Annex II



Government of the Netherlands

Comprehensive Action Plan on the Issue of 'Loverboys'

Action Plan 2011 - 2014

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1 Introduction

The issue of 'loverboys' (pimp boyfriends) has been covered by the media on a regular basis. Films and documentaries have appeared on the subject, and early in 2011, a public service broadcaster even broadcast a full-evening programme on this issue. The House of Representatives has also drawn attention to this issue on a regular basis: MPs have asked questions about it, and it has been discussed often in debates with the responsible Members of Government. Many political parties have published their positions on the issue of loverboys, for instance on their websites, in which they advocate a firm policy.

The great interest in the issue of loverboys is mainly due to the seriousness of the offences. The victims are vulnerable youths, girls who are usually not yet grown up, who are seriously misled and abused for financial gain. The impact of such events on the victim's life and their immediate circle is enormous.

The government has already taken various initiatives with regard to the issue of loverboys. Many efforts have been aimed at providing information at schools (see, for instance, at www.sense.info) and tough measures especially on the basis of criminal law have been taken against loverboys, or gangs of loverboys. These tough measures ensue from the priority set by the government in its approach to tackle human trafficking, as loverboys, under criminal law, are deemed to be traffickers in human beings.

The Coalition Agreement includes the agreement that the government will tackle human trafficking more resolutely. This has resulted in the formulation of the objective that the number of criminal organisations that will be dealt with will be doubled. Human trafficking has been given priority in this context. Additionally, the approach to human trafficking is strengthened by means of, among other things, the Task Force on Human Trafficking , of which the mandate was recently prolonged by the Minister of Security and Justice by three years. For the next few years, the Task Force has formulated a large number of concrete measures by which to tackle human trafficking, among other things, in a more comprehensive, effective, and innovative manner. But there is still more to be done with regard to the measures taken against loverboys. To tackle this serious crime specifically, the Ministries concerned will join forces in collaboration with their cooperating organisations and will use a combination of new and existing measures based on the motto of the 'three Ps'': Prevention, Prosecution, and Protection.

This Action Plan will set out the measures that will be taken the next few years to implement a government-wide, comprehensive approach to the issue of 'loverboys'.

This comprehensive action plan also includes activities that were formulated in response to the recommendations from the study 'Loverboys and their Victims' (Loverboys en hun slachtoffers) conducted by the Verwey-Jonker Institute on the instruction of the Ministry of Health, Welfare and Sport.

Chapter 2 will discuss the nature, scope, and gravity of the issue and the manner in which insight into the number of victims may be increased. Chapter 3 will explain what the Comprehensive Action Plan implies. The last Chapter will provide a summary of the measures that will be taken in the next few years in order to tackle the issue of loverboys.

4

2 Nature, Scope, and Gravity of the Issue

Loverboys are human traffickers who win girls over by seduction techniques, manipulations, blackmail, and violence, with the intention of having these girls work for them in prostitution or other legal or illegal sectors. It is a serious crime, as a result of which the victims may be seriously traumatised and often need intensive care and professional help to recover. The help services regularly indicate that the victims are often vulnerable girls, regularly with mild intellectual disabilities. These girls are more and more frequently being approached by loverboys through social networks on the internet.

It is not exactly known how many victims of loverboys there are, but CoMensha (the Dutch Coordination Centre for Human Trafficking) registered a sign of the use of loverboy methodology in 210 of the 993 cases of registered victims of human trafficking in the year 2010. In 2009, CoMensha registered a sign of the use of loverboy methodology in 119 of the 909 cases. In accordance with the recommendations from the above-mentioned study 'Loverboys and their Victims', we are referring to the methodology, whereby a victim is seduced and won over by the loverboy through the commencement of, or promise of, a love relationship, whereby the victim is subsequently exploited, either sexually or otherwise.

Compared to the victims of other crimes, the victims of loverboys constitute a small group. In particular the fact that it concerns a serious crime with an enormous impact on the victim and her (or his) immediate circle has – deservedly – caused social and political indignation over this phenomenon.

In reality, there are probably more than the 210 and 119 registered victims. It is partly because of the fact that the willingness of the victims of loverboys (human trafficking) to report the situation is low, for instance because of fear of - or exactly because of the bond to – their loverboy (or human trafficker), that the exact number of victims is not known. Victims of loverboys may receive assistance and treatment in women's shelters and youth care centres. These institutions do not specifically register the issue of loverboys, because in the case of these victims the problems are complex, and the fact of their being victims of loverboys is only part of the problems. Furthermore, it is also not immediately clear that someone is the victim of a loverboy.

In order to be able to formulate a firm policy to tackle the issue of loverboys, it is important to gain a better understanding of the nature and scope of the issue. It is important to know how many victims there are, how old the victims are, and what the underlying problems are. With these data, it will, for instance, be possible to make a better assessment of the gravity and nature of the issue, and of the measures that will have to be taken to tackle the issue more effectively. As of 2012, the registration of the number of victims of loverboys will be improved, on the instruction of the Ministry of Security and Justice. To achieve this, agreements will be made with the youth care centres which provide the data.

CoMensha will include the registered victims of loverboys in its annual reports, including the above-mentioned characteristics (number, age, and underlying problems). The figures will be an indication of the actual number of victims.

Objective: To gain a better understanding of the scope and nature of victims of loverboys. **Measure:** To structurally improve the registration of the number and characteristics of the victims.

3 The Comprehensive Action Plan on the Issue of 'Loverboys'

The 'three Ps' are regularly propagated by the United Nations and at the European level as the way to approach human trafficking. This means that for the measures to tackle human trafficking to be effective, it is necessary that these measures be taken in the areas of Prevention, Prosecution (investigation and prosecution of offenders), and Protection (of victims). The use of a combination of measures in these three areas will be effective because the measures will be aimed at both preventing human trafficking and tackling human traffickers. In this context, it is important to provide proper protection to victims, because this will increase the willingness to report. In many cases, victims of human trafficking are subject to serious threats, and providing protection may lower the threshold for reporting the crime. In addition to providing protection, it is, of course, also important to provide proper assistance and specific care to victims.

The three Ps serve as a guideline for this Comprehensive Action Plan on the Issue of 'Loverboys'. The measures included in this Action Plan are taken as a part of the high priority that the current government has given to the fight against human trafficking. As set out in the Introduction, the current government has made it an objective to double the number of criminal organisations to be dealt with, with human trafficking being a priority. This priority is also reflected in the establishment of the Task Force on Trafficking, of which the mandate was recently prolonged by the Minister of Security and Justice by three years. In an action plan, the Task Force has included measures to be taken to strengthen the comprehensive approach to human trafficking and to stimulate the above-mentioned objective of doubling the number of criminal organisations involved in human trafficking being investigated. Its action plan includes measures that are also aimed at tackling the issue of loverboys. In the present Action Plan, the existing measures included - among other things - in the action plan of the Task Force are combined with new measures. The Task Force - in which experts from various organisations that are engaged in the fight against human trafficking participate - is and will be engaged in developing and monitoring the implementation of this action plan. As such, the Task Force will be able to influence the content of the measures.

Below an explanation is given of the measures that will be taken for the purpose of the comprehensive approach to the issue of 'loverboys' on the basis of the three Ps.

3.1 Prevention

In this context, 'prevention' means to prevent young people from falling victim to loverboys. In order to prevent victimisation, it is important to raise the awareness of such a vulnerable group of young people and to provide information on the risks that specific unacceptable behaviour involves. For this purpose, a large variety of information material is available for use – for instance by schools to inform their pupils – which is also evident from the above-mentioned study 'Loverboys and their Victims' conducted by the Verwey-Jonker Institute. There is still little known about the scope and effect of these initiatives. In the time to come, the effectiveness of these projects will be evaluated on the instruction of the State Secretary for Health, Welfare and Sport. In this context, attention will also be paid to tertiary prevention, or the prevention of repeat victimisation.

Information material

Through the websites of Movisie (Netherlands Centre for social development) (www.jeugdprostitutie.nu), STI AIDS Netherlands (www.soaaids.nl), Sense (www.sense.info), and CoMensha (www.comensha.nl or www. mensenhandel.nl) it is possible to obtain information material or advice on the issue of loverboys. On the instruction of the Ministry of Education, Culture and Science, the Centrum School en Veiligheid (Centre for School and Safety) (www.schoolenveiligheid.nl) collects and disseminates information and expertise in the area of school safety, for specific use by schools. It also provides advice to school principals, teachers, mentors, school counsellors, confidants, and education support staff. In addition to instruments and training programmes, it also collects initiatives from schools that may be of interest to fellow schools. In this context, attention is also paid to sexual violence and assertiveness, and various publications have been issued concerning the issue of loverboys. There is, for instance, a special information sheet on schools and the issue of loverboys. The Prevention of Sexual Intimidation Project (project preventie seksuele intimidatie, PPSI) which is a project of the Centre for School and Safety, deals with sexual assertiveness. Through the 'healthy school approach' (gezonde school aanpak) of the Centre for Healthy Living of the National Institute for Public Health and the Environment (RIVM) (www.gezondeschool.nl), schools can also increase the assertiveness of pupils and increase their knowledge of, for instance, methods and risks of loverboys, and of help services to which young people can turn for assistance.

Film

8

In addition to this existing material for, in particular, teaching staff, it is important that children in their teenage years and their parents are familiar with the nature and risks of the issue of loverboys. The police have experienced that parents are not well-informed of the risks involved in the use of social media, which is often used as a field of operation by loverboys. An information film will be developed for these parents and their children in order to increase awareness about the risks among this target group. Schools will be able to show this film to their pupils and parents, for instance, during parents' evenings.

It will, however, not be possible to reach all young people with this information material. An effective method to reach young people directly is by approaching them through their own networks and social media. As already pointed out above, these social media may involve certain risks, but they are also effective communication instruments that fit in with the perception of the environment of young people.

Interventions

Increasing the (sexual) assertiveness of young people in this context is an important key objective of the Minister of Health, Welfare and Sport, as set out in the national policy document on health 'Gezondheid dichtbij' (Health Near at Hand). It is also a priority in the emancipation policy of the Minister of Education, Culture and Science. When young people are assertive, they will be better able to avoid problems such as unacceptable sexual behaviour, including loverboy practices. In the next few years, the Ministry of Health, Welfare and Sport and the Ministry of Education, Culture and Science will apply interventions that fit in as much as possible with the environment of young people, such as social media. The Ministry of Health, Welfare and Sport also intends to pay more attention to the use of e-assistance within the framework of the assistance provided by Sense.

We Can

The Minister of Education, Culture and Science will invite a number of large municipalities (the 35 central municipalities for women's shelter) to collaborate and to participate in the We Can youth campaign. 'We Can' is an international campaign to tackle violence against women. The campaign was launched in the Netherlands on 8 March 2009, International Women's Day, and is supported by a core group consisting of the following organisations: Movisie, E-quality, Pharos, FNV Vrouwenbond, Oxfam Novib, and Federatie Opvang. Within the framework of this campaign, individuals (so-called 'change makers') and organisations ('coalition partners') are committed to making an effort in their immediate environment and within their own organisations to end violence against women. The We Can youth campaign was recently launched in three municipalities, which will serve as leaders in the overall campaign. The municipalities recruit young people through local organisations and will train them to function as 'change makers' to encourage a cultural change among young people aimed at sexual assertiveness, and at learning to guard and respect personal limits. During this campaign - which will run from 2012 to 2015 - young people will set up a variety of activities in which they will also use social media. The purpose of the campaign is to teach young people how to withstand undesirable sexual behaviour and how to deal with conflict situations and relationships. The strengthening of relational sexual assertiveness in young people is pre-eminently suitable as a method to help tackle the issue of loverboys. Within the framework of the We Can youth campaign, special attention will be paid to the issue of loverboys. Depending on the nature and scope of the issue of loverboys in the municipalities participating in this campaign, these municipalities will be explicitly asked to pay attention to this issue.

Key objectives for education

The Ministry of Education, Culture and Science will adjust the key objectives for primary, special, and secondary education by specifically mentioning attention for sexuality and sexual diversity. The underlying idea of the motions of the House of Representatives (the Pechthold et al motion, Parliamentary Papers II 2009/-2010, 27 017 no. 59) and the Van der Ham motion (Parliamentary Papers 2010-2011, 27 017, no. 78)) on which this adjustment to the key objectives is based, is that the attention paid by schools to sexuality and sexual diversity is of great importance to, among other things, sexual assertiveness and a safe school climate. The decision to adjust the key objectives will be submitted to both the House of Representatives and the Senate around April 2012 and will enter into force on 1 August 2012.

• **Objective:** To prevent young people from falling victim to loverboys by increasing their sexual assertiveness and raising awareness of the issue of loverboys among their parents.

Measures:

- To examine the effectiveness of initiatives and projects aimed at prevention;
- To develop an information film to increase awareness among parents and their children of the risks involved in using social media with regard to the issue of loverboys;
- To implement the long-term We Can youth campaign in collaboration with several municipalities;
- To distribute information material on sexual violence, assertiveness, and the issue of loverboys to and among schools;
- To implement interventions aimed at increasing sexual and relational assertiveness that fit in with the perception of the environment of young people, by means of, for instance, social media and e-assistance;
- To conduct a study into developing tertiary prevention (prevention of repeat victimisation);
- To adjust the key objectives for primary, special, and secondary education by specifically mentioning attention for sexuality and sexual diversity.

3.2 Prosecution (fight against loverboys, including investigation and prosecution)

As stated above, the fight against 'loverboys' has been given high priority by the investigative services and the Public Prosecution Service. For an effective and comprehensive approach, it is, however, of great importance to engage institutions, such as educational and care institutions, municipalities, Public Health Departments, Social Services, and the Probation Service.

Rotterdam pilot project

In the innovative Rotterdam pilot project 'Loverboys zijn laffe boys' (Loverboys are Cowards), experience will be gained in 2010, 2011 and 2012 with engaging, among others, the aforementioned institutions in the fight against 'loverboys', with the financial support from the Ministry of Security and Justice. On the basis of an individual-oriented approach, the loverboys are not only prosecuted under criminal law, but the institutions determine what would be the most effective approach for each loverboy. This may, for instance, mean that administrative instruments (e.g. lowering of benefit payments) are applied instead of instruments under criminal law. The pilot project will run until April 2012 and will subsequently be evaluated. During this pilot project, the internet - the medium on which loverboys often manifest themselves - will be used intensively to compose personal files of the loverboys. The experiences and recommendations ensuing from this pilot project will be distributed throughout the Netherlands in the coming years. This also applies to other best practices for tackling the issue of loverboys, which will be brought to the attention of professionals engaged in the issue of loverboys by means of conferences, newsletters, and web files.

Guide

Specifically for this purpose, the Dutch Centre for Crime Prevention and Safety (CCV) is drafting a guide to tackle the issue of loverboys. This guide is drafted primarily for use by youth care centres, schools for secondary education, municipalities, and the police and it describes - briefly stated - the issue of loverboys and the possibilities of tackling this issue in a comprehensive and innovative manner. It will also deal with aspects such as the prevention of the issue of loverboys and care for the victims.

The guide is also meant for youth care centres and educational institutions, because they see (potential) victims of loverboys during a large part of the day. It is of great importance that the institutions pick up signs of the issue of loverboys quickly and adequately, and report them to the proper authorities. The guide will describe how these institutions can identify these signs and how to act on these signs.

Web file

In addition to the guide, the CCV will also create a web file for the above-mentioned organisations. This web file will provide relevant and up-to-date information on the issue of loverboys and the way to tackle this issue.

M. internet campaign

In the fight against loverboys, citizens also play a crucial role. Victims of loverboys will not easily go to the police themselves to report this crime out of fear or because of their bond to their loverboy. For its investigative task, the police consequently depend to a considerable extent on the information passed on by citizens who have come into contact with victims or with the loverboys themselves. In particular, clients of prostitutes will be able to provide the police with much relevant information on victims of loverboys. 'Schijn bedriegt' ('Appearances are Deceiving'), the national campaign launched by M. (the foundation where people can report crime anonymously), which was aimed at clients of prostitutes, actually resulted in a considerable number of useful tip-offs that could be used in criminal investigations.

For this reason, M. will launch a new national campaign in the years 2012 and 2013. This campaign will run fully 'online'. This means that on both national and local erotic websites, banners will be used to draw attention to human trafficking in general and the issue of loverboys in particular. The banner will link the internet user to the campaign site www.totaleovergave.nl ('totalsurrender'). This website will call attention to the issue of loverboys.

Workshops for care and aid workers

In addition to the campaign, the care and aid workers in the four big cities will also be approached. Previous campaigns conducted by M. and studies into the nature and scope of the problems encountered by victims of loverboys have shown that these workers have a lot of information on victims of loverboys (human trafficking), but that they are still insufficiently aware of the possibilities of reporting this crime anonymously and contributing to the investigation of the offenders. By organising workshops in collaboration with the police, M. will call attention to the possibilities of reporting crime anonymously. The report 'Loverboys and their Victims' also recommended that aid workers be more effectively informed with regard to the manner in which they can contribute to the investigation of human trafficking, without this being detrimental to the interests of the victims.

Maximum sentences

As pointed out in this document several times, loverboys commit a very serious crime, which results in victims being scarred for the rest of their lives. The punishments for this crime must therefore be effective, tough, and deterrent. It is expected that a bill increasing the maximum sentences for human trafficking will be submitted to the House of Representatives in 2011 or early in 2012. The maximum sentence for the 'basic' offence of human trafficking, for instance, will be set at ten years (is currently eight years) up to life imprisonment for human trafficking resulting in death.

In order to prevent recidivism, it is furthermore important that a strong signal is sent out to loverboys who have already been convicted for human trafficking. In this context, the bill on minimum sentences - which will be submitted to the House of Representatives soon - is also relevant to tackling human trafficking (or the issue of loverboys).

Objective: To strengthen the comprehensive approach to loverboys and to increase the sentences for human trafficking.

Measures:

- To finalise, evaluate, and implement the recommendations from the pilot project 'Loverboys are Cowards';
- To distribute the learning points and experiences with best practises in tackling loverboys throughout the Netherlands, including those from the pilot project;
- To draft and distribute a guide for tackling the issue of loverboys among youth care centres, educational institutions, municipalities, and police forces;
- To develop a web file on the issue of loverboys for youth care centres, educational institutions, municipalities, and police forces;
- To have M. implement the internet campaign in 2012 and 2013, with the focus being on the issue of loverboys;
- To organise workshops for care and aid workers, with the aim to obtain more information from them on victims of loverboys, anonymously or otherwise;
- To increase the maximum sentences for human trafficking.

3.3 Protection (protection of and care to victims)

As stated above, for an effective approach to the issue of 'loverboys', it is important to provide victims with proper care and protection. Given the complex nature of the issue, it is important to provide personalised care to the victims. In addition, it is important that the victims are properly protected against the loverboys. The threshold to report the crime is high to victims of loverboys (and of human trafficking), because they are often living under (serious) threats made by their loverboy. The provision of proper protection against the loverboy may lower the threshold to report the crime. An increased willingness to report will subsequently result in the fact that the issue of loverboys can be tackled better.

Youth Care Study

As stated above, the study 'Loverboys and their Victims', a study into the nature and scope of the problems of victims of loverboys, was conducted in youth care centres and women's shelters on the instruction of the State Secretary for Health, Welfare and Sport. This study provides an

overview of the existing possibilities in the area of prevention, guidance, and shelter for victims of loverboys. The study showed that much is being done in the area of prevention of and shelter for victims of loverboys in women's shelters and youth care centres, but that there are also points for improvement. The actions that emerged from this study have been included in this Action Plan. The study showed, among other things, that it sometimes happens that victims of loverboys who have been treated in women's shelters or youth care centres fall victim to a loverboy again (repeat victimisation). There is still little known about this phenomenon. It is important to examine this further in order to be able to provide an appropriate treatment for this group. In this context, attention is also being paid to tertiary prevention to prevent victimisation.

Professional development

It is important to increase the general knowledge and skills concerning the strategies to tackle the issue of loverboys in youth care centres and women's shelters to the highest possible level. Practice has shown that loverboys manifest themselves more and more frequently through the internet, but there have also been frequent reports of loverboys actually visiting the victims in the youth care centres. In order to increase the knowledge and skills of youth care centres and keep them up to date, the knowledge institute of Movisie will provide courses, advice, consultation, and case discussions to the youth care centres as of 2012 on the instruction of the Ministry of Security and Justice. This is also in line with the recommendation regarding professional development made by the Verwey-Jonker Institute in its report 'Loverboys and their Victims'. The purpose of this is to equip the youth care centres in a more effective manner for their task in tackling the issue of loverboys, and consequently also to treat the victims better. The activities of Movisie will initially focus on the regions where the issue of loverboys is most conspicuous. In exchange for the courses and advice provided by Movisie, the youth care centres will provide data for the purpose of improving the registration of victims of loverboys.

Depending on the results of the activities of Movisie, these activities will also be provided to the youth care centres in 2013 and the subsequent years.

Rights and duties of victims

In addition to the quality of the care and the manner in which the issue of loverboys is tackled, it is also important that the victims themselves are well-informed of their rights (and duties), and of the areas in which they are able to receive assistance. Victims of loverboys are, for instance, able to rely on various schemes to recover their damage from their loverboys. These schemes include the Schadefonds geweldsmisdrijven (Violent Offences Compensation Fund), from which victims may receive a one-off payment under specific conditions; victims who are awarded damages in court may make use of an advance payment scheme under specific conditions. Victims can also turn to specific government organisations or NGOs for assistance or information. In order to strengthen the position of victims of loverboys as much as possible - and to simultaneously increase the willingness to report - it is desirable to present this information to them as clearly and intelligibly as possible. For this reason, CoMensha will draft a brochure setting out the rights of the victims on the instruction of the Ministry of Security and Justice. This brochure will be distributed among, for instance, police forces and other institutions that deal with victims of human trafficking.

Objective: To improve the care to and protection of victims of loverboys.

Measures:

- To conduct a study into the whys and wherefores of repeat victimisation of victims of loverboys;
- To provide courses, advice, and up-to-date knowledge in the area of the issue of loverboys to youth care centres;
- To draft a brochure for victims of human trafficking (and loverboys), setting out the rights and duties of victims.

4 Summary

The fight against human trafficking has been given high priority by the government. It has, for instance, formulated the objective to double the number of criminal organisations to be tackled, with human trafficking being a priority. In addition, the fight against human trafficking will be strengthened by means of, among other things, the Task Force on Human Trafficking, which is under the direction of the Chairman of the Board of Procurators General of the Public Prosecution Service. A number of concrete measures will be taken specifically to fight loverboys for the benefit of the comprehensive approach to the issue of 'loverboys' on the motto of the 'three Ps': Prevention, Prosecution, and Protection.

The objectives and measures concerned are the following:

Objective: To gain a better understanding of the scope and nature of victims of loverboys. **Measure:** To structurally improve the registration of the number and characteristics of the victims.

Objective: To prevent young people from falling victim to loverboys by increasing their sexual assertiveness and raising awareness of the issue of loverboys among their parents.

Measures:

- To examine the effectiveness of initiatives and projects aimed at prevention;
- To develop an information film to increase awareness among parents and their children of the risks involved in using social media with regard to the issue of loverboys;
- To implement the long-term We Can youth campaign in collaboration with several municipalities;
- To distribute information material on sexual violence, assertiveness, and the issue of loverboys to and among schools;
- To implement interventions aimed at increasing sexual and relational assertiveness that fit in with the perception of the environment of young people, by means of, for instance, social media and e-assistance;
- To conduct a study into developing tertiary prevention (prevention of repeat victimisation);
- To adjust the key objectives for primary, special, and secondary education by specifically mentioning attention for sexuality and sexual diversity.

Objective: To strengthen the comprehensive approach to loverboys and to increase the sentences for human trafficking.

Measures:

- To finalise, evaluate, and implement the recommendations from the pilot project 'Loverboys are Cowards';
- To distribute the learning points and experiences with best practises in tackling loverboys throughout the Netherlands, including those from the pilot project;
- To draft and distribute a guide for tackling the issue of loverboys among youth care centres, educational institutions, municipalities, and police forces;
- To develop a web file on the issue of loverboys for youth care centres, educational institutions, municipalities, and police forces;
- To have M. implement the internet campaign in 2012 and 2013, with the focus being on the issue of loverboys;
- To organise workshops for care and aid workers, with the aim to obtain more information from them on victims of loverboys, anonymously or otherwise;
- To increase the maximum sentences for human trafficking.

Objective: To improve the care to and protection of victims of loverboys.

Measure:

- To conduct a study into the whys and wherefores of repeat victimisation of victims of loverboys;
- To provide courses, advice, and up-to-date knowledge in the area of the issue of loverboys to youth care centres;
- To draft a brochure for victims of human trafficking (and loverboys), setting out the rights and duties of victims.

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