

LEGISLATIVE DEFINITIONS AROUND LEARNERS VULNERABLE TO EXCLUSION

Country Report: Belgium (Flemish community)



The European Agency for Special Needs and Inclusive Education (the Agency) is an independent and self-governing organisation. The Agency is co-funded by the ministries of education in its member countries and by the European Commission via an operating grant within the European Union (EU) education programme.



Co-funded by
the European Union

Funded by the European Union. Views and opinions expressed are however those of the author(s) only and do not necessarily reflect those of the European Union or the European Commission. Neither the European Union nor the European Commission can be held responsible for them.

The views expressed by any individual in this document do not necessarily represent the official views of the Agency, its member countries or the European Commission.

© European Agency for Special Needs and Inclusive Education 2023

This publication is an open-access resource. This means you are free to access, use and disseminate it with appropriate credit to the European Agency for Special Needs and Inclusive Education. Please refer to the Agency's Open Access Policy for more information: www.european-agency.org/open-access-policy.

You may cite this publication as follows: European Agency for Special Needs and Inclusive Education, 2023. *Legislative Definitions around Learners Vulnerable to Exclusion – Country Report: Belgium (Flemish community)*. Odense, Denmark

The information in this document was current in November 2022.

See the [Legislative Definitions around Learners Vulnerable to Exclusion web area](#) for further information about this activity.



This work is licensed under a [Creative Commons Attribution-NonCommercial-NoDerivatives 4.0 International License](#).

You may not modify or translate this publication without the Agency's approval.

With a view to greater accessibility, this report is available in accessible electronic format on the Agency's website: www.european-agency.org

Secretariat

Østre Stationsvej 33
DK-5000 Odense C Denmark
Tel.: +45 64 41 00 20
secretariat@european-agency.org

Brussels Office

Rue Montoyer 21
BE-1000 Brussels Belgium
Tel.: +32 2 213 62 80
brussels.office@european-agency.org



INTRODUCTION

Since the foundation of the European Agency for Special Needs and Inclusive Education (the Agency) in 1996, there have been key conceptual changes in the thinking behind and policy priorities for developments on the journey towards inclusive education.

A first shift was from the concept of special educational needs (SEN) to special needs education (SNE). This represented a move away from focusing on the learner (special educational needs), towards a focus on the provision that learners who experience difficulties at school may need (special needs education). The term '**special needs education**' widened the focus beyond learners with disabilities to include learners who appeared to be failing in school for a wide variety of reasons – for example, children living in poverty or those from different linguistic or cultural backgrounds. Special needs education, however, continued the deficit or medical model that still saw the problems as being within the learner.

There has never been an agreed definition of SEN or SNE that could be used across countries. The groups of learners considered to have **special needs** requiring additional provision largely differ across countries.

Inclusion requires a move away from a concern with the categories a learner may or may not fall into, to focus on the barriers some learners experience that lead to marginalisation and exclusion. This leads to an overall focus on **learners vulnerable to exclusion** by the education system. Agency work focuses on supporting the development of **inclusive education** systems in its member countries to ensure every learner's right to inclusive and equitable educational opportunities. This aim is directed at **all learners**, while recognising the need to specifically address specific **learners vulnerable to exclusion**.

Agency work acknowledges that every learner has their own unique experiences of discrimination and/or barriers to learning. All aspects of Agency work aim to consider everything and anything that can marginalise learners and increase their chances of exclusion (European Agency, 2021¹). This requires a move away from a medical approach and labelling with separate provision for different groups, towards a rights-based approach that focuses on the barriers within the system ([European Agency, 2022a](#)).

Central to this commitment and understanding of inclusive education are the legal definitions or descriptions in policy that Agency member countries use to identify and potentially label learners to make additional provision and resources available for them based on their needs.

The Agency also acknowledges the growing need to take account of **intersectionality** – the interconnected nature of all social categorisations – when considering the needs of all learners. Intersectionality is the understanding that a person, group of people,

¹ European Agency for Special Needs and Inclusive Education, 2021. *Multi-Annual Work Programme 2021–2027 Parameters*. Odense, Denmark. Unpublished



organisation or social problem is affected and impacted upon by a number of pressures, forces, levers, discriminations and disadvantages. It considers everything and anything that can marginalise learners and increase their chances of exclusion. This includes, but is not limited to:

... gender, remoteness, wealth, disability, ethnicity, language, migration, displacement, incarceration, sexual orientation, gender identity and expression, religion and other beliefs and attitudes ([UNESCO, 2020](#), p. 4).

The Agency's current [Multi-Annual Work Programme](#) (2021–2027) highlights the concept of intersectionality.

The Legislative Definitions around Learners Vulnerable to Exclusion activity

[Legislative Definitions around Learners Vulnerable to Exclusion](#) aimed to collect information from Agency member countries focusing on legislative definitions around learners vulnerable to exclusion in education systems. It collected evidence to indicate where countries currently stand regarding the **definition of** and **approach to** learner groups and risk factors within inclusive education systems. There was a particular focus on legislative definitions and descriptions around a broad vision of inclusive education for **all learners**.

Specifically, the activity examined how Agency member countries legally define and describe learners' needs in terms of considering them as groups of **learners with special needs** or **learners vulnerable to exclusion**. It also considered how **anti-discrimination legislation** and **legislation for inclusive education** define and/or describe learners' needs, and explored the concept of **intersectionality**.

In the activity, the term '**learners' needs**' is understood as a way to highlight a requirement for educational provision and/or support without applying a label based on an external factor that in some way describes or impacts upon an individual or group of learners. Using the non-categorical term 'learners' needs' would be an **ideal** approach for countries to take and is in line with the Agency position on inclusive education systems ([European Agency, 2022b](#)).

The **reality** – as evidenced by analysing countries' legislative definitions or descriptions in policy around learners' needs – clearly indicates that legislation and policy documents describe learners' needs with less of a focus on learner requirements for provision and support, and more on externally generated labels that identify groups of learner characteristics.

The activity uses the terms '**categories of groups of learners**' and '**groups of learners**'. They refer to the groups of learners identified through the analysis conducted in this activity. However, it must be made clear that references to categories of groups of learners do not in any way endorse or promote the labelling of learners. The term 'groups of learners' has been applied as a way of investigating where and how country legislation and policy make distinctions between different groups of learners who may be vulnerable to exclusion.



As with the journey towards inclusive education, legal definitions may be developing towards **learners vulnerable to exclusion** and the consideration of **intersectionality**. Therefore, to respect the context of all countries, information on **special needs** categories is considered, as well as definitions considering **all learners**.

Please refer to the [Legislative Definitions around Learners' Needs – Policy Brief](#) for more information about the activity.

How the country reports were prepared

Agency team members compiled evidence from 35 Agency member countries.

Agency team members collected the information in this country report from Agency reports, the [country information pages](#) and [Eurydice](#) sources. The extracts focus on identifying **legal definitions** around learners vulnerable to exclusion. They do not cover the different forms of provision for these learners. However, it is recognised that in some cases there may be *operational* definitions rather than *legal* definitions.

The extracts are considered evidence of a *legal definition* and are included if they explain how a term is understood within legislation and policy. In some cases, there may not be an extract that provides this information; however, the legal documents provide indirect evidence that a legal definition may exist. Where this indirect evidence was found, it has been included.

It is to be expected that there may not be information available in response to every question, as country contexts differ and each country is at a different stage on the journey to develop inclusive education. Therefore, a wide range of questions was selected to allow evidence to be collected from every Agency member country.

Each of the first three sections begins by clarifying key terminology.

This report includes three sections with information that the Agency team compiled:

1. [Legal definitions of special needs](#)
2. [Legal definitions of learners vulnerable to exclusion](#)
3. [Legal definitions of inclusive education](#).

Section 4 contains [additional questions](#) that country representatives could choose to answer. Country representatives also had the option to review and amend sections 1–3.

The completed country reports served to identify trends within and across countries on legal definitions related to learners vulnerable to exclusion. The activity report, [Legislative Definitions around Learners' Needs: A snapshot of European country approaches](#), explains how the country reports were used for the analysis and presents the findings.



LEGISLATIVE DEFINITIONS AROUND LEARNERS' NEEDS IN BELGIUM (FLEMISH COMMUNITY)

1. Legal definition of special needs

A learner with special needs is understood as a learner who:

... for a wide variety of reasons, require[s] additional support and adaptive pedagogical methods in order to participate and meet learning objectives in an education programme. Reasons may include (but are not limited to) disadvantages in physical, behavioural, intellectual, emotional and social capacities ([UNESCO Institute for Statistics, 2012](#), p. 83).

1.1 There is a legal definition of special needs

Evidence

Learners with an official decision of SEN are entitled to follow the common curriculum in mainstream schools or an individual adapted curriculum in mainstream or special schools (*buitengewoon onderwijs*) ([EASIE](#)).

1.2 The legal definition of special needs is found in laws and policies

Evidence

Decree on primary education of 25 February 1997 and the Codex Secondary Education of 17 December 2010

Definition of learner with special educational needs:

... learner with long-term and significant participation difficulties due to the interplay between:

- (a) one or more intellectual, psychological, physical or sensory disabilities and;
- (b) limitations in performing activities and;
- (c) personal and external factors;

[Decree on primary education, article 3, 28°](#)

[Codex Secondary Education, article 3, 17°/4](#)

1.3 The legal definition of special needs is found in strategies and programmes

Evidence

No information found.



1.4a Does your country's legal definition of special needs specify particular groups of learners?

No.

2. Learners legally considered vulnerable to exclusion from education

Within this document, the term **learners vulnerable to exclusion** encompasses all learners whose educational experience is 'impacted upon by a number of pressures, forces, levers, discriminations and disadvantages' (European Agency, 2021, p. 6). These learners may or may not fall into categories of special needs and a special type of provision may or may not be available to support them.

Although there may not be an official definition of learners vulnerable to exclusion, learner groups which are addressed in different legal documents as receiving support and not identified as learners with special needs are listed here.

2.1 There is a legal definition of learners vulnerable to exclusion from education

Evidence

Newly-arrived learners with a foreign mother tongue can attend reception classes and receive extra support in a follow-up year. Disadvantaged learners, migrant learners and learners from ethnic cultural minorities may be prioritised at registration. Schools where a minimum number of learners from these groups are enrolled receive extra support within the framework of the equal educational opportunities policy ([Country information](#)).

2.2 The legal definition of learners vulnerable to exclusion from education is found in laws and policies

Evidence

The Flemish Parliament Act of 10 July 2008 (Decree establishing a framework for Flemish equal opportunities and equal treatment policy) ([Country information](#)).

2.3 The legal definition of learners vulnerable to exclusion from education is found in strategies and programmes

Evidence

No information found.

2.4a Do your country's legislation, policies or strategies specify particular groups of learners?

Yes.



2.4b Which specific learner groups are legally considered to be vulnerable to exclusion from education across legislation, policies or strategies?

Specific learner groups	Evidence
Disadvantaged children/young people (both native and from ethnic minorities)	Decree on Basic Education, article 138–139 sexies decies and article 153 septies; Codex Secondary Education, article 224–241/1 for mainstream secondary education, article 317–322/1 for special secondary education Country Policy Review and Analysis , p. 5 Country information
Learners from lower socio-economic backgrounds	Decree on Basic Education, article 138–139 sexies decies and article 153 septies; Codex Secondary Education, article 224–241/1 for mainstream secondary education, article 317–322/1 for special secondary education Country Policy Review and Analysis , p. 5 Country information
Foreign-language newcomers	Decree on Basic Education, article 138–139 sexies decies and article 153 septies; Codex Secondary Education, article 224–241/1 for mainstream secondary education, article 317–322/1 for special secondary education Country Policy Review and Analysis , p. 5 Country information
An equal opportunities approach to people with disabilities	Flemish Parliament Act of 10 July 2008 (Decree establishing a framework for Flemish equal opportunities and equal treatment policy) (Country information)



Specific learner groups	Evidence
<p>For access to SEN support in mainstream schools or to special education, learners with disabilities are classified into eight types based on the nature of the (main) disability.</p> <ul style="list-style-type: none">• Type of basic provision, for children for whom the educational needs are of such kind and for whom it can be demonstrated already during mainstream pre-primary or primary education that the reasonable accommodations, including remedial, differentiating, compensatory or dispensing measures, are either disproportionate or insufficient to enable the learner to continue to be included in a mainstream school within the common curriculum• Type 2: for children/young people with an intellectual disability• Type 3: for children/young people with an emotional or behavioural disorder who do not have an intellectual disability• Type 4: for children/young people with a motor disability• Type 5: for children/young people who have been admitted to hospital, a residential setting or who are staying in a preventorium• Type 6: for children/young people with visual impairments• Type 7: for children/young people with hearing impairments or speech or language impairments• Type 9: for children/young people with autism spectrum disorder and who have no intellectual disability.	<p>Decree on measures for learners with special educational needs – M-decree (Eurydice)</p> <p>Decree on primary education of 25 February 1997, article 10, 15, 16, 172quinquies and 172quinquies/1.</p> <p>Codex Secondary Education of 17 December 2010, article 259, 294, 352, 314/8, 314/9</p>



2.5a Does anti-discrimination and equal rights legislation address different learner groups in the education system?

No information found.

2.5b Which specific learner groups are listed in anti-discrimination and equal rights legislation?

Specific learner groups	Evidence
No information found.	No information found.

3. Legal definition of inclusive education

The Agency views **inclusive education** as:

... a systemic approach to providing high quality education in mainstream schools that effectively meets the academic and social learning needs of all the learners from the school's local community ([European Agency, 2015](#), p. 2).

In inclusive education:

Learners are placed at the centre of a system that needs to be able to recognise, accept and respond to learner diversity. Inclusive education aims to respond to the principles of efficiency, equality and equity, where diversity is perceived as an asset. Learners also need to be prepared to engage in society, to access meaningful citizenship and to acknowledge the values of human rights, freedom, tolerance and non-discrimination ([Soriano, Watkins and Ebersold, 2017](#), p. 6).

3.1 There is a legal definition of inclusive education

Evidence

No information found.

3.2 The legal definition of inclusive education is found in laws and policies

Evidence

No information found.

3.3 The legal definition of inclusive education is found in strategies and programmes

Evidence

No information found.

3.4 Do legal documents related to inclusive education refer to all learners, specific learner groups, or both all learners and specific learner groups?

No information found.



4. Additional questions

4.1 Are there other specific learner groups that receive additional support within the education system that have not been accounted for in this document? If yes, which legal documents (legislation, policies or strategies) address them?

No information.

4.2a Is the term or concept of 'intersectionality' mentioned in legislation?

No.

4.2b Share details on how the concept is mentioned in the legislation

No information.

4.3a Are there any proposals/plans for changes in legislation focused on learners vulnerable to exclusion?

Yes.

4.3b What proposals or plans exist for changes in legislation focused on learners vulnerable to exclusion?

A new decree on learning support will come into force from 1 September 2023. This decree will see the implementation of a final model for supporting learners with special educational needs and their teachers and school teams in mainstream schools. Learning support centres will be created. There will also be measures for quality education in mainstream and special schools.

4.4 Do you have any further comments?

No information.