

# NATIONAL RECOMMENDATIONS PAPERS ON REFUGEE AND MIGRANT CHILDREN'S INTEGRATION

# **BELGIUM**





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National recommendation paper – Belgium: The socioeducational integration of migrant-background minors in Belgium: evidence and policy recommendations from IMMERSE project

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## 1. Executive summary

This policy paper aims to review the indicators, the results of the analysed survey data, and consultation efforts from the IMMERSE Project in Belgium, to highlight good practices by macro, meso and micro level stakeholders regarding the socio-educational integration of migrant children into Belgian schools and other learning environments. It further aims to make policy recommendations on policy areas where Belgian government education authorities, educational institutions and all stakeholders involved in working with migrant-background children could enact changes to the benefit of the integration process.

# 2. The Belgian context

In 2021 Belgium received 26,000 asylum applicants which was a 54% increase compared to 2020 and over 7,000 of these applicants were children. The main countries of origin for these applicants included Afghanistan and Syria (Desmée & Cebotari, 2023). Pressures are exacerbated by an influx of migrant children since the start of the Russo-Ukrainian war. In 2022 around 63,356 people fleeing Ukraine received temporary protection status in Belgium (EMN, 2023). By May 2022, c.30,000 refugees from Ukraine had registered, 37% of them being of school age. Eurostat estimates that the share of non-national children in the child population of Belgium is 12% - >16 % (EUROSTAT, 2023).

Belgium is a federal state constituted by language-based communities/territorial regions; Flanders, Wallonia and Brussels Capitol Region. Schooling is mandatory for children between 5 and 18 in Belgium, irrespective of residence status. Each community has competency over education and the two main language regions (Dutch and French) have adapted a pedagogical approach of DASPA (French) and OKAN (Dutch) classes for migrant or asylum-seeking children. In primary schools in the Dutch system, individual schools decide how to structure OKAN, either in mainstream classes or as separate classes. In the French primary system, separate DASPA classes are required until competency is ensured. From secondary school (c. age 12), in both systems OKAN/DASPA classes are segregated classes. They focus on the linguistic competency of migrant students before encountering subject classes. This has drawbacks for integration; newly arrived children are isolated from mainstream schooling and from chances to socially mix with non-migrant children.

There are problems due to transience and unstable housing situations, for instance for Unaccompanied Migrant Minors (UAMs). There can be a lack of adequate public transport (Kinderrechtencoalitie Vlaanderen, 2018) and children can be transferred between language communities during asylum proceedings which interferes with linguistic acquisition and educational progress.

There is a shortage of teachers in Belgium and a shortage of OKAN/DASPA classes (Vlaamsparlement, 2023). The problems encountered in the transition from reception classes to mainstream education are evident in an attainment gap between migrant and non-migrant children, one of the highest in Europe. This is exacerbated by high rates of poverty amongst migrant children who are often concentrated in disadvantaged communities (Schleicher, 2018). PISA reports reflect the fact that educational attainment levels are high, yet there continues to be a problem of equity (Schleicher, 2018). Factors such as migration background and socio-economic status still have a strong determining relationship with students'



educational achievements and trajectories.

Despite teacher training in subject skills, as well as training that includes courses on sustainability and diversity, teachers are often not fully equipped to address the specific learning needs of students from migration backgrounds. In OKAN and DASPA classes, teachers are generally highly skilled and attuned to the needs of their students. In mainstream academic, technical and vocational education teachers are often less versed in methods that address certain classroom learning needs of migrant children. Some communities (i.e. City of Mechelen) have made progress in improving integration and educational attainment through targeted progressive policies across communities and schools, but these initiatives are not broadly adopted across Belgium.

## IMMERSE project: evidence-based considerations and critical issues

IMMERSE is a European project<sup>1</sup> aimed at understanding how effectively children of migrant origin are integrated in different educational systems in 6 countries: Belgium, Germany, Greece, Ireland, Italy, and Spain. The project consulted available information sources and carried out a large-scale survey based on IMMERSE dashboard of indicators to explore different areas of the life of children and adolescents in these countries.

#### **IMMERSE Dashboard of indicators**

The IMMERSE dashboard was developed in the preliminary stages, based on a co-creation process: opinions of migrant and refugee children and their families, and people in close contact with them in schools, NGOs and at policymaking level were accessed via workshops, focus groups and interviews to explore these stakeholders' direct experiences to obtain a meaningful definition of integration. The Dashboard consolidates the main parameters that have been collected and analysed regarding the socio-educational integration of migrant children in the six participating European host countries to be accessible to all stakeholders and to provide a cross-cultural framework for investigating integration policies for migrant children in educational settings across countries. The indicators cover fundamental aspects at the three levels of integration: micro level (children and their families), meso level (education centres, educational communities and neighbourhoods) and macro level (broader civil society and its institutions).

The final version of the IMMERSE dashboard<sup>2</sup> is based on 30 indicators, specifically 14 for integration outcomes and 16 for promoting and impeding factors for integration outcomes. The results of integration (outcomes) are divided into five dimensions (access to rights, language and culture, well-being, social connection and educational achievement), while the factors facilitating or opposing integration (determinants) are instead linked to the areas of leadership politics, school segregation, learning support, mental health services, negative attitudes, school organisation and teachers.

#### **Data collection results for Belgium**

IMMERSE data collection took place in formal (primary and secondary schools) and non-formal (such as after-school programs) educational environments. It aimed to investigate the interaction between students, educators, and the community in which learning took place. IMMERSE sought to identify and measure key areas for intervention to help students reach their potential and to establish bridges between people from different cultures, thus contributing to building more supportive and cohesive societies.

In Belgium, 1,272 children completed the IMMERSE surveys, with a significantly higher number of Older Children (10-18) participating, comprising 92% of survey takers, than Younger Children (7-9) who comprised 8% of the responses. The 22% were non-migrant children, while the largest portion of answers came from students who identified as first-generation migrants (40%) with second generation migrants representing another 38%. Respondents identified their gender as 50% female, 48% male and

<sup>1</sup> For more information, please visit https://www.immerse-h2020.eu/

<sup>2</sup> To discover the IMMERSE dashboard, please visit: https://www.immerse-h2020.eu/selection-and-creation-of-dash-board-of-socio-educational-integration-indicators/

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2% in another way. Developmental stage at the time of the survey was broken down into 5 categories.

And participants recorded their current education level at the time of the surveys as: Secondary school 81%, Primary school 14%, taking courses/classes but not in a regular Secondary school 4%, not in any kind of education right now 1%.

The majority of first-generation children are born in Belgium, while a percentage above 1% of respondents come from 35 different countries<sup>3</sup>.

#### Integration outcomes<sup>4</sup>

The majority of migrant-background children survey respondents in Belgium (62%) declare a high competence in French or Dutch, but it is a relatively small majority. One third of the migrant-background children in Belgium (32%) declare a medium competence in French or Dutch.

On a positive note, more than half of all responding migrant-background children in Belgium (58%) feel close to both their cultures of origin (parents' country/countries of origin, language or religion) as well as to other groups of people. This is the largest percentage across IMMERSE countries (average 45%), suggesting that Belgian integration policies and actions might have effectively worked. Considering the gender variable, the percentage of children feeling close to people from both the culture of origin and other groups of people is larger for girls (64%) than boys (55%), although the difference is small. The percentage is notably smaller though for children who define their gender "in another way" (47%).

Nonetheless, a smaller proportion (13%) feel close to their cultures of origin exclusively. Moreover, almost one third of them (29%) do not feel close to their cultures of origin. This is probably connected to the fact that most migrant-background respondents are born and grow up in Belgium, developing a strong connection with the local culture.

At a personal level, only over one third of migrant-background children in Belgium (35%) declare a high level of feeling of belonging in their schools. This percentage is notably below the average (48%) and the lowest across IMMERSE countries. The majority (58%) declare a medium level of belonging. Moreover, the majority of migrant-background children in Belgium declare being quite or very happy (82%), but still 18% declare feeling not very or not at all happy.

Half of the migrant-background children in Belgium (52%) declare a high level of support from friends and peers. Only a marginal proportion declare a low level of support (8%), although this is the highest among IMMERSE countries (average 5%) and equal to Italy.

Similarly, half of the migrant-background children in Belgium (51%) declare a high level of support from teachers. In contrast, only a small proportion declare a low level of support (7%), which is slightly more than most other IMMERSE countries (average 5%).

Teachers and schools are clearly trusted by slightly more than half of the migrant-background children in Belgium (55%), but still one out of five migrant-background children (18%) distrust teachers and schools.

Beyond the school environment, the health system is the most trusted among the migrant-background children in Belgium, followed by the educational system and the police and justice system. Doctors and hospitals are trusted by the majority of these children in Belgium (69%). Police and the justice system are trusted by over half of the migrant-background children in Belgium (55%).

#### Integration barriers and facilitators

<sup>3</sup> The highest number came from Bulgaria (13%) followed by Ukraine (19%), Afghanistan (9%), Spain (8%) and Syria (5%). The Republic of Columbia, Eritrea, Ghana, Morocco and the Netherlands each made up 4%, followed by Turkey at 3%, Albania, France, Guinea, Iran, Poland and Somalia at 2%. Each of the eighteen remaining countries were identified as the country of birth of 1% of respondents; 5 of these within the EU (Germany, Italy, Portugal, Romania and Slovakia), the rest from the rest of Europe/Asia (Russia, Armenia, State of Palestine, Iraq, Nepal, Pakistan, Philippines), Africa (Democratic Republic of Congo, Nigeria, Rwanda, Senegal), and North and South America (U.S.A, Brazil).

<sup>4</sup> Results are referred to migrant-background children.



Studying the experience of bullying, the 44% of migrant-background children affirm that they have been bullied at some point. The percentage of migrant-background children who have been bullied is notably smaller for boys (39%) than girls (49%). The same is true for migrant-background children who defined their gender "in another way" (47%). The percentage of children who declare to have been bullied notably decreases with migrant-background: from 55% of native children, to 50% of second-generation migrant children and to 37% first-generation children. It is interesting to note that fewer migrant children reported being bullied than native children although this may be explained in part by the fact that many first generation migrant children are in segregated OKAN and DASPA classes. The difference between second generation and native children was less pronounced although still interesting to note that the former reported less bullying than the latter.

Only over 60% of the migrant-background children in Belgium attend language or learning support (either at school or in their neighbourhood).

Among migrant-background children, 45% declare participating in after-school learning or language support in their school and outside of schools. The percentage of girls who use supplemental language or learning support is smaller (56%) than boys (66%) and that of children who define their gender "in another way" (64%).

Considering extra-curricular activities (such as sport, music, art, etc.), the percentage of migrant-background children who attend them at their school or neighbourhood is nearly 60%, highlighting the good but still insufficient offer of support activities. It diminishes from boys (65%) to girls (54%), and even more so from children who define their gender "in another way" (33%).

#### **Qualitative insights**

To evaluate more in depth the socio-educational processes of integration in Belgium, qualitative research activities were carried out. Data was acquired from the cities of Mechelen and Brussels via photovoice samples.

In the former, the Photovoice sample was composed of male and female students, aged 12-16 attending secondary school in Mechelen. They lived with their families and had all arrived in Belgium in the last five to ten years from the war in Syria. The themes that dominated their responses as important for creating a sense of inclusion, belonging and integration were the following. Schools, youth organisations and leisure activities were seen as places that could foster friendship and increase feelings of belonging. Links to culture of origin were deemed important to maintain, while leisure activities including those run by schools were seen as fundamental for promoting well-being. Educational settings (both primary and secondary) were found to be key for fostering community and a sense of belonging.

In the latter, participants were a mix of male and female students aged 12-18, all attending OKAN classes in secondary school in Belgium. They lived with their families in the city of Brussels and had arrived from Ukraine, Rwanda, Spain, Columbia, Turkey and Moldova. Responses were similar but additionally included the need for access to nature, opportunities within educational settings to share memories, and chances to achieve in school as important for fostering belonging and integration.

Teachers, principals, policymakers and other stakeholders indicated problems inherent to the Belgium school system that are barriers to integration. Lack of financial resources, teacher shortages, lack of intercultural learning material, lack of support in the transition from reception/bridging classes to mainstream education, linguistic barriers for migrant families due to language policies, particularly in Flanders, were amongst issues raised in qualitative interviews.

#### **Good practices**

Partners identified 60 good practices aimed at inclusive education and social innovation at local, national or EU level, to develop ideas and methods for a common model of integration and a more welcoming school for minors with a migration background<sup>5</sup>. Good practices were analysed for efficacy, political

<sup>5</sup> This summarises the results of the analysis available in the publication IMMERSE (2022). All 60 good practices can be found



relevance, efficiency, reproducibility and transferability.

Each proposed good practice corresponded to one or more of the indicators in the project's Dashboard and most aimed to promote access to and completion of formal education for children of a migration background. They aimed to promote skills acquisition such as language, and to provide cultural support to improve belonging and relationships. Most sought to increase children's sense of belonging and some aimed to develop innovative approaches for greater inclusion, new models of governance and intercultural teaching methodologies with child-centred education.

From co-curricular support for academics and language to vocational training and leisure activities, good practices encompassed a broad range of actors from sectors such as health, research and education, from organisations, schools, NGO's, universities and government institutions. Good practices were therefore mapped with an interdisciplinary and multi-stakeholder approach.

The identified projects were recipients for private, governmental, or European funding.

#### **Good Practices in Belgium**

Groep Intro is a non-profit organisation committed to working towards an inclusive society. It works across towns and cities in Flanders working on projects in the labour market, in schools, in the justice system, in communities and in leisure activities. Groep Intro engages Youth Workers who work with young people at risk of social exclusion, including those in the Secondary School OKAN classes both in schools and in the communities. An example of a project is CHILLweek in Mechelen aimed specifically at children from migrant backgrounds. In the Spring break of 2019, 40 young people, between 12 and 18 years old from the various OKAN classes, were introduced to Mechelen leisure activities. CHILLweek was an initiative of the municipality of Mechelen, in collaboration with the Agentschap Integratie & Inburgering and Groep Intro. Groep Intro also works on projects in part-time and apprenticeship education, including dual-learning, and offers individual coaching and initial training and work experience for young people, providing access and information for accessing the local labour market. The financing comes from within, but additional local subsidies enable project extensions.

# 4. Policy implications and recommendations

Based on IMMERSE research results, we strongly recommend to the Belgian Government the adoption of a cohesive federal policy with regards to integration approaches in education across educational authorities, so that the approaches to integration are at best streamlined and, at the very least, complementary. This implies that the Flemish Educational Authority (Vlaams Onderwijs) and the French-speaking Education Authority (Fédération Wallonie) must work together to find some common approaches to support integration of children from a migration background which are underpinned with the following considerations.

From a regional policy level we recommend to the Vlaams Onderwijs en Vorming and the Federation Wallonie, who have competency over education in their regions, that the general syllabuses for schools should be reviewed and revised from an intercultural education perspective. This means that subjects should not be taught exclusively through a strictly Belgo-centric lens. The long-standing tendency to teach subjects from a single perspective should be challenged and revisited. This should be introduced early, in primary and secondary education, by already including other perspectives. In countries such as Belgium where a large portion of migrant-origin children have roots in European ex-colonies (such

in IMMERSE's Online Digital Database https://www.immerse-h2020.eu/online-digital-database-of-good-practices-and-re-sources-in-social-integration-of-refugee-and-migrant-children/

<sup>6</sup> Examples of ways to do this include reading books by non-European and especially Global South writers; considering and validating historical events through perspectives of both colonisers and the colonised; exploring Greek and Arab roots in maths and science, Mesopotamian contributions to law, ancient Egyptian contributions to gym class in the form of hula hoops, etc

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as Congo and Morocco), this intercultural approach will be critical in acknowledging and validating different experiences and perspectives from the past, and together building a common facing future. This recommendation requires a commitment to a principle of openness which must be embedded into teacher training at all stages.

We strongly recommend to both the education authorities that, from an educational policy approach to integration, a new more multi-language approach should underpin classroom practice. We recommend that educational institutions should adopt a pedagogical approach based on openness and positivity towards all the mother tongues represented in the classroom and this may require a top-down policy initiative. This approach would increase feelings of belonging and acceptance amongst non-Belgian or migrant-origin Belgian children in education by removing any alienation or stigma suffered by speakers of other languages (both students and their families). Host languages should be valued as an educational tool, rather than being viewed as a hindrance to accessing host language skills.

We recommend that both federal and regional governments address the clear need for investment in the education of specialised teacher training programmes for both OKAN/DASPA and mainstream teachers. Furthermore, we recommend that authorities pursue a policy that every school should be expected to offer basic access to OKAN and DASPA services in every locality, so that schools share the responsibility for integrating migrant children.

We recommend that the Vlaams Overheid and Gouvernement Wallon, address much needed structural changes to the system of allocating schools and housing, and look to policies for increasing the availability of long-term, low-cost, social housing which would reduce transience and ensure that children are less likely to be moved between language communities. We strongly recommend co-ordination between regional and local governments, reception centres and agencies and education institutions to reduce the need for migrant children to change schools during asylum proceedings.

In pursuing these ends, we recommend that the regional education authorities adopt new policies for teacher training, so that institutions can pursue training courses that deliver methodologies that aid integration, accessible to all teachers, including specialist subject teachers. For integration to be successful, intercultural education should be embedded in the professional training and development of teachers throughout their professional careers. This approach to initial and continuing teacher training would enhance trust between teachers and students, an element that seemed to be particularly lacking in regular secondary classrooms, beyond OKAN and DASPA dedicated classrooms.

We recommend that all people working within the sphere of education - emanating down from federal and regional policy makers to school leaders and teachers - should be equipped with cultural sensitivity and openness training in order to create an understanding and receptive classroom environment. When outreach to parents is strong in schools, feelings of belonging and integration for children improve.<sup>7</sup>

Finally, we recommend to education institutions and practitioners that classroom policies and planned learning outcomes should begin with an approach that explicitly puts each child, and the range of his or her lived experiences, identities and worldviews, at the centre. This" whole-child approach" and the principles of "care and compassion" is seen to significantly impact on well-being. This incorporates a nurturing of all aspects of the child and strengthens his or her foundations in self and society. This requires both a pedagogic and pastoral approach to education and requires specific intercultural training for local authority officials, leaders, teachers and support staff. It is crucial to also engage foreign-language speaking parents and guardians. This clearly means that, at the governmental level, financial resources should be earmarked to support training for this approach, and policy goals should be explicit, so that school regulations and guidelines can be enacted.

<sup>7</sup> This is confirmed by other projects, such as Intereg SIREE project that was conducted in Belgian schools where teachers, parents and students recorded the benefits for all stakeholders in programmes that encouraged regular outreach to, and communication opportunities with, parents of children from migrant backgrounds, and facilitated new approaches to learning, such as increased sensitivity from both sides to different cultural norms during physical education classes. Forums to engage with migrant parents, with translators or in a common language that is spoken which may not be the host language, helped to facilitate group meetings.



#### Children's recommendations for inclusive schools and societies

Based on preliminary findings, consultations were undertaken in Belgium as a focus group with 12 OKAN students aged 12-17 from Turkey, Spain, Ukraine, Columbia, Moldova and Rwanda, and their teacher. This addressed early findings to receive feedback from students about what they feel could improve some of the less positive Belgian statistics.

They suggested that school communities in Belgium could improve happiness in school with more social and entertainment activities (movie nights, sports, dances), a greater emphasis on teaching content that explores global topics, more fun learning activities (such as kahoot).

Newcomer students could be helped to feel more supported by fellow students by having more mixing events with mainstream classes and OKAN/DASPA classes, including trips to museums and sport tournaments, encouraging opportunities for communication between OKAN/DASPA and mainstream students. This cohort said that school systems in Belgium could be easier to trust if there was less of a "chasm" between teachers and students – that teachers should be less subject-focused and more aware of psychological needs of students. Lessons could involve less teacher talking and writing, and more interactive work, such as games or discussions. Teachers could better support newcomer students if they made sure that they were approachable and tried to make the class interesting

#### 5. Conclusions

The results of IMMERSE quantitative and qualitative research have identified some of the particular challenges that the integration of migrant children into the two main Belgian education systems presents. Problems such as language acquisition are sometimes exacerbated by an asylum system that is federal in nature but school systems that are regional, while OKAN and DASPA schools do not always provide the best method of integration into school cultures. Data reveals a need to do more to promote happiness and belonging in schools, trust in teachers and in school systems and feelings of support from teachers and peers. The implementation of a more federal approach to educational policy may help. Belgian classrooms are increasingly diverse and attainment gaps in academic achievement additionally need to be addressed. Some intercultural educational approaches are identified but these need to be normalised across curriculums and age categories in schools. Regarding languages, the need for competency in the language of pedagogy may be better approached by better allowances for those whose language skills are still developing. This has implications for governmental policy objectives, organisation of teacher training institutions. Classroom, subject and OKAN/DASPA teachers all require funding and training as to facilitate better transitions from reception/bridging education into mainstream classes. All teachers should have training that provides awareness and strategies to address the particular linguistic and cultural demands of their subject(s) for non-native students. Additionally, it is fundamental to enabling parents to find ways to engage with the school, despite a linguistic barrier. Finally, there is an urgent need to put the well-being of the child as a central tenet in education, with all the cultural/historical/language sensitivity and requisite training that it entails.



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