



Out-of-School Children in Brazil

**A warning about the impacts of the
COVID-19 pandemic on Education**

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Presentation

In recent years, Brazil has made slow progress guaranteeing the access of all children and adolescents to education. There was modest growth in the number of girls and boys aged 4 to 17 who were enrolled in school in the period from 2016 to 2019.

However, inequality remains a problem in the country. In 2019, almost 1.1 million school age children and adolescents were out of school in Brazil, most of whom were aged 4 to 5 and 15 to 17.

This situation mainly affects those who already live in situations of vulnerability. Most of the children who were out of school were black, brown and indigenous. The numbers were also proportionally higher in the North and Midwest regions of the country. Out of every 10 children and adolescents who were out of school, 6 lived in families with a family income of up to ½ minimum wage *per capita*. Therefore, the social inequalities identified in our society were reflected by out-of-school rates.

Then came the Covid-19 pandemic. The pandemic has severely impacted and deepened situations of inequality and exclusion in the country. Schools had to be closed, and those who were already being excluded were further removed from their right to education. Children who were enrolled but were not able to take part in school activities from home – either due to lack of internet access, worsening poverty or other factors – ended up being denied their right to education.

In November 2020, over 5 million girls and boys aged 6 to 17 did not have access to education in Brazil. Over 40% of whom were children aged 6 to 10, an age group in which education was practically universalized before the pandemic.

The numbers are alarming and are cause for urgent concern. The country risks being set back over two decades in guaranteeing access to education for all girls and boys. The safe reopening of schools, taking all necessary measures, is an urgent necessity when it comes to restoring the right to education. The next pages will explore the out-of-school children scenario in Brazil, the impacts of the pandemic, and what can be done to reverse this situation.

Have a good read!

Florence Bauer
UNICEF Representative in Brazil



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Introduction

Children who are denied their right to education have a social class and a color. The vulnerability faced by poor black, brown and indigenous children and adolescents in Brazil is no coincidence, nor is it the result of an unpredictable or uncontrollable historical process, it is the result of choices that condemn large portions of the population to invisibility, abandonment and silencing.

The data presented in this document indicates the efforts that must be undertaken by the Public Power – at the federal, state and municipal levels – to include all children and adolescents in school, and calls attention to public policy priorities that must be adopted in each region, state, and in Brazil as a whole.

The age groups that are most impacted by out-of-school rates are children aged 4 and 5 and adolescents aged from 15 to 17. The enrollment of these age groups was made obligatory in Brazil in 2009, by Constitutional Amendment No. 59, which included an implementation deadline of up to 2016. 12 years later, these are still the groups with the highest out-of-school rates, indicating that the right to Education, as established by Law, is still not a guarantee in the country.

Since adolescents aged 15 to 17 should be completing basic education, out-of-school rates in this group will probably drop over time even without the adoption of policies to guarantee the access and permanence of these adolescents in High School, since this age group has recently seen a demographic drop in in all Brazilian regions.

This is not the case of children age 4 and 5 — where, on the contrary, with the exception of the Northeast region, all other regions saw a population growth between 2016 and 2019.

Not only is keeping children out of school against the current legislation, it robs them of their right to systematized knowledge, impedes the development of skills and values necessary for socialization, and ultimately robs them of the possibility of making choices in the present and in the future.

This Brazilian context reaffirms the vulnerability of the population in these age groups and reflects the inefficiency of public policies in guaranteeing a fundamental human right.

The situation identified in 2019 was enough to mobilize leaders, education professionals at all management levels, children, adolescents, families and the society as a whole to demand the inclusion of all children in school. However, the deterioration of this situation in 2020 is alarming and calls for urgent action.

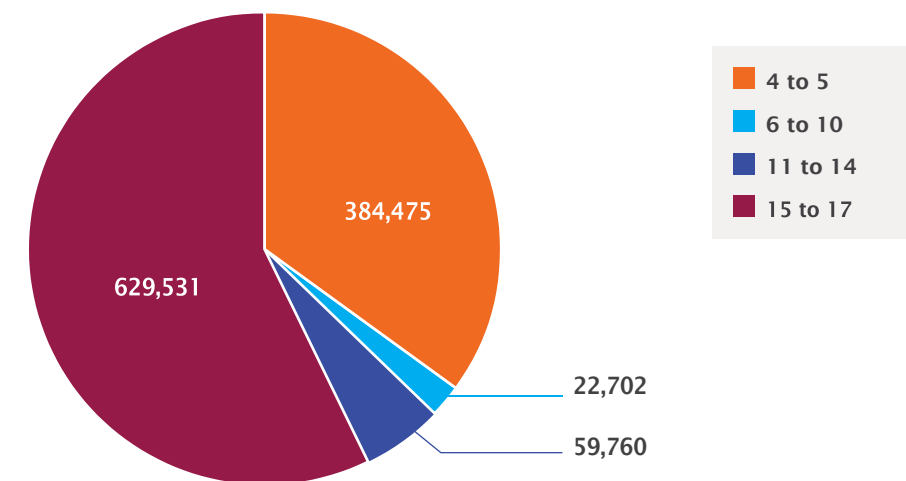


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1. Out-of-School Children in Brazil

It is estimated that almost 1.1 million school age children and adolescents were out of school in 2019 in Brazil, according to data from the National Household Sample Survey (Pnad). Most of these corresponded to the 15 to 17 age group – an age where all adolescents should be attending High School – and to the 4 and 5 age group, which corresponds to preschool, according to the Brazilian Education System.

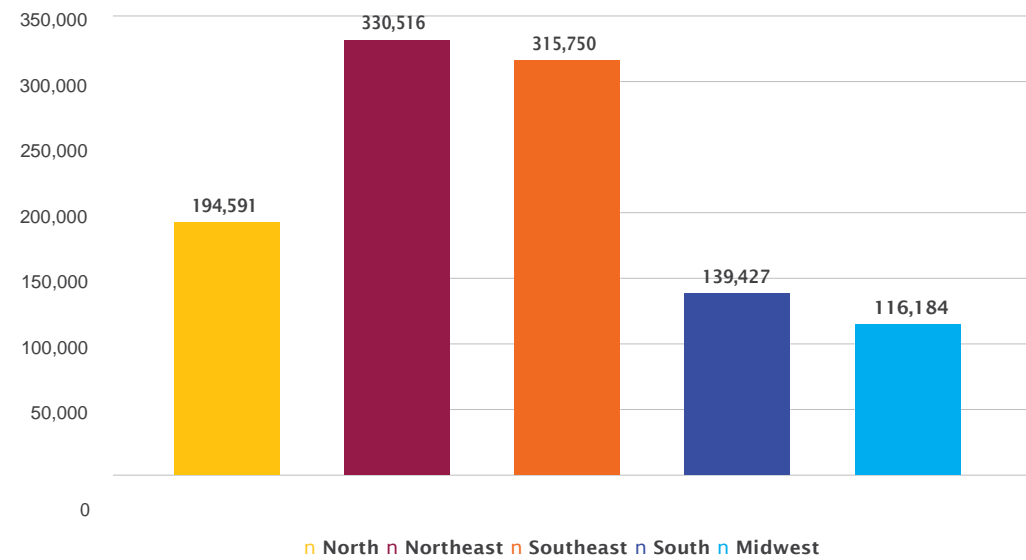
Graph 1. Out-of-School Population Aged 4 to 17, Brazil, 2019



Source: IBGE. Pnad 2019. Note: 549,466 adolescents aged 15 to 17 who declared they had completed high school were not considered in the calculations. Of these, 148,026 are currently attending school and 401,440 are not attending school.

The Northeast and Southeast regions concentrate, in absolute numbers, the majority of the out-of-school population in the country, as indicated by the following graph. This result is consistent with the fact that these two regions concentrate the bulk of the population.

Graph 2. Out-of-School Population Aged 4 to 17, by region, 2019



Source: IBGE. Pnad 2019. Note: 549,466 adolescents aged 15 to 17 who declared they had completed high school were not considered in the calculations. Of these, 148,026 are currently attending school and 401,440 are not attending school.

When comparing the population in this age group that had not completed basic education and that should be attending school with the out-of-school population in each of the regions, we note that this percentage is higher in the North and Midwest regions.

Table 1. Population aged 4 to 17 that had not completed basic education and was not attending school, Brazil and regions, 2019

	Population aged 4 to 17 that did not complete basic education	Out-of-School population aged 4 to 17	Percentage of the out-of-school population aged 4 to 17 in the North
North	4,492,766	194,591	4.3
Northeast	12,100,740	330,516	2.7
Southeast	15,253,319	315,750	2.1
South	5,192,524	139,427	2.7
Midwest	3,289,560	116,184	3.5
BRAZIL	40,328,908	1,096,468	2.7

Source: IBGE. Pnad 2019. Note: 549,466 adolescents aged 15 to 17 who declared they had completed high school were not considered in the calculations. Of these, 148,026 are currently attending school and 401,440 are not attending school.

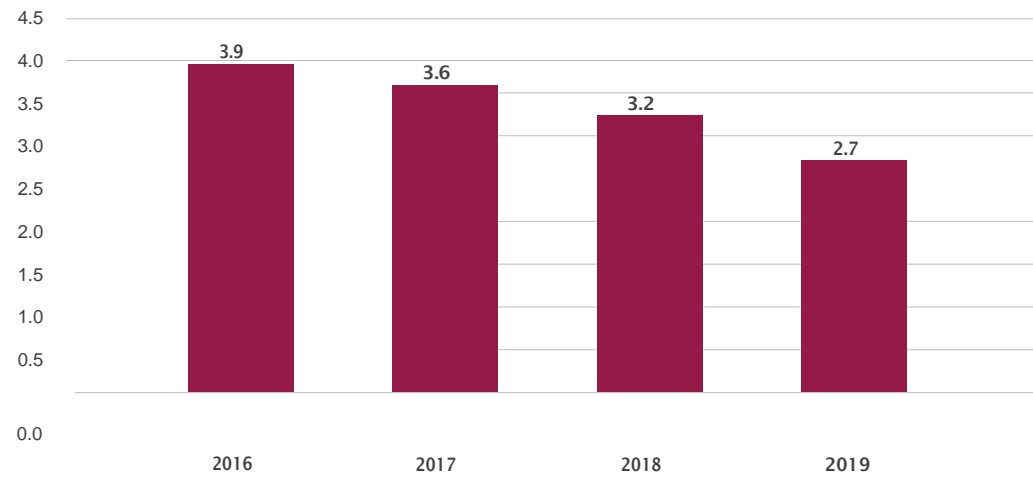


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Brazil had an estimated number of 10,133,545 children aged 0 to 3 in 2019. Of that total, 6,528,787 (64.4%) were not attending school, and 3,604,758 were enrolled in school. Considering the public and private networks, 2,583,329 children were enrolled in the public network and 1,021,429 attended private schools.

The data provided by the Continuous PNAD points to a percentage decrease in out-of-school children and adolescents in the country between 2016 and 2019.

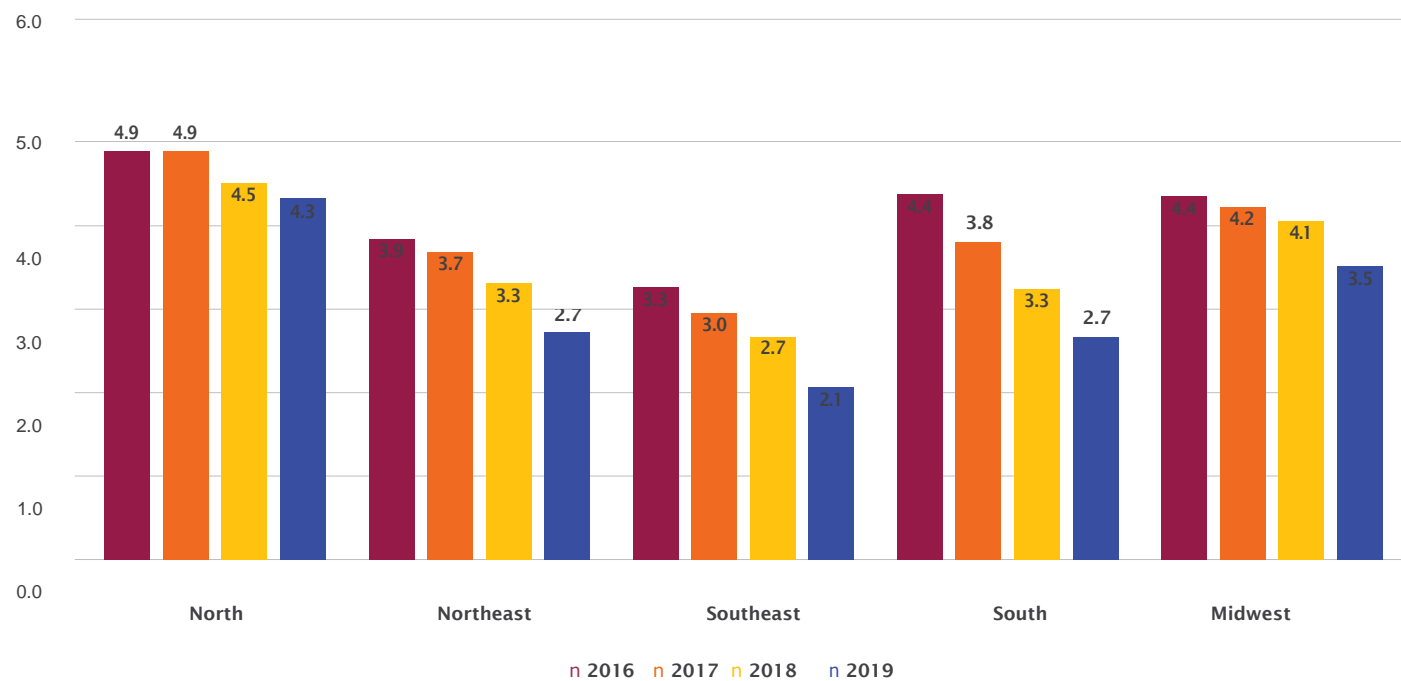
Graph 3. Out-of-school children and adolescents aged 4 to 17, Brazil (%) (2016-2019)



Source: IBGE. Pnad 2019. Note: 549,466 adolescents aged 15 to 17 who declared they had completed high school were not considered in the calculations. Of these, 148,026 are currently attending school and 401,440 are not attending school.

The North Region presented the highest out-of-school rates and also the lowest percentage decrease in the period between 2016 and 2019.

Graph 4. Out-of-school children and adolescents aged 4 to 17, by region (%) (2016-2019)



Source: IBGE. Pnad 2019. Note: 549,466 adolescents aged 15 to 17 who declared they had completed high school were not considered in the calculations. Of these, 148,026 are currently attending school and 401,440 are not attending school.

In all regions, children aged 4 and 5 and adolescents aged 15 to 17 represented the majority of the out-of-school population. The absolute number of children aged 4 and 5 saw an increase in recent years (2016-2019), with the exception of the Southeast Region. A drop in out-of-school children in this age group was also identified, with the exception of the North Region, which recorded an increase in this rate.

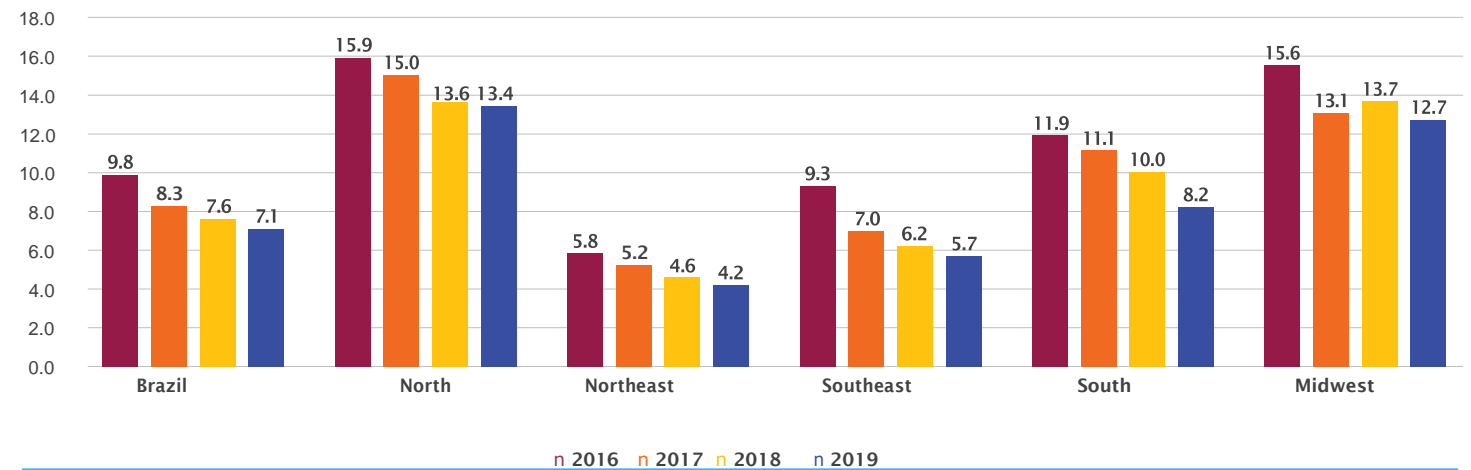
Table 2. Population aged 4 and 5 that had not completed basic education and was not attending school, Brazil and regions, 2019

	2016		2017		2018		2019	
	Population aged 4 and 5	Out-of-school population aged 4 and 5	Population aged 4 and 5	Out-of-school population aged 4 and 5	Population aged 4 and 5	Out-of-school population aged 4 and 5	Population aged 4 and 5	Out-of-school population aged 4 and 5
North	590,387	93,696	575,692	86,263	555,532	75,306	606,666	81,579
Northeast	1,587,266	92,489	1,562,781	81,149	1,530,770	69,933	1,554,897	65,993
Southeast	1,975,513	182,788	2,035,602	142,277	2,120,374	131,584	2,085,161	119,562
South	679,718	80,707	694,128	76,767	709,795	71,051	743,357	60,856
Midwest	429,679	67,130	400,742	52,576	433,554	59,597	444,395	56,485
BRAZIL	5,262,563	516,810	5,268,945	439,032	5,350,025	407,471	5,434,476	384,475

Source: IBGE. Pnad 2019

The following graph shows the percentages of out-of-school population aged 4 and 5 in the years 2016 to 2019, by region. While in absolute numbers the number of children in this age group grew in the North region, in percentage numbers there was a – very small – decrease. It should be emphasized that the Northeast region has the lowest percentages of out-of-school children aged 4 and 5. This may suggest the existence of public policies for the inclusion of this age group.

Graph 5. Percentage of the population aged 4 and 5 out-of-school (2016-2019)



Source: IBGE Pnad 2019

Although the absolute numbers of out-of-school children and adolescents in the ages that correspond to Elementary School (6 to 14) are high when considering the national context (82,461 in Brazil as a whole), the improvement of these numbers in the Northeast and Southeast regions should be noted.

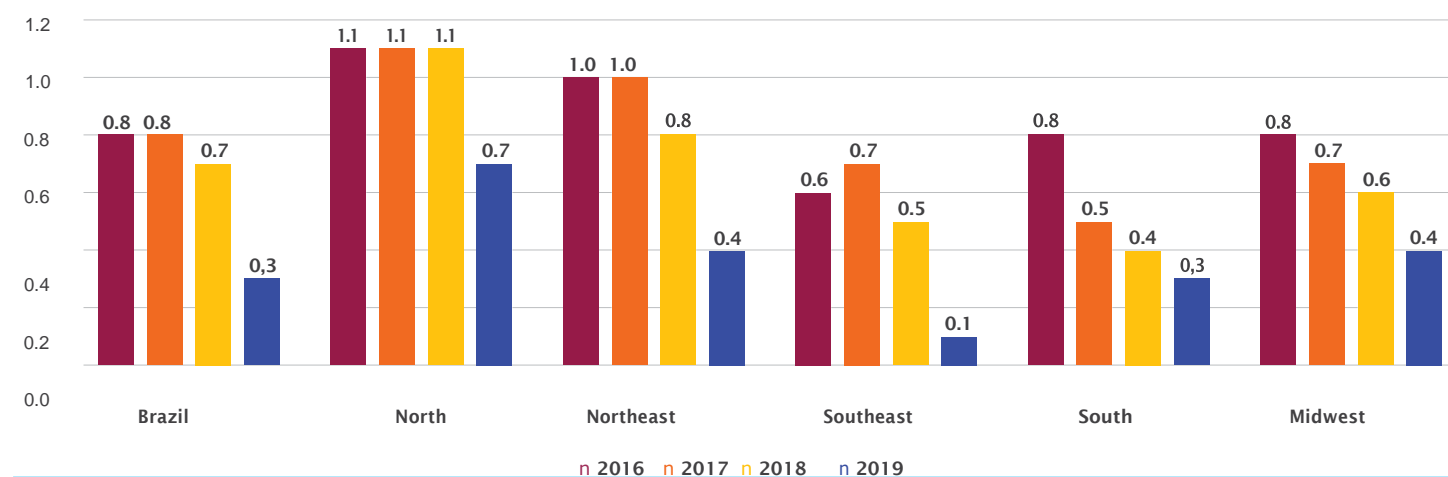
Table 3. Population aged 6 to 14 that had not completed basic education was not attending school, Brazil and regions, 2019

	2016		2017		2018		2019	
	Population aged 6 to 14	Out-of-school population aged 6 to 14	Population aged 6 to 14	Out-of-school population aged 6 to 14	Population aged 6 to 14	Out-of-school population aged 6 to 14	Population aged 6 to 14	Out-of-school population aged 6 to 14
North	2,957,015	33,567	2,914,693	30,827	2,870,698	30,755	2,885,351	21,433
Northeast	8,162,149	78,698	8,007,459	77,300	7,842,671	61,342	7,792,590	27,615
Southeast	9,953,603	61,297	9,948,817	65,766	9,846,999	51,096	9,805,495	13,922
South	3,376,403	26,168	3,366,622	17,008	3,353,224	13,614	3,304,339	10,670
Midwest	2,096,871	15,983	2,089,023	14,040	2,056,904	12,712	2,134,791	8,819
BRAZIL	26,546,041	215,713	26,326,614	204,941	25,970,496	169,519	25,922,566	82,459

Source: IBGE. Pnad 2019

The percentage of out-of-school children aged 6 to 14 saw a considerable decrease in the period from 2016 to 2019 in all regions, and basic education was the educational level with the smallest out-of-school percentage when looking at school enrollments.

Graph 6. Out-of-school population aged 6 to 14 (%) (2016-2019)



Source: IBGE. Pnad 2019

The number of adolescents aged 15 to 17 who were out of school has seen a drop between 2016 and 2019. However, it should be noted this age group has also seen a demographic drop in the Northeast and Southeast regions, the most populous regions of Brazil.

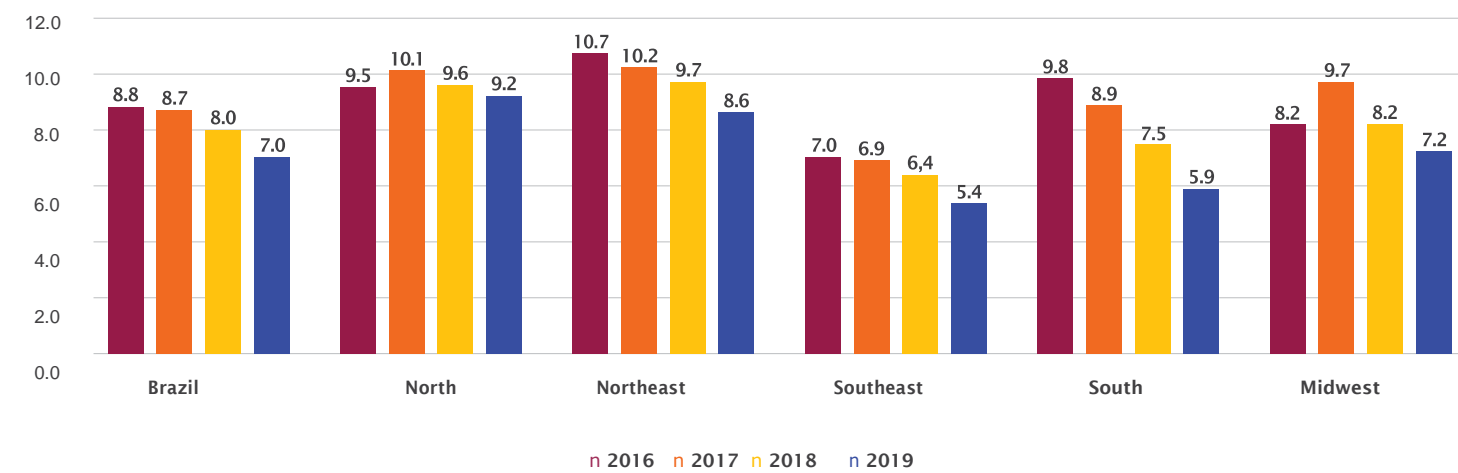
Table 4. Population aged 15 to 17 had not completed basic education and was not attending school, Brazil and regions, 2019

	2016		2017		2018		2019	
	Population aged 15 to 17	Out-of-school population aged 15 to 17	Population aged 15 to 17	Out-of-school population aged 15 to 17	Population aged 15 to 17	Out-of-school population aged 15 to 17	Population aged 15 to 17	Out-of-school population aged 15 to 17
North	1,017,705	96,543	1,042,767	105,260	967,151	92,412	1,000,748	91,579
Northeast	3,001,339	319,846	3,009,341	307,658	2,820,996	273,195	2,753,252	236,906
Southeast	3,879,026	271,228	3,759,105	258,233	3,559,921	229,094	3,362,662	182,266
South	1,340,569	131,046	1,218,195	108,806	1,122,715	84,628	1,144,827	67,901
Midwest	712,066	58,476	710,960	69,287	697,094	57,450	710,373	50,879
BRAZIL	9,950,705	877,139	9,740,368	849,244	9,167,877	736,779	8,971,862	629,531

Source: IBGE. Pnad 2019

The South Region is the region that showed the most improved percentage rates for the inclusion of out-of-school adolescents. The Northeast, Southeast and Midwest regions saw a drop of out-of-school rates of up to 1%, while the North region saw a drop of only 0.4%, which suggests that this region needs to undertake more significant efforts and invest in the inclusion of adolescents aged 15 to 17.

Graph 7. Out-of-school population aged 15 to 17 (%) (2016-2019)



Source: IBGE. Pnad 2019

The out-of-school children scenario is reproduced in different proportions throughout all Brazilian states. All states in the North region present rates above the national average (2.7%), the highest out-of-school rates were verified in the states of Acre (6.4%) and Amapá (6.3%). Three states in the Northeast Region had rates below the national average: Piauí (1.5%), Rio Grande do Norte (1.7%) and Bahia (2.5%), the percentage verified in the state of Ceará is the same as the national average (2.7%). The states of Alagoas (4.3%),

Paraíba (3.4%) and Sergipe (3%), stand out as the states with the worst indicators in the region. In the Southeast, the wealthiest region of the country, the state of Espírito Santo presents rates equal to the national average (2.7%). In the South Region, the state of Rio Grande do Sul (3%) and the state of Paraná (2.9%) are both above the national average. In the Midwest, all states, including the Federal District, presented rates above the national average.

Table 5. Out-of-School Population Aged 4 to 17, by state, 2019

	Federation Unit	Population aged 4 to 17	Population aged 4 to 17 not attending school	% of the population aged 4 to 17 not attending school
North	Rondônia	371,119	17,200	4.6
	Acre	226,502	14,453	6.4
	Amazonas	1,036,832	43,334	4.2
	Roraima	141,987	5,806	4.1
	Pará	2,149,037	89,692	4.2
	Amapá	212,750	13,441	6.3
	Tocantins	354,540	10,665	3
Northeast	Maranhão	1,752,100	49,370	2.8
	Piauí	686,852	10,517	1.5
	Ceará	1,857,376	49,900	2.7
	Rio Grande do Norte	703,357	11,994	1.7
	Paraíba	827,820	28,309	3.4
	Pernambuco	1,934,774	56,277	2.9
	Alagoas	742,551	31,922	4.3
	Sergipe	492,645	14,918	3
Bahia	3,103,264	77,309	2.5	
Southeast	Minas Gerais	3,846,022	93,491	2.4
	Espírito Santo	778,838	20,926	2.7
	Rio de Janeiro	2,748,009	58,459	2.1
	São Paulo	7,880,449	142,874	1.8
South	Paraná	2,079,537	61,192	2.9
	Santa Catarina	1,240,957	22,529	1.8
	Rio Grande do Sul	1,872,030	55,706	3
Midwest	Mato Grosso do Sul	566,219	22,111	3.9
	Mato Grosso	727,330	23,609	3.2
	Goias	1,435,885	54,654	3.8
	Federal District	560,127	15,810	2.8
BRAZIL		40,328,908	1,096,468	2.7

Source: IBGE. Pnad 2019. Note: 549,466 adolescents aged 15 to 17 who declared they had completed high school were not considered in the calculations. Of these, 148,026 are currently attending school and 401,440 are not attending school.



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2. Out-of-School

Children in Urban and Rural Areas

The inequalities of access to social, cultural and economic goods between urban and rural areas are well-known, and school is often the only place of socialization for a child outside the family. The maintenance of these inequalities

can have a significant impact on the lives of children and adolescents, on their communities and on society as a whole.

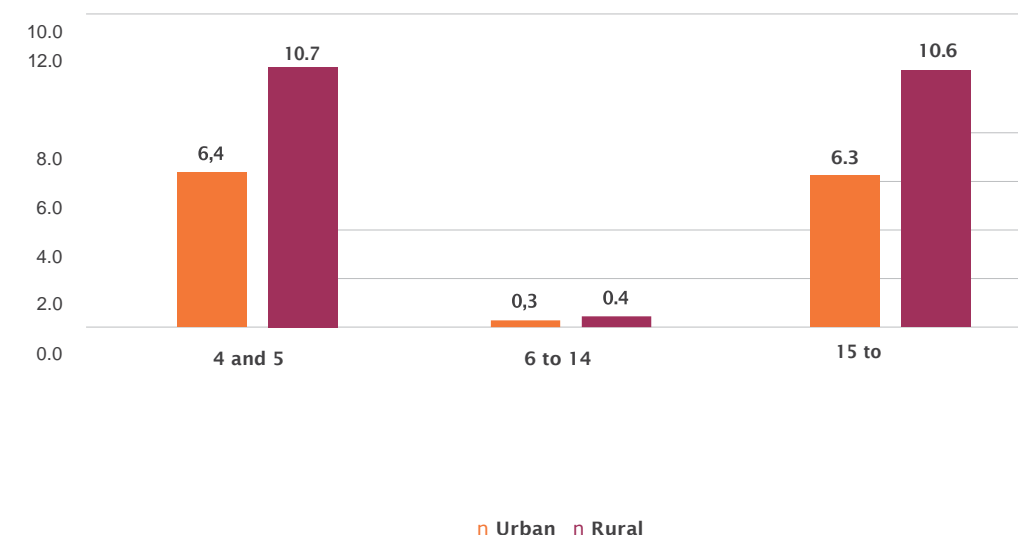
In Brazil, children and adolescents living in rural areas are the most excluded from the school environment. In 2019, over 10% of children and adolescents aged 4 and 5 and 15 to 17 living in rural areas were out of school. A portion of these children and adolescents resided in isolated or highly vulnerable areas, such as the Legal Amazon and Semi-Arid territories, which together account for 35.7% of basic education enrolments in public school networks in Brazil¹.

Graph 8 indicates that a prioritization in the offer of school openings like was done in elementary schools for many years, has a positive impact in minimizing these differences. Children aged 6 to 14, which correspond to elementary school, have the best enrollment rates, and this age group also accounts for the smallest percentage difference between children living in urban and rural areas.

It should also be noted that, in 2019, the school census indicated 7,450,693 enrollments of adolescents aged 15 to 17 in Basic Education. Of that total, 1,580,290 were still enrolled in elementary school, which corresponds to 21.2% of the total enrollment rates. Age-grade distortion is a factor that discourages the permanence of this age group in school.

1. To learn more, see "Enfrentamento da Cultura do Fracasso Escolar", Unicef, 2021 (in Portuguese).

Graph 8. Out-of-school children and adolescents in urban and rural areas (%), Brazil, 2019



Source: IBGE. Pnad 2019. Note: 549,466 adolescents aged 15 to 17 who declared they had completed high school were not considered in the calculations. Of these, 148,026 are currently attending school and 401,440 are not attending school.

It is also necessary to consider that out-of-school children and adolescents (aged 4 to 17) living in urban areas still represent the majority of out-of-school rates in absolute numbers, with 820,706 out-of-school individuals. A considerable number of these children and adolescents probably lives on the outskirts of urban centers.

Table 6. Individuals in the 4 and 5, 6 to 14, and 15 to 17 age groups and in rural and urban areas who are no attending school, Brazil, 2019

	4 and 5			6 to 14			15 to 17		
	Resident population	Out of school	Out of school (%)	Resident population	Out of school	Out of school (%)	Resident population	Out of school	Out of school (%)
Urban	4,574,464	292,031	6.4	21,532,515	64,163	0.3	7,418,899	464,512	6.3
Rural	860,013	92,444	10.7	4,390,054	18,299	0.4	1,552,964	165,019	10.6
BRAZIL	5,434,477	384,475	7.1	25,922,569	82,462	0.3	8,971,863	629,531	7

Source: IBGE. Pnad 2019. Note: 549,466 adolescents aged 15 to 17 who declared they had completed high school were not considered in the calculations. Of these, 148,026 are currently attending school and 401,440 are not attending school.

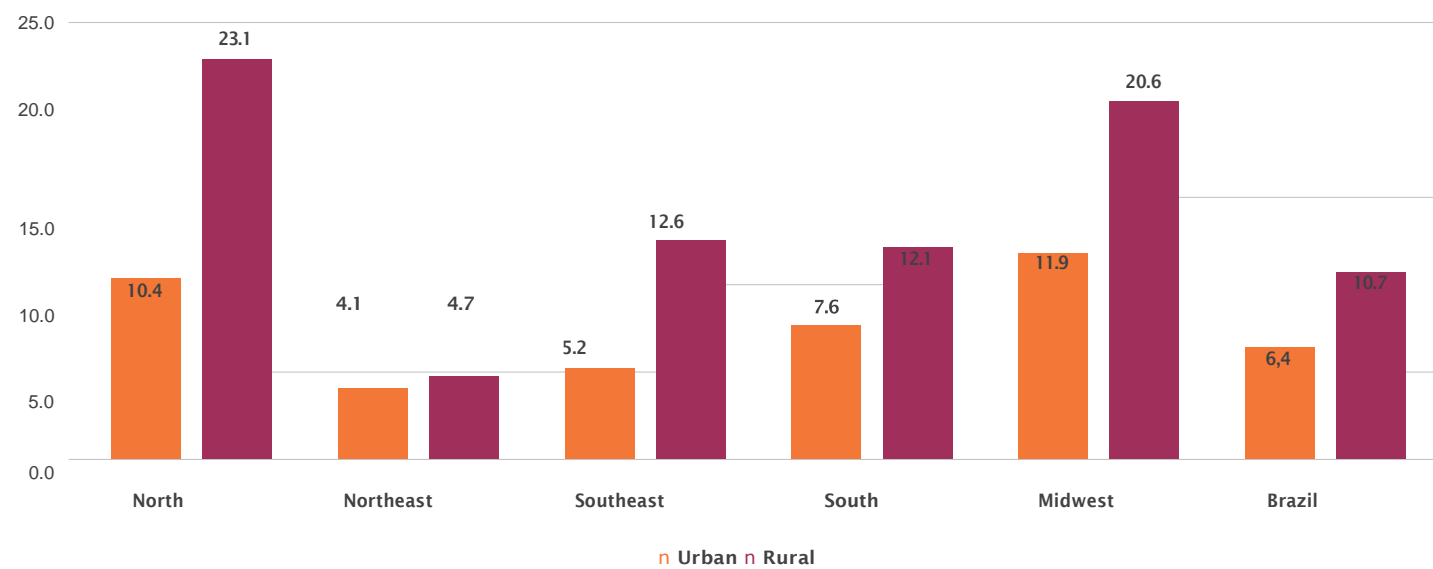
In Brazil, the highest out-of-school rates may be found in rural areas, this reflects the situation of the school age population and to what extent education is actually a right for all the country.

In the North and Midwest Regions, out-of-school children aged 4 and 5 who live in rural areas represent over 20% of the total number of children in this age group in each region, even if the absolute numbers are higher in urban areas. The Northeast region stands out as a region where the percentage of out-of-school children is very similar in urban and rural areas for this age group.



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Graph 9. Out-of-school children aged 4 and 5 in urban and rural areas (%), Brazil, 2019

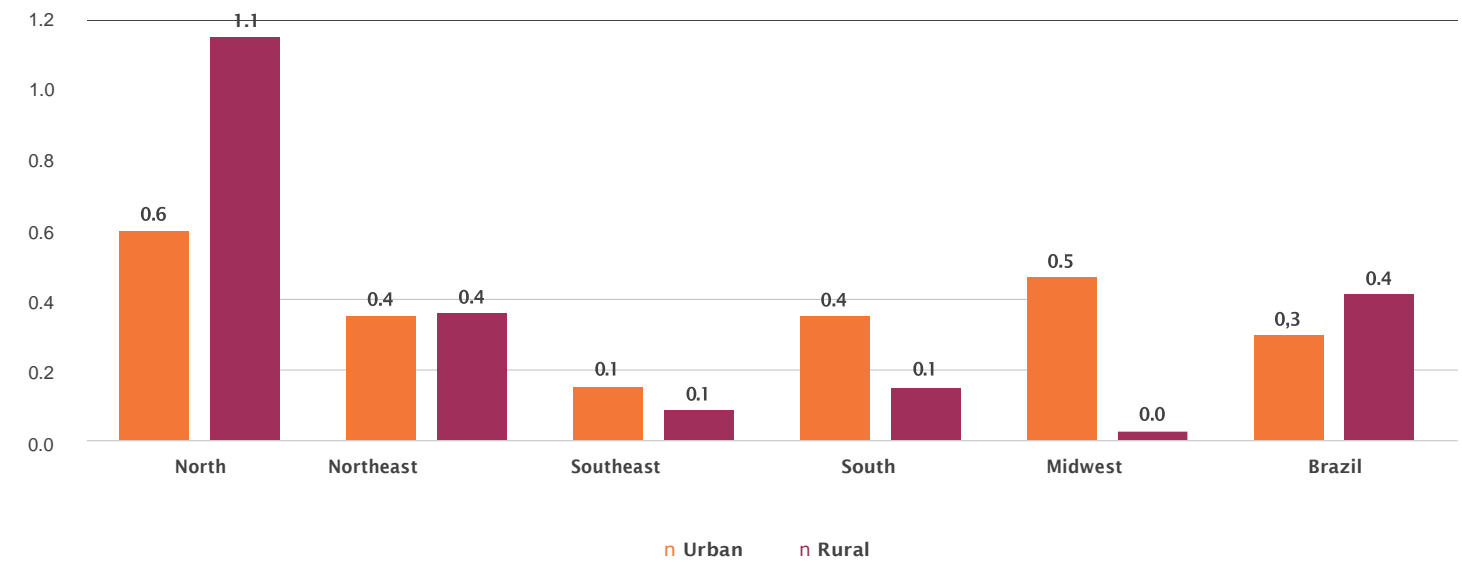


Source: IBGE. Pnad 2019

Children and adolescents aged 6 to 14 were the age group that had the best school attendance rates among the school age population. Here, the percentage of out-of-school girls and boys in the urban areas of the

South and Midwest Region and in the rural areas of the North Region stood out. In the Northeast and Southeast regions, the percentages of out-of-school children were same whether they lived in urban or rural areas.

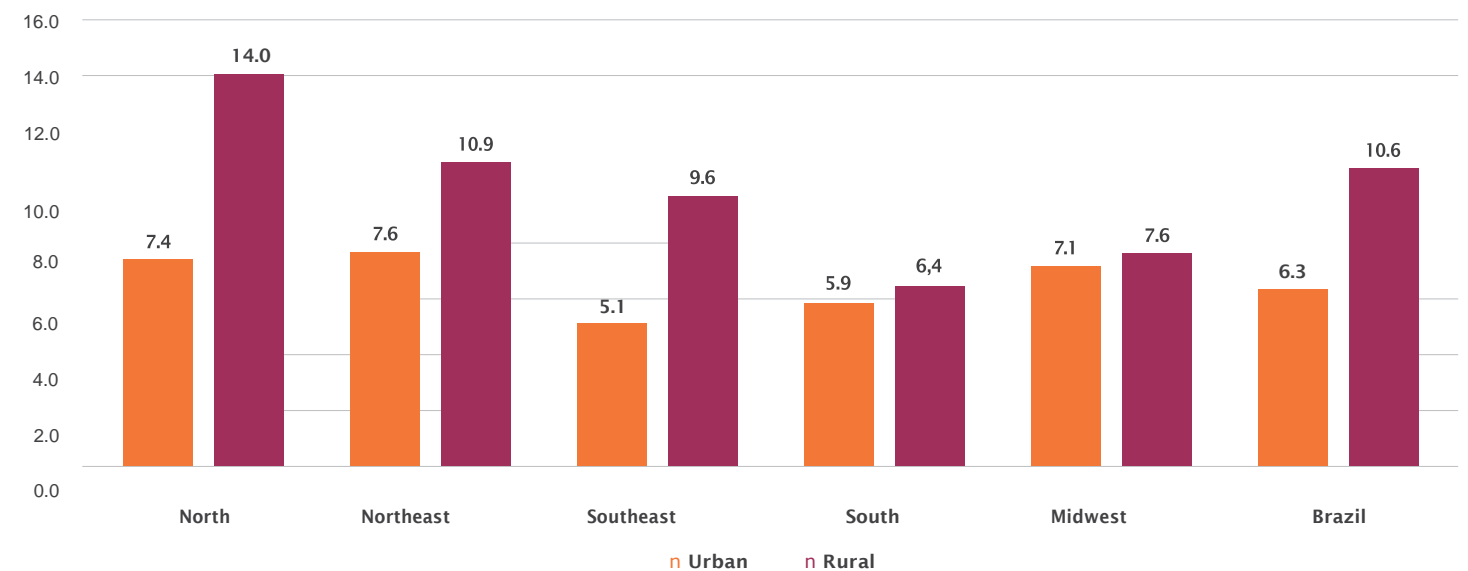
Graph 10. Out-of-school children aged 6 to 14 in urban and rural areas (%), Brazil, 2019



Source: IBGE. Pnad 2019

In all regions of the country, adolescents aged 15 to 17 living in rural areas were proportionally more excluded than those living in urban areas, although percentages were closer in the Midwest and South Regions.

Graph 11. Out-of-school adolescents aged 15 to 17 in urban and rural areas (%), Brazil, 2019



Source: IBGE. Pnad 2019. Note: 549,466 adolescents aged 15 to 17 who declared they had completed high school were not considered in the calculations. Of these, 148,026

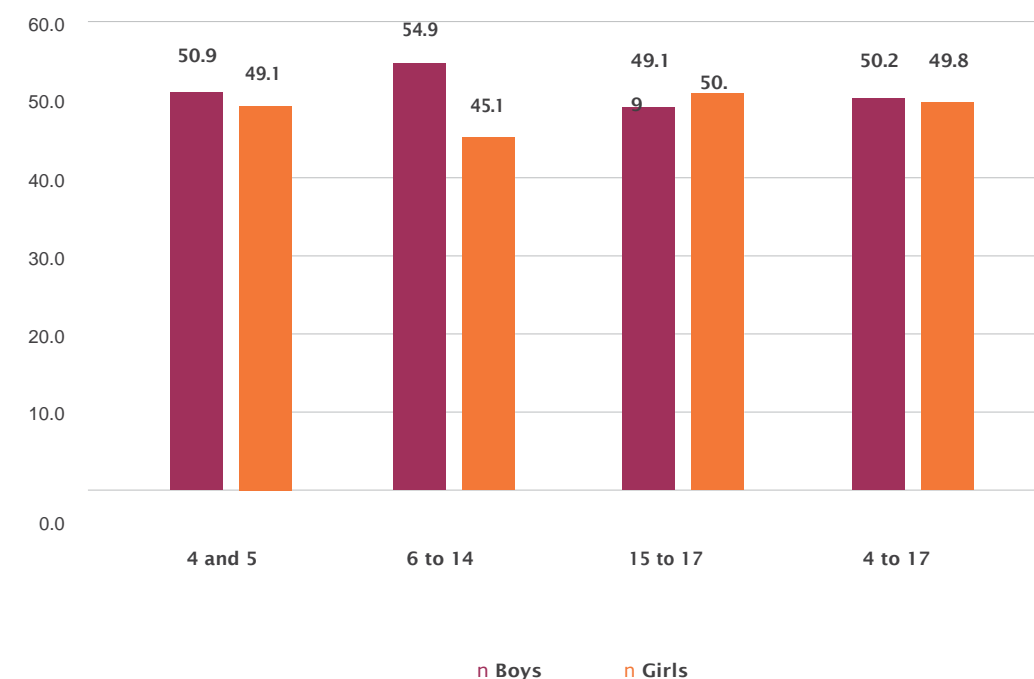


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3. Out-of-School Children by Sex and Color/Race

Boys are the majority among out-of-school children and adolescents aged 4 to 17, but the difference is small in relation to the numbers of out-of-school girls. The most significant percentage difference is in the 6 to 14 age group, where the number of out-of-school boys is almost 10% higher. The fact that in the ages corresponding to High School the percentage of out-of-school girls is higher - even though the difference is very small - should also be noted, and deserves further investigation.

Graph 12. Out-of-school children and adolescents, by sex, 2019 (%)

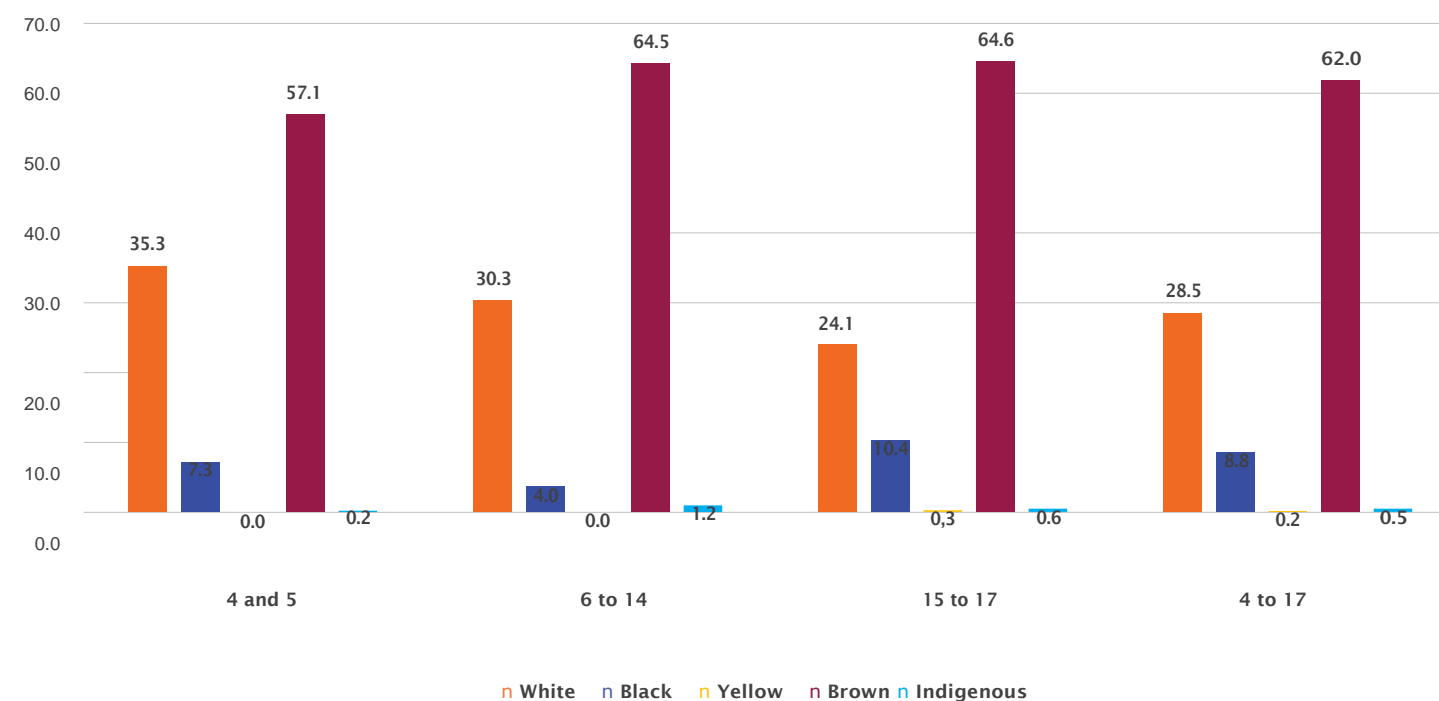


Source: IBGE. Pnad 2019. Note: 549,466 adolescents aged 15 to 17 who declared they had completed high school were not considered in the calculations. Of these, 148,026 are currently attending school and 401,440 are not attending school.



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Graph 13. Out-of-school children and adolescents, by color/race, 2019 (%)



Source: IBGE. Pnad 2019. Note: 549,466 adolescents aged 15 to 17 who declared they had completed high school were not considered in the calculations. Of these, 148,026 are currently attending school and 401,440 are not attending school.

Table 7. Out-of-school children and adolescents, by sex, 2019

	4 and 5		6 to 14		15 to 17		TOTAL	
	N	%	N	%	N	%	N	%
Boys	195,770	50.9	45,279	54.9	309,331	49.1	550,380	50.2
Girls	188,705	49.1	37,183	45.1	320,200	50.9	546,088	49.8
BRAZIL	384,475		82,462		629,531		1,096,468	

Source: IBGE. Pnad 2019. Note: 549,466 adolescents aged 15 to 17 who declared they had completed high school were not considered in the calculations. Of these, 148,026 are currently attending school and 401,440 are not attending school.

Black, brown and indigenous children and adolescents have the worst out-of-school rates. Together, they amount to over 70% of the entire out-of-school population. It is also known that their school trajectories are marked by exclusion: school failure and age-grade distortion are much more pervasive among black and indigenous populations if compared to white students². Therefore, it is no surprise that the out-of-school rates are much higher in these groups, if compared to the white population.

2. To learn more, see the document "Enfrentamento da Cultura do Fracasso Escolar", Unicef, 2021 (in Portuguese)

In absolute numbers, self-declared black, brown and indigenous children and adolescents aged 4 to 17 who are out of school total 781,577, corresponding to 71.3% of all children and adolescents who are currently not attending school.

Table 8. Out-of-school children and adolescents, by color/race, 2019

	4 and 5		6 to 14		15 to 17		4 to 17	
	N	%	N	%	N	%	N	%
White	135,866	35.3	24,990	30.3	152,008	24.1	312,864	28.5
Black	28,063	7.3	3,260	4	65,244	10.4	96,568	8.8
Yellow	0	0	0	0	2,026	0,3	2,026	0.2
Brown	219,613	57.1	53,183	64.5	406,530	64.6	679,325	62
Indigenous	933	0.2	1,028	1.2	3,723	0.6	5,684	0.5
BRAZIL	384,475	100	82,461	100	629,531	100	1,096,467	100

Source: IBGE. Pnad 2019. Note: 549,466 adolescents aged 15 to 17 who declared they had completed high school were not considered in the calculations. Of these, 148,026 are currently attending school and 401,440 are not attending school.

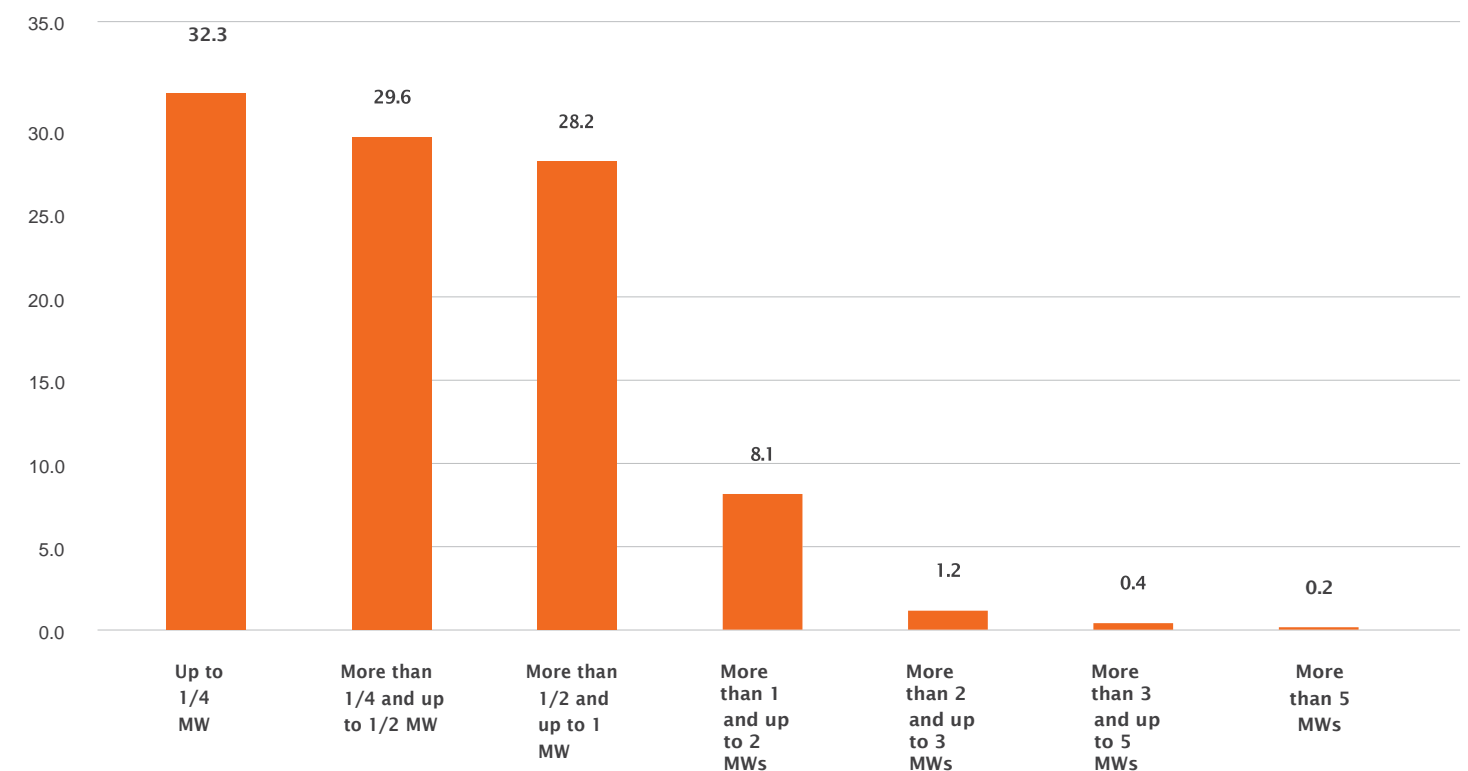


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4. Out-of-School Children by Income Range

In Brazil as a whole, out-of-school children and adolescents, the majority of which are black, brown and indigenous, also tend to live in families with a *per capita* household income of up to ½ of the minimum wage (61.9%).

Graph 14. *Per capita* family income among out-of-school children and adolescents, Brazil, 2019 (%)



Source: IBGE. Pnad 2019. Note: 549,466 adolescents aged 15 to 17 who declared they had completed high school were not considered in the calculations. Of these, 148,026 are currently attending school and 401,440 are not attending school.



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There is an evident relationship between poverty and the inability to attend school. Only 9.9% of the out-of-school population aged 4 to 17 in 2019 lived in families that earned

more than one minimum wage *per capita*; 90.1% lived in families with a *per capita* family income of less than one minimum wage. 32.3% of these lived in families that earned up to ¼ of the minimum wage *per capita*, 29.6% of which earned between ¼ and ½ of the

minimum wage *per capita* and 28.2% that earned between ½ and one minimum wage *per capita*. Only 0.6% families earned a *per capita* income of more than three minimum wages.

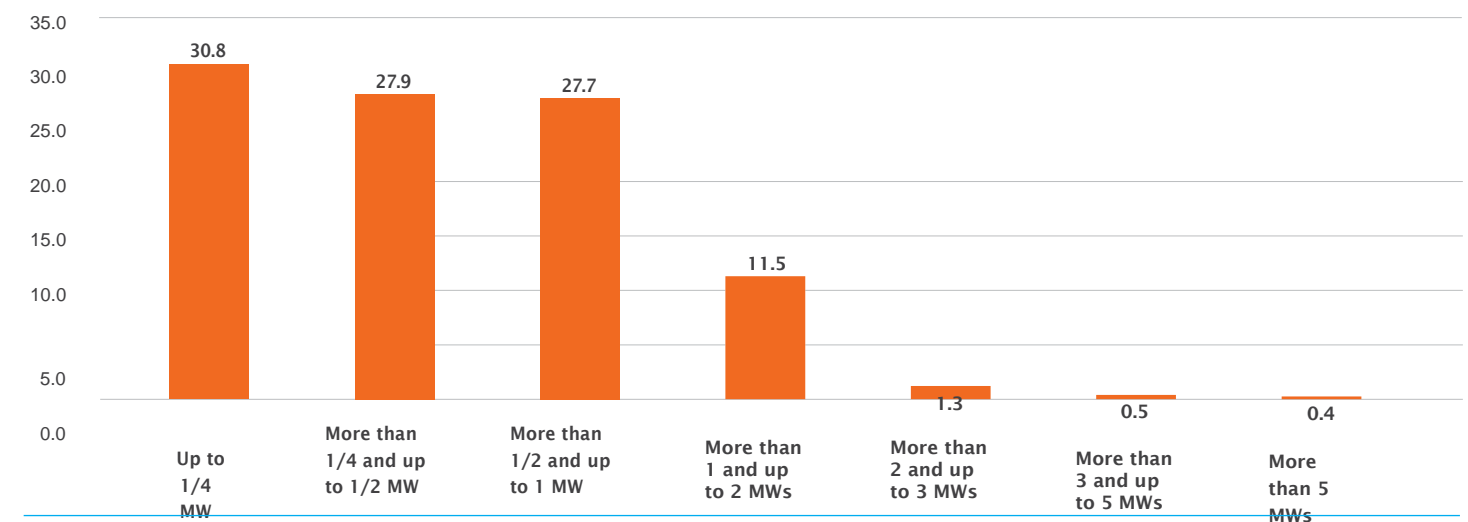
Table 9. *Per capita* family income among out-of-school children and adolescents, Brazil, 2019

Per capita household income	4 to 17	
	N	%
Up to ¼ MW	354,630	32.3
More than ¼ and up to ½ MW	324,908	29.6
More than ½ and up to 1 MW	309,409	28.2
More than 1 and up to 2 MWs	88,587	8.1
More than 2 and up to 3 MWs	12,954	1.2
More than 3 and up to 5 MWs	4,261	0.4
More than 5 MWs	1,721	0.2
TOTAL	1,096,470	100

Source: IBGE. Pnad 2019. Notes: (1) 549,466 adolescents aged 15 to 17 who declared they had completed high school were not considered in the calculations. Of these, 148,026 are currently attending school and 401,440 are not attending school. (2) Per capita household income is composed by the income from formal employment and income from other sources, including meal tickets, transportation aid, and people who receive pensions, are domestic workers or the relatives of domestic workers. In 2019, the minimum wage corresponded to 998.00 BRL.

Among the 384,475 families with out-of-school children aged 4 and 5, 225,825 (58.7%) had a *per capita* income of up to ½ minimum wage, while only 3,312 (0.9%), earned more than three minimum wages.

Graph 15. *Per capita* family income among out-of-school children aged 4 and 5, Brazil, 2019 (%)

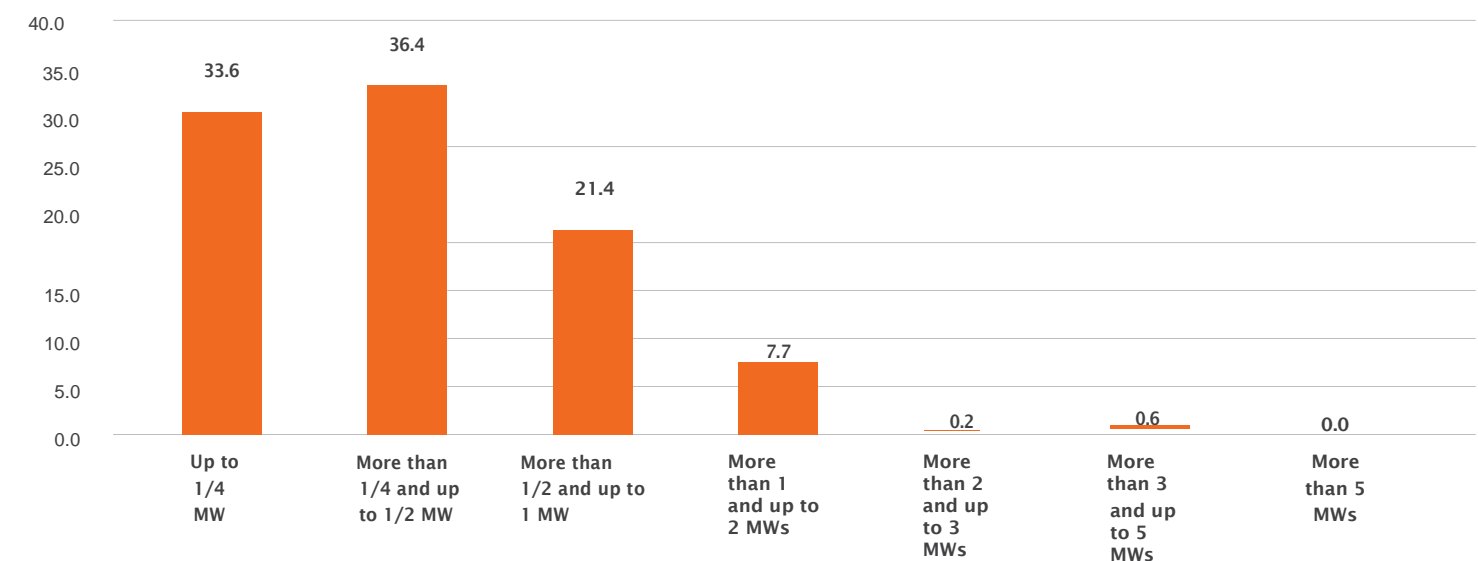


Source: IBGE. Pnad 2019

Most families with out-of-school children and adolescents aged 6 to 14 earned a *per capita*

income of up to ½ minimum wage: 57,779 (70%). On the other hand, only 497 (0.6%) of these families earned a *per capita* income of more than three minimum wages.

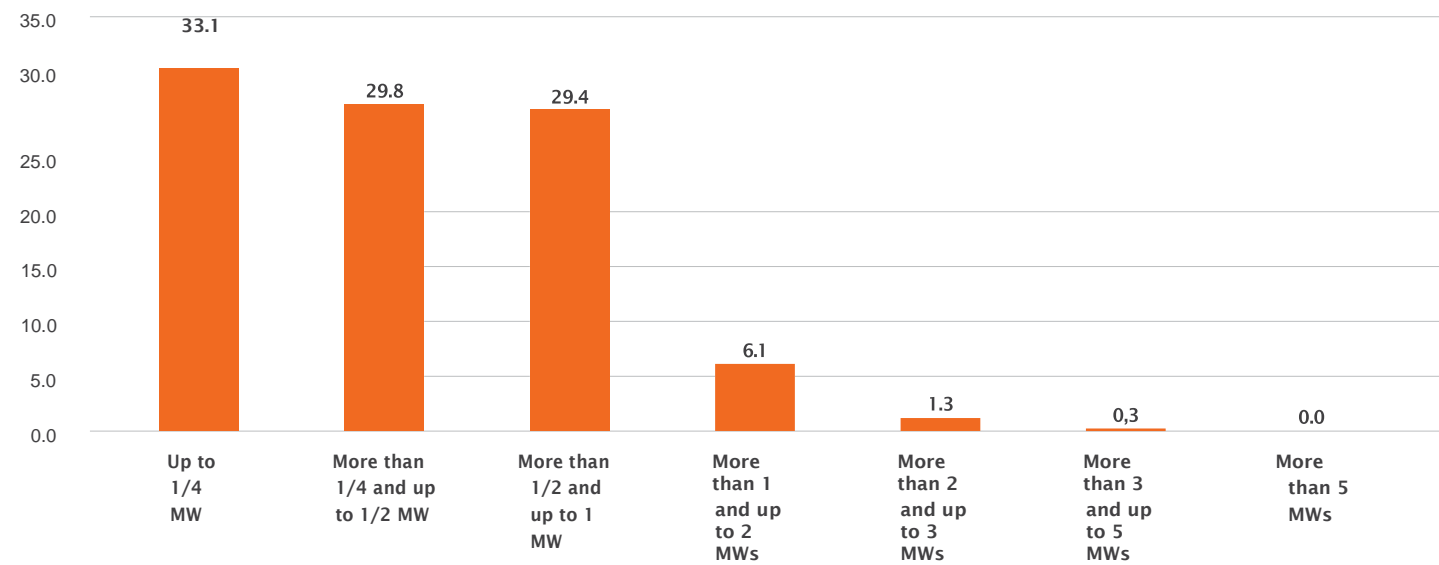
Graph 16. *Per capita* family income among out-of-school children and adolescents aged 6 to 14, Brazil, 2019 (%)



Source: IBGE. Pnad 2019

The situation is not improved in the families of adolescents aged 15 to 17. Most families in this age group, 395,934 (62.9%), earned up to ¼ minimum wage *per capita*, while only 2,172 (0.3%) of the households earned up to three minimum wages

Graph 17. Per capita family income among out-of-school adolescents aged 15 to 17, Brazil, 2019 (%)

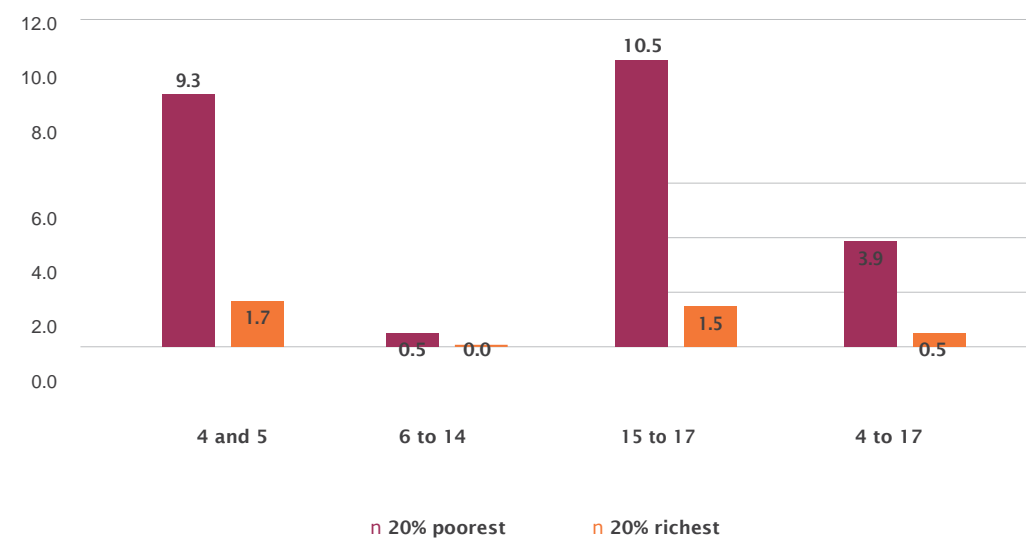


Source: IBGE. Pnad 2019. Note: 549,466 adolescents aged 15 to 17 who declared they had completed high school were not considered in the calculations. Of these, 148,026 are currently attending school and 401,440 are not attending school.

The income level of most families also suggests that their living conditions and access to other rights may also be compromised.

The difference in school access between the 20% poorest and the 20% richest of the population indicates the impact of social inequality on out-of-school rates. In absolute numbers, out of the 1,096,468 out-of-school children and adolescents aged 4 to 17, 524,091 are among the 20% poorest, which corresponds to 48% of the total. The following graph indicates the distribution of out-of-school children and adolescents in Brazil according to their income level, by age group.

Graph 18. Distribution of children and adolescents aged 4 to 17 who have not completed High School according to school attendance rates, by per capita family income, 2019 (%)



Source: IBGE. Pnad 2019



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5. Reasons for Being Out of School

Looking at the reasons given by children, adolescents and/or their families for not attending school might help us understand why these populations are being denied their rights.

Among children aged 4 to 5, the reasons are mostly related to a choice made by the parents or guardians (48.5%). This relates to a historical debate around the education of young children: is education the right of the child or the right of the mother? The obligation to provide formal education for young children is associated with: i) the possibility of reducing the gaps caused by social and economic inequalities; ii) meeting the needs of families, especially women; iii) improving children's school performance by introducing them to school contexts from an early age; iv) changes in conceptions about the role of the school.

Other reasons given were "lack of schools", "lack of school openings" and "school or daycare does not enroll children at that age", accounting for 41.5% of the answers. This indicates that a significant part of the reason why children are out of school is related to the offering of school openings by the public-school network.

Table 10. Reasons for not attending school – Children aged 4 and 5, Brazil, 2019

Main reason for not attending school (aged 4 and 5)	N	%
No school available or school is too far away	49,829	13.0
School was full	73,590	19.1
The school does not enroll children at that age	36,086	9.4
No money to pay for tuition, transportation, school supplies etc.	9,053	2.4
Schools are not good, safe or adapted for child with disabilities	954	0.2
Child's chronic health condition	11,976	3.1
Choice of the parents or guardians (they think they are too young to go to school, prefer home schooling etc.)	186,375	48.5
Other reason	16,612	4.3
TOTAL	384,475	100.0

Source: IBGE. Pnad 2019

Although the percentage of out-of-school children aged 6 to 14 is small (0.3%), the reasons given by the children or their families differ for the age groups that correspond the initial and final years of Elementary School.

Among children aged 6 to 10, the most commonly given response is "School was full" (33.6%). The fact that answers like "Child has a chronic health condition" and "choice of the parents or guardians" were also very common deserves to be further investigated in each municipality.

Table 11. Reasons for not attending school – Children aged 6 to 10, Brazil, 2019

Main reason for not attending school (aged 6 to 10)	N	%
No school available or school is too far away	1,603	7.1
School was full	7,632	33.6
The school does not enroll children at that age	792	3.5
No money to pay for tuition, transportation, school supplies etc.	43	0.2
Schools are not good, safe or adapted for child with disabilities	814	3.6
Child has a chronic health condition	4,724	20.8
Choice of the parents or guardians (they think the child is too young to go to school, prefer home schooling etc.)	4,093	18.0
Other reason	2,999	13.2
TOTAL	22,700	100.0

Source: IBGE. Pnad 2019

For children aged 11 to 14, the most common responses for not attending school were "the child is not interested in studying" (37%) and, once again, "the child has chronic health problems". More than 10% of the children in this age group claimed there was no school available or that the school was already full.

It is also important to note that 3,510 children in this age group were working or looking for work and 4,112 were pregnant, in 2019.

In Brazil, children and adolescents who are less than 13 years old are legally prohibited from working. Ever since 2000, Law 10,097, known as "The Apprentice Law", establishes that adolescents between 14 and 16 years old are allowed to work in the condition of apprentices, provided that the work does not occur in situations that may endanger "their physical, psychological, moral and social development and that they are not prevented from attending at school".



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Table 12. Reasons for not attending school – Children aged 11 to 14, Brazil, 2019

Main reason for not attending school (aged 11 to 14)	N	%
Child was working or was looking for work	3,510	5.9
No school available or school is far away	2,310	3.9
No openings available in the desired school or school shift	4,046	6.8
No money to pay for tuition, transportation, school supplies etc.	665	1.1
Pregnancy	4,112	6.9
The child or adolescent needs to do household chores or take care of another child, elderly or disabled person	1,831	3.1
The child or adolescent needs to do household chores or take care of an elderly or disabled person	407	0.7
The child was studying for the SATs or for a public government position on their own	340	0.6
The child had already completed the desired education level	4,127	6.9
Chronic health condition	12,616	21.1
No interest in studying	22,120	37.0
Other reason (specify)	3,676	6.2
TOTAL	59,760	100.0

Source: IBGE. Pnad 2019

When the answers to the Pnad survey are disaggregated by sex, it is possible to note that more boys presented a lack of interest in studying than girls, although the percentage of girls who claimed they had no interest in studying was also high. Boys also claimed to have chronic health conditions more often than girls. Girls claimed to be working or looking for jobs and that there were no openings in the desired school or school shift more often than boys. It is also important to note that boys were not at all associated to pregnancy or having to do household chores or care for a family member as reasons for not attending school, which indicates that the responsibility for pregnancy is not being shared.

Table 13. Reasons for not attending school – Children aged 11 to 14, by sex, Brazil, 2019

Main reason for not attending school (aged 11 to 14)	Girls		Boys		TOTAL	
	N	%	N	%	N	%
Child was working or was looking for work	2,275	7.7	1,234	4.1	3,510	5.9
No school available or school is far away	1,424	4.8	886	2.9	2,310	3.9
No openings available in the desired school or school shift	2,305	7.8	1,741	5.8	4,046	6.8
No money to pay for tuition, transportation, school supplies etc.	0	0.0	665	2.2	665	1.1
Pregnancy	4,112	13.9	0	0.0	4,112	6.9
The child or adolescent needs to do household chores or take care of another child, elderly or disabled person	1,831	6.2	0	0.0	1,831	3.1
The child or adolescent needs to do household chores or take care of an elderly or disabled person	407	1.4	0	0.0	407	0.7
The child was studying for the SATs or for a public government position on their own	340	1.1	0	0.0	340	0.6
The child had already completed the desired education level	3,112	10.5	1,015	3.4	4,127	6.9
Chronic health condition	3,652	12.3	8,964	29.8	12,616	21.1
No interest in studying	9,188	31.0	12,933	43.0	22,120	37.0
Other reason (specify)	1,016	3.4	2,660	8.8	3,676	6.2
TOTAL	29,662	100.0	30,098	100.0	59,760	100.0

Source: IBGE. Pnad 2019

In absolute numbers, adolescents aged 15 to 17 represented the majority of the out-of-school population. The most often given reasons, according to Pnad data, were: not interested in studying, works or is looking for work and pregnancy.

The answer 'is not interested in school' is not easy or simple to analyze. This theme must be further investigated. Society is commonly able to identify the importance of attending school, either for its potential to improve people's lives by providing information and as a place for learning that leads people to making good choices or for the fact that it allows people to access better jobs. However, annual research shows that the number of out-of-school children and adolescents is still very significant.

It is possible to assume that children and adolescents who claim not being interested in school have formed their opinion based on previous negative experiences. In fact, the numbers alone express these uncomfortable experiences, considering exclusion from school environments is more common among specific social groups. The numbers suggest that the discrimination and violence experienced by black and indigenous populations, which represent a significant majority in out-of-school rates, may contribute to these children and adolescents' understanding that it is best to stay out of school. Not to mention the LGBT population, about which no specific data is provided by the Pnad.

The lack of interest in school can also be the result of elements and situations external to the school environment, and although schools may not be able to tackle

external economic issues, they can and should combat discrimination, bullying, humiliation and, especially, failure and dropout rates.

Table 14. Reasons for not attending school – Adolescents aged 15 to 17, Brazil, 2019

Main reason for not attending school (aged 15 to 17)	N	%
Child was working or was looking for work	91,831	14.6
No school or college available or school is far away	18,593	3.0
No openings available in the desired school or school shift	21,152	3.4
No money to pay for tuition, transportation, school supplies etc.	7,766	1.2
Pregnancy	71,504	11.4
The child or adolescent needs to do household chores or take care of another child, elderly or disabled person	44,266	7.0
The child or adolescent needs to do household chores or take care of an elderly or disabled person	25,076	4.0
The child was studying for the SATs or for a public government position on their own	7,995	1.3
The child had already completed the desired education level	9,876	1.6
Chronic health condition	38,963	6.2
No interest in studying	240,545	38.2
Other reason (specify)	51,965	8.3
TOTAL	629,531	100.0

Source: IBGE. Pnad 2019

When the answers are disaggregated by sex, we are able to verify that more boys were working or looking for jobs if compared to girls, and that more boys also claimed there were no openings in the desired school shift, while more girls claimed there were no schools close to their household.

Pregnancy still figures as a reason only given by girls for not attending school, indicating that a pregnancy situation does not affect both sexes in the same way. Domestic chores also affect girls far more than boys, however, taking care of family members is a reason that seems to affect more boys than girls.

The percentage of people who claimed to not be interested in school, which was already high among children aged 11 to 14, was even higher in adolescents for both sexes, and was more common among boys.

Table 15. Reasons for not attending school – Adolescents aged 15 to 17, by sex, Brazil, 2019

Main reason for not attending school (aged 15 to 17)	Girls		Boys		Total	
	N	%	N	%	N	%
Child was working or was looking for work	20,078	7.2	71,753	20.5	91,831	14.6
No school available or school is far away	9,871	3.5	8,721	2.5	18,593	3.0
No posts available in the desired school or school shift	7,728	2.8	13,424	3.8	21,152	3.4
No money to pay for tuition, transportation, school supplies etc.	4,759	1.7	3,007	0.9	7,766	1.2
Pregnancy	71,504	25.6	0	0.0	71,504	11.4
The child or adolescent needs to do household chores or take care of another child, elderly or disabled person	41,007	14.7	3,259	0.9	44,266	7.0
The child or adolescent needs to do household chores or take care of an elderly or disabled person	6,324	2.3	18,752	5.4	25,076	4.0
The child was studying for the SATs or for a public government position on their own	2,762	1.0	5,233	1.5	7,995	1.3
The child had already completed the desired education level	4,300	1.5	5,576	1.6	9,876	1.6
Chronic health condition	13,366	4.8	25,597	7.3	38,963	6.2
No interest in studying	78,518	28.1	162,027	46.3	240,545	38.2
Other reason (specify)	19,546	7.0	32,419	9.3	51,965	8.3
TOTAL	279,761	100.0	349,770	100.0	629,531	100.0

Source: IBGE. Pnad 2019



Teenage or childhood pregnancy, which appears as a reason given by girls for leaving school, also has impacts on the schooling and on the life of the mother and of the child. The timeline of live births by mothers up to 14 years of age between the years 2010 and 2019 is presented below.

In absolute numbers, 252,798 girls up to 14 years old had children during this period. A decrease may be noted in the percentage of children by mothers in this age group if compared to the total live births in the country, a decrease in the concentration of births among girls who have not completed Elementary School is also perceived.

When pregnancy and motherhood happen during adolescence, all the excitement of generating and caring for a baby is mixed with the challenges of remaining in school, relying on the support of the child's father and on both parents' families, receiving adequate health care, and forming one's own personality, choosing a career path, and preparing for adulthood. School has the fundamental role of welcoming, informing, and supporting adolescents, in dialogue with their families and other sectors, contributing to form healthy and responsible notions around sexuality, and providing access to the health and protection services to which the adolescents are entitled.

It should also be emphasized that pregnancy in girls younger than 14 must always be notified since, as established by Article 217-A of the Brazilian Criminal Code: Performing sexual intercourse or any libidinous act with children under the age of 14 is considered rape (Law No. 12,015/2009). Article 213 of the same Criminal Code defines the crime of rape and considers "When the act results in bodily injury for the victim or when the victim is under 18 (eighteen) or over 14 (fourteen)" (Paragraph 1) as an aggravating circumstance.

The school is a privileged space for sex education, which must always respect the peculiarities of each path of life, and strengthen the capacity of adolescents to make decisions regarding their sex lives and reproductive rights, including the appropriate time to get pregnant, so as to avoid negative impacts on their development, and to foster healthy, egalitarian and responsible relationships among peers. School is also a space that has a protective role, where it is possible to observe changes in behavior that may indicate signs of violence and to carry out the appropriate referral to services in the guarantee of rights system, including the Guardianship Council, Health Services, and Specialized Social Assistance Centers, among others.

Table 16. Percentage of live births by mothers younger than 14 among the total number of live births in the country, according to the mothers' education level, Brazil, 2010-2019

Education level	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
None	0.9	0.9	1	1	1.1	1	1.1	1.2	1.5	1.5
1 to 3 years	1.4	1.5	1.5	1.5	1.3	1.3	1.3	1.2	1.2	1.2
4 to 17 years	2.4	2.6	2.8	2.9	3	3.1	3	2.9	2.8	2.7
8 to 11 years	0.4	0.4	0.4	0.4	0.5	0.4	0.5	0.4	0.4	0.4
12 years and over	0	0	0	0	0	0	0	0	0	0
Ignored	1	1.2	1.1	1.1	1	1.1	1.2	1	1	0.8
TOTAL	0.9	1	1	1	0.9	0.9	0.8	0.8	0.7	0.7

Source: MS/SVS/Dasis - Live Birth Information System (Sinasc). Notes: (1) the age group available in tabnet was considered: under 10 and 10 to 14. (2) In 2011, there was a change in the content of the Declaration of Live Births, and the information collected became more detailed. In the year analyzed, both forms were simultaneously used. For more details on the changes that were made and their effects on the numbers, see "Consolidação do Sistema de Informações sobre Nascidos Vivos - 2011" (In Portuguese).

According to the same source, the distribution of live births among mothers younger than 14 years old also reveals the concentration of live births among girls who had not completed Elementary School. However, although there is a decrease in the percentage of child/teenage mothers who had not completed Elementary School, there was an increase in the percentage of child/teenage mothers who eventually advanced to High School.

Table 17. Distribution of live births among mothers younger than 14, according to the mothers' education level, Brazil, 2010-2019

Mothers' education level	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
None	1.1	1.0	0.9	0.8	0.7	0.6	0.7	0.7	0.9	0.8
1 to 3 years	8.9	8.6	7.1	5.8	4.5	4.0	3.7	3.3	3.0	2.9
4 to 17 years	68.7	67.2	66.4	65.5	64.3	64.8	61.8	60.3	57.8	56.7
8 to 11 years	19.8	20.8	22.9	25.5	28.5	28.6	31.9	33.7	36.4	38.0
12 years and over	0.0	0.2	0.2	0.2	0.1	0.1	0.1	0.1	0.1	0.1
Ignored	1.5	2.2	2.5	2.2	1.8	1.9	1.9	1.9	1.9	1.4
TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Source: MS/SVS/Datasus - Live Birth Information System (Sinasc). Notes: (1) the age group available in tabnet was considered: under 10 and 10 to 14. (2) In 2011, there was a change in the content of the Declaration of Live Births, and the information collected became more detailed. In the year analyzed, both forms were simultaneously used. For more details on the changes that were made and their effects on the numbers, see "Consolidação do Sistema de Informações sobre Nascidos Vivos - 2011" (In Portuguese).

The percentage of live births if compared to the total numbers of live births in the country is much higher among adolescents aged 15 to 19 than among children younger than 14. This number has also seen a decrease during the 2010-2019 period. In absolute numbers, 4,948,724 adolescents aged 15 to 19 became mothers during this period.

Table 18. Percentage of live births by mothers aged 15 to 19 among the total number of live births in the country, according to the mothers' education level, Brazil, 2010-2019

Mothers' education level	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
None	9.4	8.0	7.7	7.9	8.2	8.6	9.2	9.4	10.4	10.3
1 to 3 years	15.7	15.0	14.0	13.6	12.9	12.9	12.5	11.9	10.9	10.9
4 to 17 years	26.9	27.6	28.3	28.3	27.9	27.4	26.5	25.3	23.9	22.6
8 to 11 years	19.3	19.0	19.2	19.7	19.7	19.2	18.9	18.1	17.3	16.6
12 years and over	4.5	3.2	1.9	1.8	1.7	1.6	1.5	1.3	1.2	1.1
Ignored	19.2	19.2	19.1	19.3	19.5	19.9	19.1	18.4	17.3	16.4
TOTAL	18.4	18.3	18.3	18.3	17.9	17.3	16.7	15.7	14.8	14.0

Source: MS/SVS/Dasis - Live Birth Information System (Sinasc). Notes: (1) the age group available in tabnet was considered: 15 to 19. (2) In 2011, there was a change in the content of the Declaration of Live Births, and the information collected became more detailed. In the year analyzed, both forms were simultaneously used. For more details on the changes that were made and their effects on the numbers, see "Consolidação do Sistema de Informações sobre Nascidos Vivos - 2011" (In Portuguese) - 2011".

Over 95% of the adolescents aged 15 to 19 who became mothers in the period of analysis had not completed basic schooling. This indicates a serious challenge for public policies aimed at children and adolescents.

Table 19. Distribution of live births among mothers aged 15 to 19, according to the mothers' education level, Brazil, 2010-2019

Mothers' schooling	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
None	0.6	0.4	0.4	0.3	0.3	0,3	0,3	0,3	0,3	0,3
1 to 3 years	5.0	4.5	3.4	2.8	2.3	2.1	1.8	1.6	1.4	1.3
4 to 17 years	39.1	37.3	35.3	33.1	31.1	29.5	27.6	25.7	24.1	22.7
8 to 11 years	49.6	53.1	57.0	60.1	62.8	64.6	67.1	69.1	70.8	72.6
12 years and over	4.3	2.8	1.6	1.6	1.6	1.7	1.7	1.7	1.7	1.7
Ignored	1.4	1.9	2.4	2.1	1.8	1.8	1.6	1.7	1.7	1.3
TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Source: MS/SVS/Dasis - Information System on Live Births (Sinasc). Notes: (1) the age group available in tabnet was considered: 15 to 19. (2) In 2011, there was a change in the content of the Declaration of Live Births, and the information collected became more detailed. In the year analyzed, both forms were simultaneously used. For more details on the changes that were made and their effects on the numbers, see "Consolidação do Sistema de Informações sobre Nascidos Vivos - 2011" (In Portuguese).



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6. 2020 – The Pandemic

The Covid-19 pandemic which began in March 2020, has been increasingly affecting the younger populations, for whom there is no vaccination schedule in the country as of yet. The context identified in 2020 may inform on the dimension of the Brazilian tragedy and indicates a few initiatives that are essential to combat the out-of-school children problem.

In November 2020, by the end of the 2020 school year, 5,075,294 children and adolescents aged 6 to 17 were out of school or were not involved in school activities, which corresponds to 13.9% of the population in this age group in Brazil.

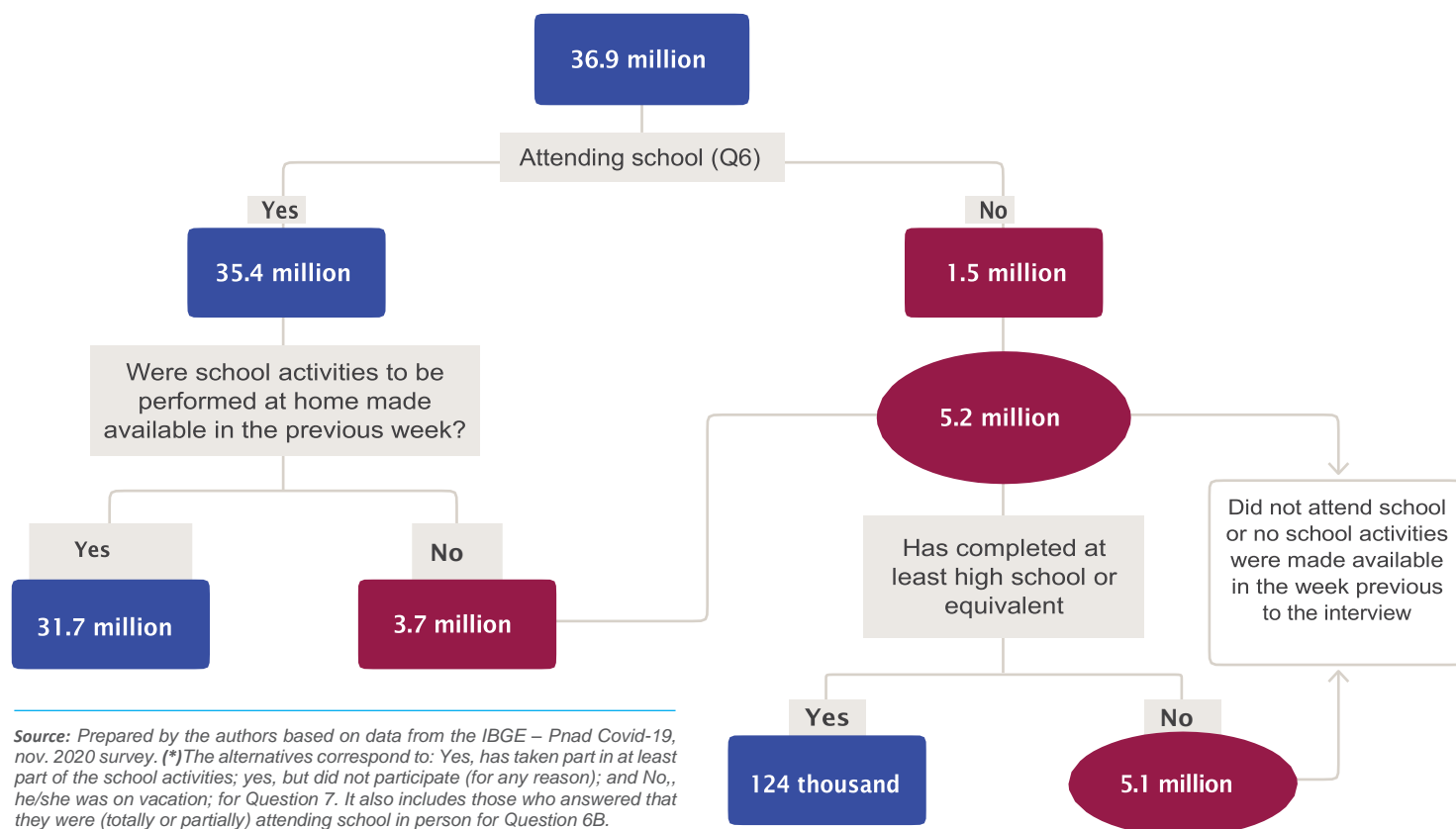
The highest percentages of out-of-school children and adolescents are found in the North and Northeast regions of Brazil.

Table 20. Distribution of children and adolescents aged 6 to 17 that had not completed High School, according to school attendance records, by region, 2020

	Out-of-school or no school activities							
	6 to 10		11 to 14		15 to 17		TOTAL	
	N	%	N	%	N	%	N	%
North	453,282	26.9	363,948	27.3	328,957	32.4	1,146,187	28.4
Northeast	732,211	16.1	554,918	15.7	699,475	25.3	1,986,604	18.3
Southeast	659,220	10.8	385,775	8.6	403,118	11.8	1,448,113	10.3
South	105,791	5.2	51,149	3.5	83,875	6.9	240,815	5.1
Midwest	128,284	9.9	56,295	6.0	68,997	9.3	253,575	8.5
BRAZIL	2,078,788	13.2	1,412,085	12.0	1,584,422	17.3	5,075,294	13.9

Source: IBGE. Pnad-Covid, nov. 2020. Note: Children and adolescents aged 6 to 17 years who declared they were not attending school or that they were attending, but that no school activities had been promoted in the week prior to the interview, were considered as not attending school.

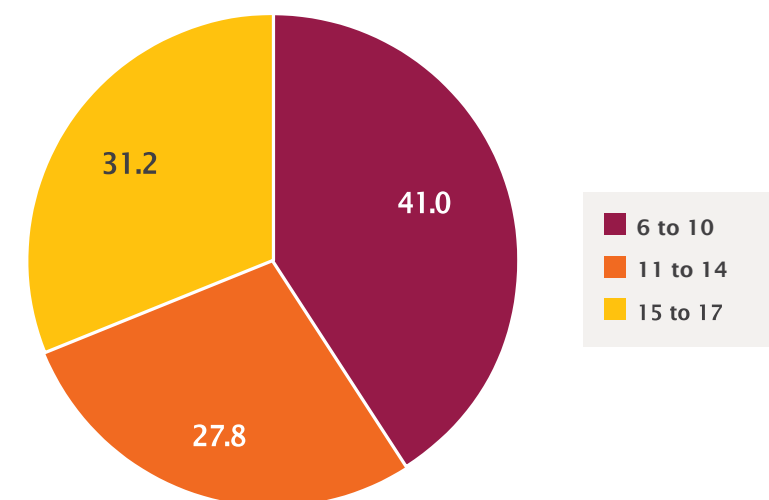
Figure 1. School attendance rates flowchart, Brazil, 2020



Source: Prepared by the authors based on data from the IBGE – Pnad Covid-19, nov. 2020 survey. (*)The alternatives correspond to: Yes, has taken part in at least part of the school activities; yes, but did not participate (for any reason); and No, he/she was on vacation; for Question 7. It also includes those who answered that they were (totally or partially) attending school in person for Question 6B.

The 6 to 10 age group had the highest incidence of children and adolescents not attending school or without school activities by the end of the 2020 school year. In 2019, this age group corresponded to the lowest out-of-school children rates in the country.

Graph 19. Percentage of children and adolescents aged 6 to 17 that had not completed High School, according to school attendance records, Brazil, 2020



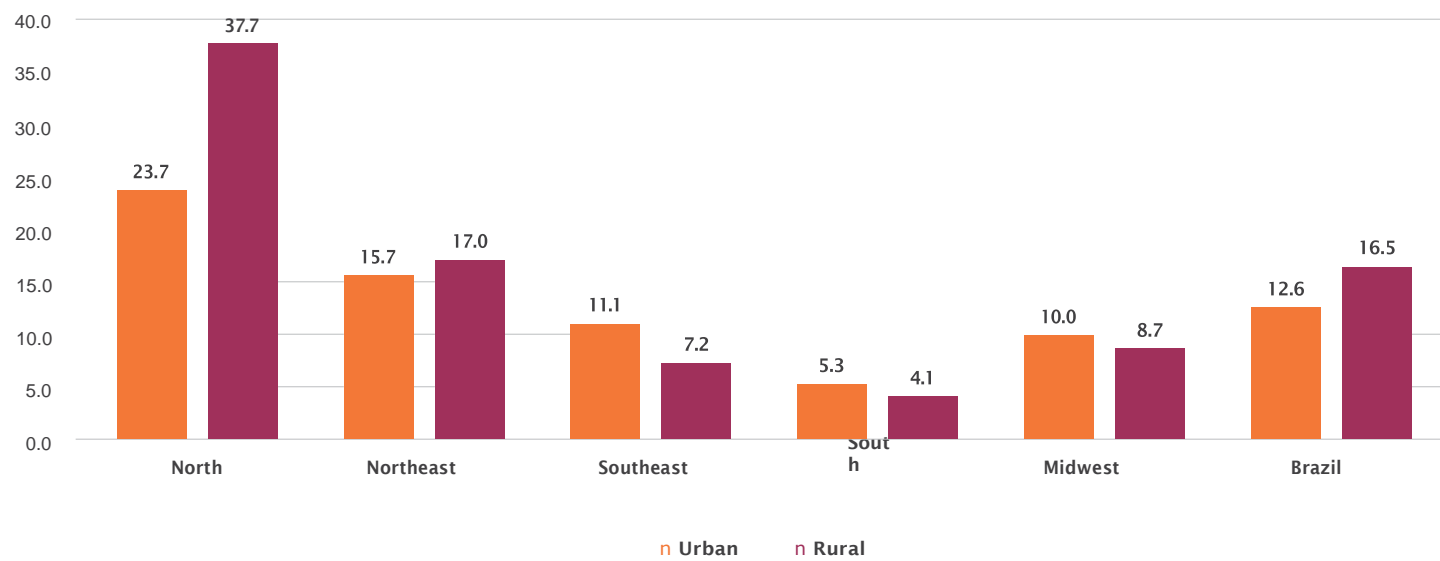
Source: IBGE. Pnad-Covid, nov. 2020. Note: Children and adolescents aged 6 to 17 years who declared they were not attending school or that they were attending, but that no school activities had been promoted in the week prior to the interview, were considered as not attending school.



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Children between the ages of 6 and 10 living in rural areas of the North and Northeast regions were the group that presented the highest out-of-school rates during the pandemic, in 2020. The precariousness of living conditions in these regions, especially in the most isolated areas, indicates the urgency of organizing initiatives to allow these children to access school. It should also be noted that the richer the Brazilian region, the lower the out-of-school rates. Populations in urban areas are also more affected in these regions.

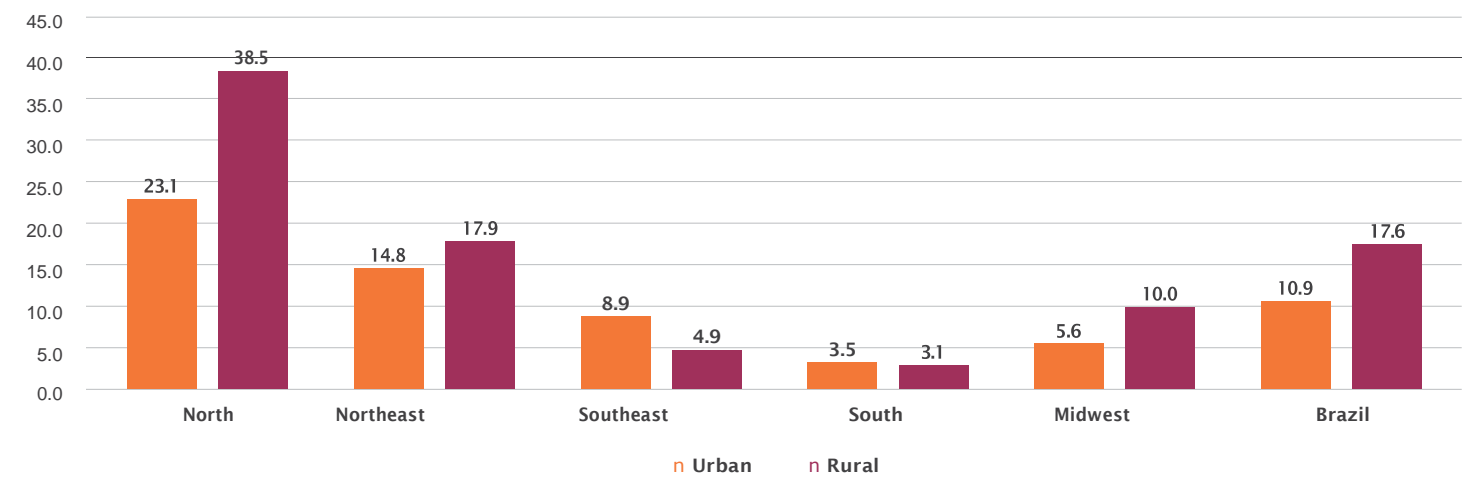
Graph 20. Distribution of school attendance rates of children aged 6 to 10 in urban and rural areas, by region, 2020 (%)



Source: IBGE. Pnad-Covid, nov. 2020. Note: Children and adolescents aged 6 to 10 years who declared they were not attending school or that they were attending, but that no school activities had been promoted in the week prior to the interview, were considered as not attending school.

The situation observed among children aged 11 to 14 in rural areas of the North, Northeast and Midwest regions remained the same. In the South Region, the percentage difference between out-of-school children in the urban and rural areas was still much smaller if compared to other regions.

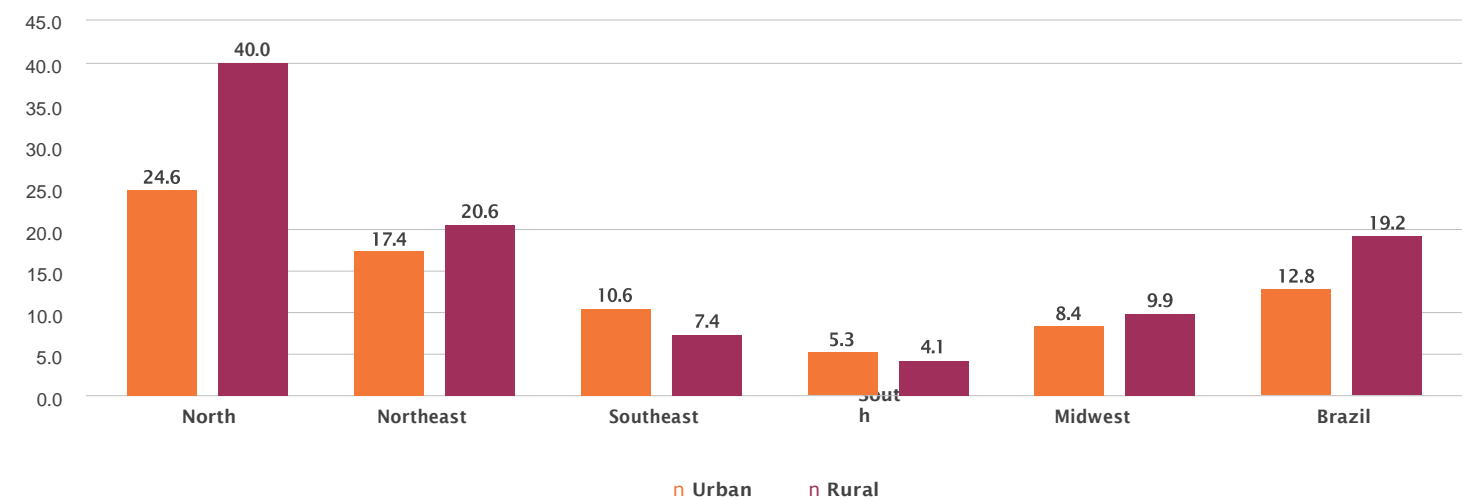
Graph 21. Distribution of school attendance rates for children aged 11 to 14 in urban and rural areas, by region, 2020 (%)



Source: IBGE. Pnad-Covid, nov. 2020. Note: Children and adolescents aged 11 to 14 years who declared they were not attending school or that they were attending, but that no school activities had been promoted in the week prior to the interview, were considered as not attending school.

In the age group corresponding to High School, adolescents living in rural areas in the North, Northeast and Midwest regions represented proportionally higher out-of-school rates than those living in urban areas in the same regions. Once again, the South region presented smaller percentage differences between populations living in urban and rural areas.

Graph 22. Distribution of school attendance rates for adolescents aged 15 to 17 in urban and rural areas, by region, 2020 (%)



Source: IBGE. Pnad-Covid, nov. 2020. Note: Children and adolescents aged 15 to 17 years who declared they were not attending school or that they were attending, but that no school activities had been promoted in the week prior to the interview, were considered as not attending school.

In the 6 to 17 age group, states in the North region presented the highest out-of-school percentages in relation to the total population: Roraima, Amapá, Pará and Amazonas, all had percentages above 30%. The state of Acre, in the North Region, and Rio Grande do Norte, Bahia and Sergipe, in the Northeast region, had percentages above 20%.

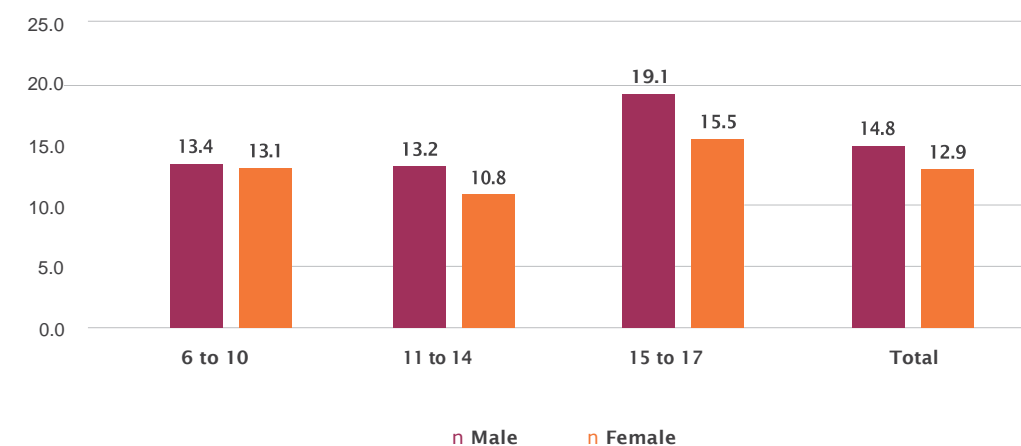
Table 21. Percentage of children and adolescents aged 6 to 17 that had not completed High School and were not attending school, by Federation Unit, 2020

Federation Unit	Not attending school		Total population (6 to 17)
	N	%	N
Rondônia	22,026	6.7	331,057
Acre	52,237	24.6	212,373
Amazonas	300,044	32.0	936,243
Roraima	46,987	38.6	121,826
Pará	610,983	32.0	1,907,628
Amapá	71,949	35.7	201,352
Tocantins	41,961	13.0	322,767
Maranhão	244,307	15.8	1,549,489
Piauí	76,895	12.1	634,153
Ceará	135,069	8.2	1,651,979
Rio Grande do Norte	160,059	24.9	641,958
Paraíba	78,490	10.8	726,924
Pernambuco	230,500	13.1	1,763,663
Alagoas	124,106	17.7	699,787
Sergipe	93,133	21.4	435,891
Bahia	844,045	30.7	2,748,036
Minas Gerais	244,319	7.3	3,358,749
Espírito Santo	77,967	11.1	700,505
Rio de Janeiro	458,675	17.2	2,672,491
São Paulo	667,152	9.2	7,288,581
Paraná	83,087	4.4	1,875,085
Santa Catarina	49,539	4.4	1,128,192
Rio Grande do Sul	108,188	6.2	1,733,730
Mato Grosso do Sul	28,869	5.7	507,255
Mato Grosso	72,783	10.8	676,478
Goiás	123,426	9.7	1,266,221
Federal District	28,497	5.4	524,416
TOTAL	5,075,294	13.9	36,616,832

Source: IBGE. Pnad-Covid, nov. 2020. Note: Children and adolescents aged 6 to 17 years who declared they were not attending school or that they were attending, but that no school activities had been promoted in the week prior to the interview, were considered as not attending school.

When the 6 to 17 age group is disaggregated by sex, it is confirmed that boys present progressively higher out-of-school rates the older they get.

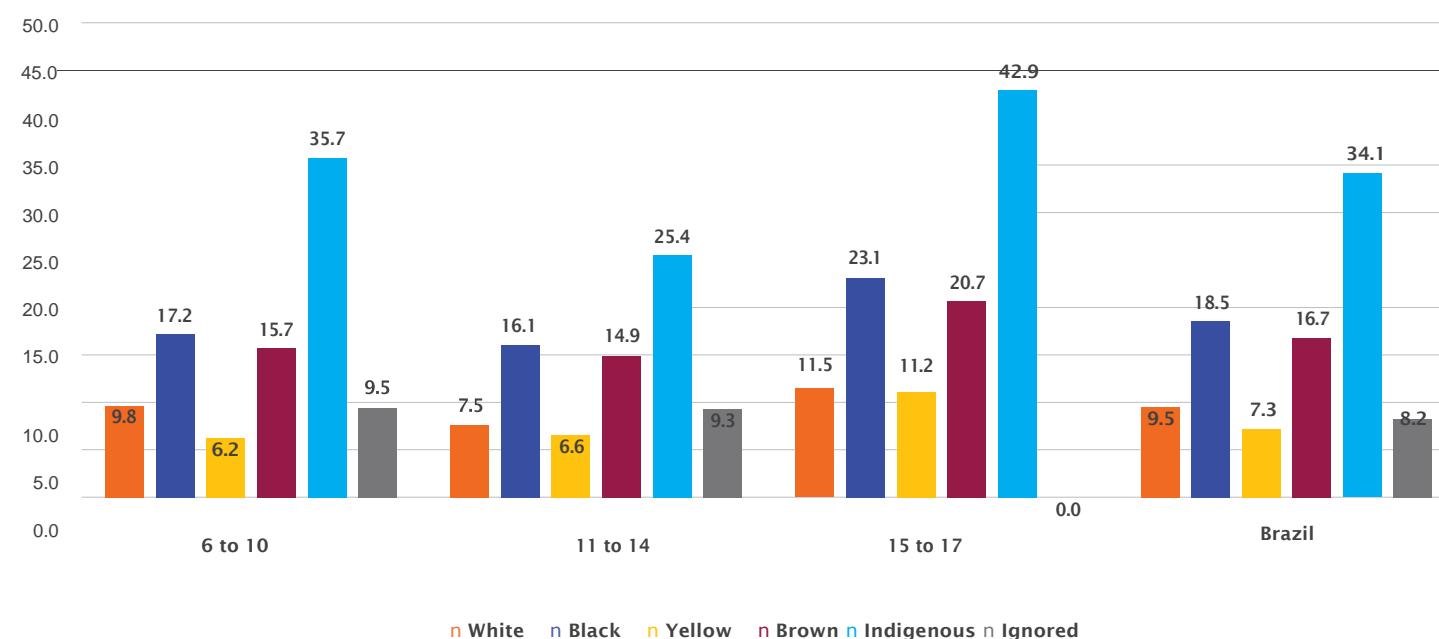
Graph 23. Percentage of children and adolescents aged 6 to 17 that had not completed High School and were not attending school, by sex, Brazil, 2020



Source: IBGE. Pnad-Covid, nov. 2020. Note: Children and adolescents aged 15 to 17 years who declared they were not attending school or that they were attending, but that no school activities had been promoted in the week prior to the interview, were considered as not attending school.

Black, brown and indigenous children and adolescents are the majority of those who were out of school during the 2020 school year, the first year of the pandemic.

Graph 24. Percentage of children and adolescents aged 6 to 17 that had not completed High School and were not attending school, by age group and race/color, Brazil, 2020



Source: IBGE. Pnad-Covid, nov. 2020. Note: Children and adolescents aged 15 to 17 years who declared they were not attending school or that they were attending, but that no school activities had been promoted in the week prior to the interview, were considered as not attending school.



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8. Recommendations: Urgency of Combating School Evasion

The Pnad-Covid 2020 survey estimated that 5,075,294 children and adolescents aged 6 to 17 years declared they were not attending school or that they were attending, but that no school activities had been promoted in the week prior to the interview.

The Pnad-Covid results are in line with the results of the survey developed by the Brazilian Union of Municipal Education Managers (Undime), with the support of the United Nations Children's Fund (UNICEF) and Itaú Social, between January 29th and February 21st of 2021.

In the Undime survey, interviewees from 3,672 municipalities provided information on the 2020 school year and their plans for 2021. The 2020 school calendar had been rescheduled for 2021 in 22.9% of the municipalities; in 7.2% of the municipalities the 2020 school calendar was in the process of being rescheduled; and 69.8% of the municipalities informed that the 2020 school year had been concluded. The main strategies adopted by the municipal networks to continue activities were the distribution of printed materials and the provision of tutoring via WhatsApp (92.9%). At the time of the survey, the planning for 2021 had only been concluded by 26.4% of the school networks.

These results once again emphasize the necessity to intervene in order to change the schooling situation of children and adolescents in Brazil. The results also indicate that it will not be resolved with time, and that action needs to be taken so that all children and adolescents are in school.

This project must be about the future, about shaping history and about taking present action.

If Brazil, and each of its states, municipalities, schools, families, children and adolescents have experienced such alarming rates so far, it is safe to say that the context imposed by the pandemic further intensifies the need for measures to guarantee every child's right to education.

As was said, out-of-school rates are originated in specific socioeconomic and cultural contexts, where social inequalities are reproduced in the schools. Limitations, day-to-day demands and negative school experiences, are among the obstacles or reasons given by school age children and adolescents for quitting school.

The recommendations made in this document seek to contribute to the decision-making of managers and professionals in the area of Education, as well as professionals from other areas who act to guarantee children and adolescents' rights. It is also a call to action for society, indicating the need for general engagement, so that every child and every adolescent stays in school, and is guaranteed his/her right to education.

1. Active Search of out-of-school children and adolescents

Finding each of the over 5 million children and adolescents who are out of school or were not able to keep up with school during the pandemic is not an easy task. Joint efforts must be made, involving education, health and social assistance professionals and with the support of civil society organizations, private companies, religious institutions, and society as a whole.

Once children and adolescents are identified, individuals and families need to be contacted, so that we can understand the underlying reasons keeping that child out of school and act – in an intersectional manner – to fill gaps, overcome challenges and promote their return or enrollment in school. The offer of school activities at shifts that are compatible with the family and the children and adolescents' activities, as well as the availability of schools close to the households or the offering of transportation alternatives are items that should be included in the planning of the initiatives.

In order to support the Brazilian states and municipalities, UNICEF has developed the School Active Search Initiative (*Busca Ativa Escolar*, in Portuguese), in partnership with the Brazilian Union of Municipal Education Managers (Undime) and with the support of the National Council of Municipal Social Assistance Managers (Congemas) and the National Council of Municipal Health Secretariats (Conasems). The strategy's website (<https://buscaativaescolar.org.br/>) provides information and materials to help states and municipalities to develop actions to identify and (re)enroll out-of-school boys and girls. The strategy was revised to respond to crises and emergencies, such as the coronavirus pandemic, and to meet the needs imposed by emergency situations.

2. Community communication

The organization of public-school enrollment campaigns at any time during the school year, and the use of social media, radio, and face-to-face meetings in squares and parks (when possible and safe), can stimulate the return or enrollment of children and adolescents in school and also promote a debate with society on the importance of school.

School calendars would, of course, need to be rearranged, but considering the current scenario, would it be such a problem to allow students to start the school year at different moments, like on May or September?

Promoting a discussion about the importance of guaranteeing the right to Education with the companies that hire adolescents as apprentices would also be an important initiative.

Recommendations on the enrollment of children and adolescents at any time during the school year may be found at: <https://www.uncme.org.br/Gerenciador/arquivos/d262f7810f21c1fcb3c749fc485e3a90.pdf>

A series of communication tools and materials are available at: <https://buscaativaescolar.org.br/campanha/>

3. Internet access

The Undime survey reveals that 49.7% of the municipal school networks reported having difficulties in guaranteeing the students access to the internet, and 24.1% also claimed difficulties in guaranteeing internet access for teachers. Although most networks claimed they used printed materials and provided tutoring via *WhatsApp* as a way to maintain school activities, 74.1% of the municipal networks reported they carried out trainings for teachers on how to use online teaching tools and methods.

The infrastructure that must be offered to the students for their safe return to school also appeared as an obstacle for 40% of the networks, who reported the infrastructure was not appropriate.

Considering the prolonged pandemic situation in Brazil, it is increasingly urgent to invest in policies that promote the adoption of online learning/teaching.

4. Mobilization of schools

State and municipal school managers, teachers and secretariat administrators who are responsible for monitoring schools, need to be supported so they can effectively monitor the students' trajectories and develop initiatives to reduce dropout rates.

All school professionals must commit to guaranteeing an inclusive environment, either by accepting late enrollment at any point during the year, or by organizing the curriculum to be able to receive students who initiate or return to school activities at different moments.

Considering this possibility, it would then be necessary to prepare schools, offer capacity-building to school teachers and managers, rethink curriculums and reorganize school schedules and facilities.

Materials developed by UNICEF and partners may be of assistance during the planning for the safe reopening of schools and for coping with the direct and indirect impacts the prolonged pandemic:

- Guidance for the safe reopening of schools can be found on a specific website set up by UNICEF at: <https://www.unicef.org/brazil/reabertura-segura-das-escolas>. A self-evaluation tool to analyze water, sanitation and hygiene conditions, which also

makes recommendations is available at: <https://escolas.buscaativaescolar.org.br/quest>.

- The School Success Trajectories (*Trajetórias de Sucesso Escolar*, in Portuguese) initiative is a project developed by UNICEF and partners to combat the school failure culture in Brazil. Diagnosis tools and recommendations for trainings can be found at: <https://trajetoriaescolar.org.br>.

5. Strengthening the rights guarantee system

At a time like this, public policies for the integral protection of children and adolescents must be activated and amplified. This involves the intersectoral mobilization of civil society and of each family.

Conditional cash transfer programs are essential to combat school evasion and become even more necessary in the context of a pandemic.

Protection against domestic violence – which has impacted children and adolescents even more intensely during the intermittent lockdown contexts that Brazil has experienced – must also be strengthened through the dissemination of campaigns and the fostering of partnerships with the social assistance and health sectors.

It is also important to prepare for the return to schools and to receive individuals who are just beginning their school trajectories. Black, indigenous, and LGBT people should feel included and accepted, this is achieved by combating discrimination and body-shaming, adopting the use of social names, promoting and maintaining mental health, especially for adolescents, and preventing race, class or gender differences to be used as structural criteria for maintaining inequalities and denying significant portions of the population their right to education.



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Technical Note: estimate of the number of children and adolescents aged 6 to 16 who were not attending school in November 2020

The National Household Sample Survey – Pnad Covid-19 was carried out by IBGE in the period between May and November 2020 and had the objective of estimating the number of people with flu symptoms and monitor the impacts of the Covid-19 pandemic in the Brazilian labour market. This type of survey falls into the field of experimental statistics, that is, statistics that are still in the testing phase, where their advantages and disadvantages are not yet fully known. However, given the situation faced during the pandemic, this type of survey is extremely important, since it amplifies the offer of data on the current situation.

The survey was conducted by telephone. The sample consisted of 193 thousand households, with approximately 48 thousand respondents per week. The same sample was adopted during the entire period from May to November. All residents living in the selected households answered the survey.

The November questionnaire contained 56 questions divided into six blocks: Block A – Characteristics of the Residents (14 questions); Block B – Covid-19 (11 questions); Block C – Work and the Labour Market (for 14 years old and older) (24 questions); Block D – Income from other sources (for all household residents) (1 question); Block E – Loans (2 questions) and Block F – Place of domicile, property and rent (4 questions).

The school situation of children and adolescents aged 6 to 17 in November 2020 was calculated based on this questionnaire. Three questions were used:

- **A6:** 6 to 16 age group: Are you currently attending school (are you enrolled)? or 17 to 29 age group: Are you currently attending school or college (are you enrolled)? 1. Yes; 2. No. This question corresponds to variable A006 in the microdata bank.

- **A6b:** Are you currently attending face-to-face classes? 1. *Yes, normally*; 2. *Yes, but only partially*; 3. *No, and my classes are always/usually taught face-to-face*; 4. *No, my classes are online*. This question corresponds to variable A006b in the microdata bank.

- **A7:** Were school activities to be done at home made available to you in the last week (online classes, homework, directed study, etc.)? 1. *Yes, and I performed at least part of them*; 2. *Yes, but I did not perform them (for any reason)*; 3. *No*; 4. *No, because I was on vacation*. This question corresponds to variable A007 in the microdata bank.

By cross-checking the answers to these questions, we were able to ascertain the following situations for children and adolescents in the 6 to 17 age group:

- **Did not attend school (A6 equal to 2):** 1.4 million children and adolescents aged 6 to 17 who had not completed High School.
- **Attended school, but no school activities were made available in the week before the interview (A6 equal to 1, A6b different from 1 and A7 equal to 3):** 3.7 million children and adolescents aged 6 to 17 who had not completed High School.
- **Attended school and school activities were made available in the week before the interview: (A6 equal to 1, A6b different from 1 and A7 equal to 1 or 2):** 30.5 million children and adolescents aged 6 to 17 who had not completed High School.
- **Attended school, but was on vacation (A6 equal to 1, A6b different from 1 and A7 equal to 4):** 216 thousand children and adolescents aged 6 to 17 who had not High School.
- **Attended school in person (A6 equal to 1 and A6b equal to 1):** 850 thousand children and adolescents aged 6 to 17 who had not completed High School.
- **Had completed High School and did not attend college:** 107 thousand adolescents aged 17.
- **Had completed High School and attended college:** 183 thousand teenagers aged 17.

Based on the aforementioned process we obtained the total number of children who were not attending school or for whom no school activities had been made available in the week prior to the interview (*Figure 1*).



para cada criança