal position of young people**

A number of issues arose in 2016 with regard to the situation and legal position of UMA's. These were usually issues that were also live in previous years and were not resolved or were only partly resolved during the reporting year.

### *Long-term asylum procedure*

The throughput times at the IND were fairly long in the reporting year. Since it took longer for decisions to be taken on asylum applications, young people often spent more than eight weeks in large-scale PRL reception (including those with good prospects of a residence permit) and then in the COA's small-scale residential facilities, which accommodated both young people who had exhausted their legal remedies and those still involved in the procedure. The long-term lack of prospects causes a great deal of agitation and concern among the young people and impedes their optimum development.

### *Family reunification*

Young people who have been granted an asylum residence permit are entitled to family reunification with their parents. This right caused many problems again during the reporting year. In various regions the Dutch Council for Refugees ceased providing support with family reunifications for UMA's and now focuses only on adults. That forced Nidos to appoint extra temporary staff to support youth welfare officers with applications for provisional residence permits.

Nidos had to contend with a large number of applications for family reunification during the reporting year. The applications are often complex and their processing by the IND takes a great deal of time. This places a lot of pressure on both the pupil and the family.

### *Increased inflow of UMA's from Eritrea and Syria*

After a decline in inflows of UMA's over many years, there was a sharp increase during the reporting year, particularly in the case of young people from Eritrea and Syria. The high inflow meant that young people had to wait until they were given an opportunity to submit an asylum application. In some cases this caused a great deal of tension among young people because they could lose their right to a reunification with their parents due to their age. In most cases shortened detailed interviews were then conducted with these young people, after which most were granted an asylum residence permit based on the 'b' criterion.

The issue identified here is that if the IND sees fit to withdraw or not to renew the asylum residence permit in the next five years, their entire asylum statement (which is necessary to obtain an asylum permit based on the 'a' criterion) was not taken into account at the outset. This may work against them.

# THE RECEPTION CONTRACTED BY NIDOS

## **Reception and Living in a Family (RLF)**

With Reception and Living in a Family (RLF) Nidos provides reception for a large group of minor pupils for whom Nidos has guardianship. Whereas other forms of reception involve a (more) professional relationship between the mentor and the child, in a natural family environment the (vulnerable) child can enter a lasting personal relationship, which can also continue after the age of 18. The need for reception in a family results not from a personal and/or developmental problem related to the young person, but from the need to provide the most natural form of reception possible. Reception in a family offers young people maximum development opportunities on a basis of security and prospects. These young people must be given space to develop on the basis of their own culture and, if that is not possible, in any case to develop their own personality and independence with a lot of respect for and understanding of their own culture and to develop their own network of contacts.

Children up to the age of 14 who arrive in the Netherlands without relatives are always placed immediately in a family by Nidos, either with or without residence status. The same applies to vulnerable older young people. Young people above the age of 14 are usually received first at a Process Reception Location (PRL). During this period (of up to eight weeks) the activities forming part of the rest and preparation period take place, the general asylum procedure is gone through and the recommendation on the follow-up reception is drawn up. After staying in the PRL the young person moves into follow-up reception in accordance with guardian's

judgement, in consultation with the mentors of the COA, on the basis of the young person's interests. It is crucial that the reception is in line with the young person's development. This means that even after the stay in the PRL there must be the possibility of a follow-up stay in a reception family.

### *Reception pool*

Nidos has a large base of reception families. This is known as the reception pool and is managed by the RLF workers. The families in the reception pool have been recruited and screened by Nidos. In addition, many young people are received by members of their family, clan or tribe; these are the network places. These families are also fully screened. Many young people are received in a so-called culture family. Nidos uses the term culture family to refer to a family which closely matches the culture from which the young person comes, if possible because one or more of the reception parents have the same country of origin.

The composition of the pupil base means it is necessary, having regard to the diversity of cultures, to have a wide base of families to choose from. The RLF workers recruit and screen new reception families. They always search for families that are required at that particular time but perhaps also in the near future. In 2016 attention with regard to recruitment was focused on the new inflow groups, particularly of Eritrean, Syrian and Afghan origin. The recruitment and screening of families for the placement of Syrian children progressed well and the RLF workers have now

# BELGIUM (FLANDERS) DAVID LOW 'MINOR' MEANS 'UNDERAGE' AND 'NDAK

## About Minor-Ndako

Minor-Ndako offers appropriate care and support for children, young people and their context in problematic situations. The organization serves children and young people from all parts of the world, particularly the most vulnerable or traumatized young people who cannot adapt to the large reception centres. Participation and social inclusion are paramount. The organization focuses purely on reception, care and support of UMA's and is thus the expert in Belgium. Minor-Ndako is recognized by the Flemish Community for its work in integrated youth assistance.

*David Lowijck, the founder of Minor-Ndako, has been a guardian among other things and it was on that basis that he founded this organization. "I've been working for almost 13 years with UMA's – unaccompanied minor asylum seekers – and their drive, resilience and courage remain my principal motivation. We aim to provide high-quality*

*assistance and a warm environment where children and young people can gain the energy and strength they need to carry on with their lives. With firm commitment we continue to look for a sustainable solution for each of them. And working with a global problem in the small Flemish Community also makes this work fascinating."*

"Our organization is stable and we now have scope to run pilots which in turn will grow into projects. We know, for example, that young Afghans are often isolated. To teach them to integrate, we have launched a buddy project with students. For this purpose we converted an old monastery into 12 studios and a communal living area.

It now provides accommodation for young people, as well as students who want to help them. In that way our young people can learn to stand on their own two feet and to integrate in society. Since 2015 we have had KWE's. Young people who come here with brothers, sisters, cousins and friends can live together; that is very important. To add a social component to the young person's network – which often consists of professionals as guardians and aid workers – we have been working with 'support figures' since 2016. These are families, young people and pensioners who want to play a useful role during a weekend or monthly outing. The young people state what they want, because a good match is very important.

# VIJCK, DIRECTOR OF MINOR-NDAKO 'KO' MEANS 'ACCOMMODATION, 'FAMILY'.

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And we have set up our own indoor football team that plays in the regular competition in Brussels. We have found a good sponsor, our own trainer and the team has great kit. This enabled us to bring in the media: the assistance we provide is not restricted to youth assistance; we make sure the young people are present and visible in the regular circuits. Our biggest wish is to work more with volunteers, guest families and foster families. The more we make ourselves redundant, the better.”

### **“We always like working with Nidos”**

“In Belgium we work on the basis of a vision: how do you make sure the care you provide for young people matches their own cultural standards and values? This is also the Nidos

vision: small-scale reception and reception in families. We are developing this system jointly with Nidos. We like working with Nidos because exchanging good practices, gaining experience of working with reception in families and expertise in certain areas such as Dublin, guardianship and participation of UMA’s is very important. The language helps here, as does proximity. The reception of UMA’s is a perfect example of a European theme and not just a national problem. It is therefore good to have EU partners. Nidos has a strong network in the EU and is clearly committed to this EU dimension. The collaboration has always been good: we regularly come across each other at European meetings and often work together in projects.

The most recent was a very successful ALFACA project, for which we worked together on ENGI, and a project relating to participation of UMA’s.”

### **“We support young people in all phases”**

“I’m proud that however difficult the circumstances often are, we are all able to provide valuable help for young people. We do not leave them on their own; we support them in all phases.

We have therefore been working actively with cultural mediators for a number of years to narrow the cultural gaps among young people themselves and between them and us. For example, some young people

did not always want to ask permission to go out; they wanted us to trust them more.

And troublesome young people did not want time out elsewhere. This is their place, they’ve been on the road for so long. It’s a question of mutual understanding. And indeed the key can sometimes lie in very minor things, such as a well-filled fruit basket as a token of hospitality. There are also young people who work with us in the social group after their studies: a combination of hands-on experts and educationalists. This gives young people hope; a role model is very important. It is also notable that 26% of my colleagues are of migrant origin, whereas in the Flemish youth assistance service the figure is 2%”

built up a good network through which new families can be recruited. It is still not easy to recruit enough suitable families for the Eritrean children. Where possible these children are placed in other “African” families. Because the Afghan migrant group is also difficult to reach in order to offer reception places, we regularly place Afghan children with families having a Turkish or Turkish-Kurdish migrant background.

#### *Methodological developments in 2016*

The matching methodology developed in 2015 was rolled out further in 2016 and its use and effect was monitored. This meant that where there were specific focal points in the support for the child and the family, these were surveyed from the outset and made known to the supervising youth protector.

The record of an initial safety check at the start of each family network placement, which was already entered manually, was placed in the electronic file from 2016 and hence secured as part of the management information system.

#### *Number of young people in a reception family*

The age breakdown of the young people in a reception family at the end of 2016 was as follows:

under 12	374
12	112
13	173
14	278
15	282
16	373
17	359
<b>total</b>	<b>1951</b>

More young people were placed in a reception family during the reporting year. In the 0 to 14 age category almost all young people were placed in a family. For a limited number of young people family reception turned out not to be the appropriate solution. 100 additional places were created in the 15 to 17 age category.

#### **Small-scale reception**

With effect from 1 January 2016 Nidos assumed responsibility for the reception of UMA's aged 15 to 17 with a status acquired from the COA.

For these young people who are unable to live in a family, we have contracts with institutions that have experience of receiving young people, usually providers of youth care. The reception was offered by 18 providers in 2016, who collectively were able to offer almost complete coverage of the Netherlands.

Internally within Nidos the organization of small-scale reception has been placed with the newly established Reception Office. The Reception Office provides capacity, quality development and information provision and plays a supporting role in that regard, primarily for contracting parties but also for other organizational units of Nidos and local authorities.

It was decided to adopt a small-scale structure for this type of accommodation because that would do most to promote the development of the young person and it would be possible to provide training to impart the skills necessary when the young person continues life independently after turning 18. Young people are encouraged to undertake outside activities and go to school during the day.



We have the following types of accommodation:

Small-scale living communities for children (KWG's) for 15 and in some cases 16-year-olds. 24-hour support is provided in the communities. The small-scale living units (KWE's) are intended for young people aged 16 and 17. A KWE usually has four young people with support. For each group of four young people there is a mentor present to provide support and assistance for 28 hours per week.

#### Capacity

On 1 January 2016 approximately 450 reception places were available from five contracting parties in KWE's and KWG's. Between January and May this number grew to between 1,800 and 2,000 reception places. As a result of a sharp drop in the inflow in the first half of 2016, that number was sufficient for the rest of the year. In cases where the supply of the type of reception was out of line with demand, contraction was even necessary in some locations. At the end of 2016 there were 1,889 places available in small-scale reception, which were more than 90% occupied.

#### Quality development

For 2016 it was decided to adhere as closely as possible to the existing methodology, working method and processes for assessing and developing quality as used by the COA for 2016. With contracting parties the stated ambition was to arrive at a new quality framework, based on Nidos's educational vision.

The quality framework was almost completed in draft form in 2016. After discussion and ratification, work in accordance with that vision will begin in the first half of 2017. Quality development was pursued where necessary during the development. This included the holding of two national meetings and various regional meetings.

#### Inspectorate supervision

In 2016 the Dutch Inspectorate for Youth Care visited around 20 reception sites of the COA and Nidos. All sites met the basic requirements, in some cases after explanation and an action plan. In one single case a second visit took place.

#### Local authorities

Local authorities play an important role in the new reception model. Not only does the reception take place within a local authority, but the explicit objective of the policy is that young people will move home less frequently and proceed the next stage in the local authority in which they live. This was reflected in the requirements imposed by the government on local authorities for the accommodation of refugees. The Administrative Agreement concluded between central government and the Association of Netherlands Municipalities on 27 November 2015 specifies that UMA's are taken into account directly for the placement requirements in the local authority.

In 2016 discussions were initiated in many local authorities and consultative meetings were set up to enable young people to move on appropriately at the age of 18. That development will be continued and must be intensified in 2017.

#### 'De Proeftuin' (the 'Testing Ground'), Nidos's own reception project

In 2016 Nidos entered into contracts with the housing associations in the municipalities of Utrecht and Huizen for the placement of 50 young people in KWE's. Where necessary the support is being intensified because there are no KWG's (with 24-hour support) available as backup in De Proeftuin. At the end of 2016 there were five employees working in the Proeftuin. It uses the same financial resources as the parties contracted to Nidos.

**Residential facilities**

Asylum seekers aged between 15 and 17 who come to the Netherlands without an adult family member or relative are received by the COA for the first period of up to eight weeks in special PRL-UMA's (process reception location for unaccompanied minor foreign nationals). These locations have been or are being established in the vicinity of the IND processing centres at Den Bosch and Ter Apel. During this period (maximum of eight weeks) the activities take place as part of the rest and preparation period, the general asylum procedure takes place and the recommendation on follow-up reception is drawn up. As stated previously, the young people are then transferred, depending on the result of the general asylum procedure, to the most suitable follow-up reception in their case: reception in a family, KWE/KWG (Nidos) or KWV (small-scale COA residential facility).

During the reporting year the inflow was lower than that of the previous year, but still much higher than in 2014. The UMA's came mainly from Eritrea, Syria, North Africa and Afghanistan. Various changes took place at the sites in 2016. On 31 December there were PRLs at Onnen, Hoogeveen, Borculo, Ermelo, Amersfoort, Oisterwijk, Deventer, Ter Apel and Overberg.

According to the policy UMA's aged 15 and over who are still going through the procedure or have exhausted their legal remedies should be received in small-scale residential facilities. A number of small-scale residential facilities make up a so-called COA region.

A residential unit consists of approximately 20 young people. Depending on the local situation, these residential facilities are located in municipalities, on sites of former boarding schools or in an asylum seekers centre. In some cases several residential units are co-located. During the reporting year the COA did not succeed in creating sufficient small-scale places outside the asylum seekers centres in all regions, with the result that young people below the age of 17.5 were also allocated to small-scale living units in the asylum seekers centres.

Intensive cooperation with the COA took place at various levels during the reporting year. Themes included the transition to the new reception model, young people with disruptive behaviour, the reporting of violent incidents and research into such incidents. Work started on an updated description of the chain consultation and agreements on early identification of possible problems followed by rapid, effective referral to a care provider.

**Protective Reception (PR)**

In Protective Reception young people are received from various countries. They come from Syria, Afghanistan, Nepal, China, Mongolia, Congo, Bulgaria, Angola, Eritrea etc. Many young people are traumatized and routinely require consultations with the general practitioner's practice assistant. A number of young people are treated at De Evenaar (mental health institution). This treatment consists of stabilizing consultations with a psychologist and drama therapy supervised by a creative therapist. It remains the case that relatively few young people report human trafficking to the police.

Lawyers often advise young people to enter the asylum procedure and file a report. A lot has taken place outside the Netherlands. The police often see little prospect of conviction, so the young person is less motivated to file a report. The lawyer rates the prospect of success in the B8 procedure as low due to the high number of case closures that follow.

During the past year there were a number of Nigerian victims of human trafficking who were unwilling to file a report. Nidos also raised its concerns with regard to these developments with the National Rapporteur on Trafficking in Human Beings.

As soon as Nidos Ter Apel has designated a young person for Protective Reception and there are strong signs of human trafficking, this young person is reported immediately to the Human Trafficking and Human Smuggling Team.

Because the young people in Protective Reception need to be able to develop and have prospects, a so-called phased model has been adopted. This first phase period is used to investigate the situation the young person is in and the risk of human trafficking. The aim is to create a feeling of security in the young person and the competences and development skills are determined during this phase. On the basis of these factors an analysis is made of whether a young person can be moved to a subsequent phase where he or she is better able to live his or her daily life independently.

Due to the major problems in the group it is important to offer a structured programme and a lot of activities. The guardian's methodology is the usual Nidos methodology, but what distinguishes it from the majority of Nidos's target group is that attention is systematically devoted to a number of support goals:

- to eliminate any pressure on young people as far as possible, for example through discussions with a hands-on expert.
- to give the young people as much insight as possible into their situation.
- to be alert to signs of human trafficking.
- to clarify the young person's prospects.
- and to increase resilience (reducing the risk of disappearance).

The youth protector works intensively with the team leader and mentors in Protective Reception, due to the ongoing developments in reception. In addition to the reception possibilities for boys and girls, there is also Protective Reception for pregnant girls and teenage mothers, in which the girls are given intensive guidance and support in preparation for motherhood and care for their child. The girls are also given support in dealing with any unwanted pregnancy. There is close cooperation with the general practitioner, De Evenaar in Beilen and the Wilhelmina Hospital in Assen, as well as with obstetric care.

A pilot recently began in Protective Reception for young people in the departure phase. They stay in a separate group and are guided through the preparations for residence in a different type of reception. A great deal of attention is devoted to resilience, but also to dealing with social media and practical skills to boost their independence. The aim is to minimize the transition from Protective Reception to another reception and to reduce the risk which young people incur of finding themselves once again in an exploitation situation.

#### *Investigation by inspectorates*

The Dutch Inspectorate for Youth Care and the Inspectorate for Security and Justice drew up a report in January 2016 on the quality of the Protective Reception for UMA's. The COA and Jade, in consultation with Nidos, drew up an improvement plan including agreements that the COA

would inform the inspectorates of the effectiveness of the measures, including those taken to combat disappearances. The COA would use its own audit of the quality of the Protective Reception.

Jade has taken all kinds of measures to improve the quality of the reception and prevent disappearances.

During the last quarter the Protective Reception mentors completed the methodology training and took part in training in recognizing signs of human trafficking/human smuggling. Security is currently an important focal point in Protective Reception. Security plans are drawn up and shared with the guardian. This is discussed in the six-weekly consultation between Nidos and Jade.

#### ***Multi Disciplinary Team (MDT)***

During the past year work started with an MDT involving various disciplines. The team is chaired by the regional manager of Nidos and includes behavioural scientists from Nidos and Jade, an employee from the Human Trafficking and Human Smuggling Team, a Nidos youth protector and mentors from Jade. They meet every six weeks to discuss the young people who are placed for an average of six weeks in Protective Reception. It serves as a benchmark to assess whether the young person has been placed correctly in the Protective Reception, any indications of human smuggling at the time of placement and whether these indications are also being picked up by the mentors and youth protectors.

The MDT draws on expertise from various perspectives so as to obtain the best possible picture of the young person's situation. The MDT will issue a recommendation to the youth protector in which various scenarios are conceivable: the young person has been placed correctly and the MDT issues a few more research questions to the youth protector, there are no

signs of human trafficking and the MDT recommends placing the young person in a different type of reception. In this case, the youth protector will enter into consultations with colleagues, Jade and behavioural scientists to decide which route to take for a prudent transfer.

#### ***Collaboration with chain partners***

Last year COBO, Casuistiek Bespreking Beschermde Opvang (Case Discussion of Protective Reception) was changed to KOBO, Keten Overleg Beschermde Opvang (Chain Consultation on Protective Reception). The chain partners participating in this consultation are: the COA, Jade or Xonar, Comensha, DT&V, Nidos team Ter Apel, the Human Trafficking and Human Smuggling Team, the Human Trafficking and Human Smuggling Expertise Centre, IND, the Legal Aid Board, the legal profession, AVIM and IOM. It emerged in practice that there was increasing discussion about trends, developments and policy among the various chain partners. There is still room on the agenda to introduce cases, of which Nidos makes most use. In 2016 there was a lot of discussion about the disappearance of Vietnamese people. There was discussion of the desirability of conducting an age investigation as soon as a young Vietnamese person arrived at Ter Apel. This was in response to the conclusion that many people placed in the Protective Reception turned out to be adults. The parties involved held different views on this target group. There was no agreement on whether there was only human smuggling or also human trafficking. Everyone did note that it was difficult to reach the young people and to offer them prospects, and that they were vulnerable.

It remains important to ensure that all the parties concerned remain aware that each should act on the basis of their own legal responsibility. But in general it can be stated that the added value of the collaboration was clearly demonstrated. Multidisciplinary consultation takes place once a

quarter with the general practitioner, the practice assistant, De Evenaar and Nidos. They discuss the state of affairs with regard to the Protective Reception target group and agree on work arrangements.

### ***Education***

The training programme in Protective Reception has been taken up by the Jade Care Group. They have a partnership with a regular school, but the lessons are given by a Jade site, Jade College. That enables all young

people in Protective Reception to go to school throughout the week. In addition to the regular education programme a great deal of attention is devoted to themes connected to the subjects discussed in the group. Over the past year an education programme was developed specifically for young Vietnamese people who are taught on the site. Quarterly discussions recently began with the young person, school, mentor and youth protector in order to discuss the school results but also the feeling of security and well-being.

# THE ORGANIZATION AND THE EMPLOYEES

The necessary substantial expansion of the workforce was completed in 2016. The biggest increase in the number of employees took place in the first two months of 2016, when over 100 new employees joined the organization.

## Staff complement

In 2016 a total of 306 employees joined the organization, while 106 left, taking the number of Nidos employees from 380 to 580. The number of established posts, based on 36-hour full-time equivalents, rose from 343 to 530. An additional number of youth protectors were also deployed on a secondment basis in the first quarter of 2016.

Of the 106 employees who left the organization, 47 resigned and 40 reached the end of their fixed term, while in the case of seven employees the employment was ended by mutual agreement. The employment of nine employees was terminated during the probation period and three employees were dismissed for other reasons.

The increase in the number of employees continued up to mid-2016. In line with the reduction in the number of young people, there was a gradual decrease in the number of employees in the second half of 2016.

## Growth

The Behavioural Sciences Department also grew in line with the organization. At the end of 2016 there was space for two additional FTEs. At the

beginning of 2017 the Department thus had seven behavioural scientists, four academically registered and three post-academically registered.

## Overview of number of employees and established posts

Position	Employees 31-12-2016	Employees 31-12-2015	Establishment 31-12-2016	Establishment 31-12-2015
youth protectors	438	289	398	265
regional administration	47	28	41	23
regional managers	22	15	22	15
head office	73	48	69	40
<b>total</b>	<b>580</b>	<b>380</b>	<b>530</b>	<b>343</b>

## Training

Recruiting the new employees while maintaining the selection criteria set by Nidos was not the only challenge. The appointed youth protectors had to be rapidly trained in methodology and familiarized with the field of work in which the Nidos youth protectors operate.

Nidos is a Cedeo-recognized training Institute, which means that the internal training courses are accredited and the youth protectors can obtain points for their professional re-registration.

Since 2014 the legal experts and behavioural scientists have been providing much of the job training for new youth protectors themselves. The job training was split into basic and in-depth parts in 2016. That meant the many new employees could rapidly be trained in the basics of the work. In a one-week block they were given the introductory course and a basic knowledge of legal, methodological and intercultural matters. This week was often very intensive for the new employees. After successfully completing the basic course the employees could register for the in-depth course that was offered on a modular basis.

The other trainings were also offered again this year: an intercultural active listening training and a six-day course on development psychopathology. The e-learning child abuse training programme in an intercultural context that was developed in 2015 did not become operational in 2016. It was postponed to 2017 due to all the pressure on the training of new employees.

It rapidly became clear that more than job training was required in order to familiarize the relatively large number of new employees with the job and the field of work. In February, therefore, work started in all regions on practically focused on-the-job training. Experienced and educationally skilled youth protectors were tasked with becoming practical trainers. New employees were onboarded by colleagues using a work list classified by subject. The practical training was completed with a training report after around six months.

### Helpdesk

The large number of new employees in 2015 and 2016 led to high demand for access to behavioural scientists. To meet this demand, work started at the beginning of 2016 on a helpdesk that is available to youth protectors every morning. Youth protectors can also e-mail and schedule meetings with the behavioural scientists for an extended consultation.

### Sickness absence

The table below shows that the absenteeism percentage in 2016 was the same as in 2015. The sickness reporting frequency rose from an average of 0.6 to 0.8 reports per employee per year.

### Sickness absence

	2016	2015
Sickness absence excluding pregnancy-related	3,6%	3,6%
Reporting frequency	0,8%	0,6%

# GREECE LORA PAPA DIR METADRASI MEANS: ACTION FOR

## About Metadrasi

Metadrasi is a Greek NGO formed in 2010 with offices in Thessaloniki and Athens. The organization focuses on services that are not provided by the government or other NGO's in Greece. Metadrasi is the only organization that has a permanent front-line presence and operates at all major entry and exit locations. Metadrasi is particularly active in interpreting services (33 languages and dialects), legal protection, support and guidance of UMA's to find appropriate accommodation throughout Greece.

*Lora Papa is the founder of Metadrasi: "Our organization started small, we were real pioneers. I can proudly say that we now have 60 people and carry out our work with the same drive:*

*Actually helping UMA's who have to face so much misery and insecurity and guiding them to a place where they can feel secure and at home."*

*"We estimate that in 2015 more*

than 80,000 UMA's travelled through Greece to other destinations. In 'normal' periods the number is estimated to be around 1,000 to 1,500 per year. Currently there are estimated to be 2,300 UMA's in Greece, 1,300 still lack decent accommodation, have no protection and are living in camps, at collection points, in detention centres and on the street.

Nidos has become a very important partner for us. We have sought cooperation because Nidos has so much knowledge and experience in the field of guardianship and reception in families. Training of employees, the development of study material and tools, passing on knowledge and experience,

support at difficult times, mutual contact. We are really pleased with Nidos."

## **"European countries must assume their responsibility"**

"Many young people fled to Greece as a result of the deal with Turkey. They ended up in detention centres because too few facilities were available. I believe European countries must assume their responsibility and take these children in. Greece is too small and we do not yet have the infrastructure to deal rapidly with all applications. Much has been done, but you cannot expect us to sort everything out in a short time. Unfortunately many young people consequently end up on the streets or have to



# DIRECTOR OF NGO METADRASI ON MIGRATION AND DEVELOPMENT

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spend long periods in detention centres.

We work with other NGO's, of course, but we're by no means there yet. What's needed is a long-term solution. In the meantime, in a few years, we've set up temporary reception centres on Lesbos, Chios and Samos. Also in Athens and Thessaloniki. Thanks to this temporary reception the young people can travel on safely to foster families and do not have to live on the street.

In 2017, by means of KWE's like those in the Netherlands, we want to help young people approaching the age of 18 to live independently and go to school. Fewer than 10% of UMA's currently attend school.

We note that around 15,000 Greek young people do not go to school either. We are actively raising funds to find a form of education that can be made available to both UMA's and young Greeks."

**"I'm proud of what we've developed as pioneers in a short space of time"**

I'm very proud of our team. The employees are very devoted, efficient, flexible. Everyone has the feeling of 'giving'. This is necessary in order to work with the UMA's. I'm proud of what we've developed as pioneers in Greece in a short space of time. We have the courage to take on major challenges, we've achieved positive results, despite the economic cri-

sis. And under the circumstances we've succeeded in retaining our independence by working with professional partners such as Nidos. And with the same aim in mind: younger people deserve to be treated with respect, on the basis of equality and they deserve a safe place to stay.

## INFORMATION PROVISION

Nidos employees are kept informed of important developments in and around the Nidos operating field through the organization's bimonthly

information bulletin "Ambulant". The internal information is streamlined by means of an intranet site known as 'Kennisweb' for employees.

## IT ENVIRONMENT AND CUSTOMIZED APPLICATIONS

As a result of the sustained growth of the organization the IT department had to devote itself fully to the timely and effective provision of IT facilities for employees in 2016. All newly opened offices in 2016 were equipped with IT infrastructure and hardware so that employees can use a (flexible) workstation.

All new mobile employees were also issued with a laptop enabling them to work independently of time and place, in addition to the use of the office workstation.

Due to the growth and the resulting volume of work, it was not possible to start the project to optimize the IT environment until the third quarter of 2016. The objective of this project was formulated as follows: 'To deliver a futureproof IT infrastructure that provides a better guarantee of continuity, reduces risks and improves availability. This whole project, including aftercare, is expected to be completed in the second quarter of 2017.

1 January 2016 marked the go-live of the 'reception portal', the application developed for the contracting parties carrying out the reception of status holders aged 15 to 18 on behalf of Nidos. Since the portal's development time was relatively short, the necessary time was invested in the continued development of the portal in 2016.

At the beginning of 2016 a digital training module was set up within Nidos, which is linked to the internal Kennisweb. This module's entry into service enabled the details of the training offer to be made available digitally and it became possible among other things for employees to sign up digitally for the training modules they wish to follow.

In addition to the points set out above, a number of other important themes are on the agenda for 2017. In the summer the subject of information security, the migration of which has already started, will be tackled on a project basis. Another major project on the 2017 agenda is the connection

of the justice system to CORV. This will have major (positive) consequences for the flow of documents between the justice system and Nidos (and other parties in the chain).

Finally digitization/automation of our internal administrative processes will require the necessary development and implementation time in 2017.

## MEDIA POLICY

Nidos is happy to provide information for journalists on the institution itself and its operations. We cannot answer questions about individual pupils: the interest of the pupil is paramount.

The aim is to protect the personal life of the young person as well as possible and to guarantee as much security for them as possible.

## NIDOS CHAIR

Prof. M.E. (Margrite) Kalverboer was appointed on 1 October 2012 as an endowed professor of 'Child (Ortho)Pedagogy and Immigration Law' in the Faculty of Behavioural and Social Sciences of the University of Groningen.

Margrite Kalverboer is a remedial educationalist and lawyer and is associated with the remedial education base unit. She is also associated with the Children and Immigration Law Knowledge and Expertise Centre affiliated with the Ambulatorium of the respective base unit. She was appointed as the new Children's Ombudsman in April 2016.

Over the past 10 years Nidos has established contacts with organizations in other European countries engaged with UMA's. Work has started on the establishment of a European network of guardianship institutions, ENGI\*. Intensive cooperation has also taken place in various projects with foreign and domestic partners in the field of guardianship and reception with the aid of European subsidies.

In 2016 a number of European projects were completed and work took place particularly on two major projects. In the Alternative Family Care (ALFACA) project European training was developed for professionals working with reception families and the young people living in them. In November 2016 26 participants from 18 member states of the European Union were trained in ALFACA in a train-the-trainer session. The training will be rolled out further in Europe in 2017. In the Veerkracht (Resilience) project, financed by the European Asylum and Migration Fund (AMIF), Nidos works with Arq/Centrum '45 and the University of Tilburg. The project is focused on improving the position of UMA's from Eritrea. These young people have often been through a lot and may have difficulty building an independent future. The project is aimed at improving the connections between support, reception and the immigration process.

One of the highlights of the year was the work carried out by Nidos with the European Commission and the Fundamental Rights Association (FRA)

as co-host of a side-event on guardianship at the 10th forum on the Rights of the Child which took place in Brussels in November. The importance of regular guardianship arrangements for UMA's in European member states was one of the focal points of this meeting.

As a partner of the European Asylum Support Office (EASO) Nidos also provided support for colleagues responsible for UMA's in Bulgaria and Cyprus. In November 2016 a two-day training took place in Bulgaria, which will be followed up in 2017. Cypriot colleagues were assigned a buddy from Nidos who showed them how Nidos fulfils guardianship in the Netherlands and will provide on-the-job work support in Cyprus in 2017. Collaboration with the Dutch Council for Refugees was also established in 2016. Here Nidos works as an expert on the sharing of expertise in the field of UMA's. Nidos provided training in Serbia and Macedonia and in Hungary for employees of NGOs supporting UMA's. This collaboration will be further implemented in 2017.

Finally, in December 2016, Nidos took part for the first time in a dialogue with the High Commissioner for Human Rights of the UN at the head office of the UN in Geneva.

\* see also [www.engi.eu](http://www.engi.eu)

## Abbreviations used

<b>AC</b>	Application Centre	<b>IOM</b>	International Organization for Migration
<b>UMA</b>	Unaccompanied Minor Asylum Seeker	<b>ICRC</b>	International Convention on the Rights of the Child
<b>ASC</b>	Asylum Seekers Centre	<b>RNLM</b>	Royal Netherlands Marechaussee
<b>PR</b>	Protective Reception	<b>KWE</b>	Small-scale living unit
<b>COA</b>	Central Body for Reception of Asylum Seekers	<b>KWG</b>	Small-scale living community for children
<b>DT&amp;V</b>	Repatriation & Departure Service	<b>MVV</b>	Provisional Residence Permit
<b>EU</b>	European Union	<b>SO</b>	Supervision Order
<b>ERF</b>	European Refugee Fund	<b>RLF</b>	Reception and Living in a Family
<b>ECHR</b>	European Convention on Human Rights	<b>P&amp;O</b>	Personnel & Organization
<b>GA procedure</b>	General Asylum procedure	<b>PRL</b>	Process Reception Location
<b>IND</b>	Immigration and Naturalization Service		

## General information

The Nidos Foundation is registered with Utrecht Chamber of Commerce under the number 30176667.

### *Composition of the Supervisory Board of the Nidos Foundation*

<b>Name</b>	<b>Place of residence</b>	<b>Position</b>
Dhr. J. Broertjes	Beilen	Chairman
Dhr. R. Andringa	Zwolle	Member
Mw. E. Boot	Rotterdam	Member
Mw. D. Ghidei	Amsterdam	Member
Dhr. J. Wienen	Haarlem	Member

### *Board of the Nidos Foundation*

<b>Name</b>	<b>Position</b>
Dhr. G.F.M. Versteegen	General Manager
Dhr. K. de Kruijf	Financial Director
Dhr. P. van den Born	Deputy Director

## List of regional and other offices as at mid-2017

<b>Location</b>	<b>Address</b>	<b>Manager</b>	<b>Location</b>	<b>Address</b>	<b>Manager</b>
Alkmaar	Frans Halsstraat 49 1816 CM Alkmaar	Gwen Verboom	Instroomteam Den Bosch	Leeghwaterlaan 16 5223 BA Den Bosch	Ohad Topper
Almelo	Wierdensestraat 22 7607 GJ Almelo	Henk van 't Hof	Instroomteam Schiphol	Bezuidenhoutseweg 187 2594 AH Den Haag	Ohad Topper
Amersfoort	Stadsring 165b 3817 BA Amersfoort	Hurik van Engelen	Instroomteam Ter Apel	Ter Apelervenen 5 9561 MC Ter Apel	Dick van Gasteren
Arnhem	Jansbuitensingel 20 6811 AD Arnhem	Michelle Lammers	Lelystad	De Schans 19-45 8231KA Lelystad	Marjolein Groen
Assen	Overcingellaan 13B 9401 LA Assen	Karin Veurink	Maastricht	Duitsepoort 13 6221 VA Maastricht	Michael Johnen
Breda	Nieuwe Ginnekenstraat 38-40 4811 NS Breda	Erik Polet	Ter Apel	Ter Apelervenen 4 9561 MC Ter Apel	Dick van Gasteren
Den Bosch	Emmaplein 4 5211 VW Den Bosch	Liesbeth van Andel	Roermond	Buitenop 8 6041 LA Roermond	Roosmarijn Smeets
Den Haag	Laan van Meerdervoort 51 2517 AE Den Haag	Esther de Kruijf	Rotterdam	Eudokiaplein 34 3037 BT Rotterdam	Ingrid Bakker
Drachten	Lavendelheide 7A 9201 PD Drachten	Helean Weurding	Tilburg	Saal van Zwanenbergweg 7 5026 RM Tilburg	Hans Raats
Eindhoven	Europalaan 44 5623 LJ Eindhoven	Lambertine Schoemaker	Utrecht	Adriaen van Ostadelaan 140 (2e etage) 3583 AM Utrecht	Hurik van Engelen
Groningen	Laan Corpus den Hoorn 108 9728 JR Groningen	Korien Dijkstra	Zwolle	Ferdinand Bolstraat 25a 8021 ES Zwolle	Milou Fiselier
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