



IIEP Visiting Researcher Notes

From emergency to equity: the case
of education for (im)migrant children
and youth in northern Brazil

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Introduction

‘Securing the right to education for refugees from a sustainable perspective involves equipping them with the essential resources to rebuild their lives, uphold other human rights, and enhance their personal freedom and empowerment’ (UNESCO, 2019: 1).

International migration has intensified in Brazil and Latin America since the 2010s, creating a scenario where education systems must urgently ensure access to education, student retention, and successful outcomes for displaced populations and host societies. This working document explores the challenges associated with ensuring the educational rights of newly arrived (im)migrant children in a context of growing immigration.¹ This paper is structured to address various aspects of access and the experiences of education for (im)migrant children and young people in Brazil. The following sections start by briefly contextualizing recent international migration to Brazil, discussing legal foundations, systemic barriers and policy contradictions, and locally led solutions.

South-South migration to Brazil is a growing phenomenon, characterized by the arrival of people from Venezuela, Haiti, Bolivia, Peru, Colombia, India, and other countries. In the north of Brazil, the country’s largest region, the state of Roraima processed the most refugee applications (24,123, or 35.6 per cent), followed by the states of Amazonas (3,431 or 5.1 per cent) and Acre (1,397 or 2.1 per cent) (da Silva, Cavalcanti & Oliveira, 2025: 27). Brazil received 68,159 refugee applications, with 39.8 per cent (or 27,150) from Venezuelans in 2024 followed by Cuba (32.7 per cent), Angola (5 per cent), and India (3.1 per cent) to name a few (da Silva, Cavalcanti & Oliveira, 2025: 19). Among those arriving from Venezuela are various Indigenous, including Akawaio, Arekuna, Chaima, Eñepa, Jivi, Ka’riña, Kamarakoto, Macuxi, Pemón, Taurepang, Warao, Wayuu, and Ye’kwana (Brazil, 2023).

Of the total applications for refugee status, 17,751 were from children and young people aged 0 to 18 years (Junger, Cavalcanti, de Oliveira & Lemos, 2025), underscoring the urgent need for practices that facilitate new arrivals’ access to education and their ability to remain in education and learn. This is particularly the case in the state of Roraima, the primary entry point for most newcomers arriving from Venezuela and other Latin American and Caribbean countries (da Silva, Cavalcanti & Oliveira, 2025; Oliveira & Tonhati, 2022). It also reinforces the need to strengthen educational planning within education departments, municipal governments responsible for education, governmental institutions with educational responsibilities, and inter-institutional partnership, to guarantee the right to education for displaced persons and their host communities.

Education rights are enshrined in Brazilian law and policy

This study investigated Brazil’s legal commitment to provide access to education for all children by examining the implementation of the National Education Council’s Resolution No. 1 (13 Nov. 2020), which established that migrant, refugee, stateless, and asylum-seeking children and adolescents are entitled to enrol in the public basic education system,² reinforcing earlier legislation that guarantees immigrants, on an equal basis with nationals, the right to public education regardless of their nationality or migration status (Brazil, 2017: 1996). In examining this Resolution, it is essential to consider related laws, policies and guidelines to provide a more comprehensive understanding of educational entitlements afforded to newly arrived students and contextualize how policy meets lived experience.

¹ The term *(im)migrant* is used in this paper to refer to people with a residence permit, asylum seekers, refugees; not including naturalized Brazilians.

² Brazil’s education system is structured in three main stages as guided by The National Common Curriculum Base: early childhood education, primary education, and secondary education (Brazil, 1996).

The National Education Council Resolution established in 2020 that schools must prepare and plan to welcome migrant students by promoting an inclusive educational environment, emphasizing non-discrimination, prevention of bullying and xenophobia, and ensuring integrated classes for Brazilian and non-Brazilian students (Brazil, 2020b). This includes children born in Brazil from immigrant families, including Indigenous people, who may not be identified as Brazilians culturally and linguistically. This guidance acknowledges the importance of supporting the training of educators in inclusive education practices such as teaching Portuguese as a host language (PLAc) and the promotion of the cultural contributions of non-Brazilian students (Brazil, 2020b).

This Resolution also serves to supplement Articles 78 and 79 of *The National Education Guidelines and Bases Law (Lei de Diretrizes e Bases da Educação Nacional)* of 1996, by supporting Indigenous migrants' right to education. Article 78 guaranteed the development of integrated teaching and research programmes to provide bilingual and intercultural school education for Indigenous peoples, while Article 79 established the state's responsibility to provide technical and financial support to education systems, including offering intercultural education to Indigenous peoples (Brazil, 1996).

In Brazil, federal, state, and municipal education systems must collaborate to ensure the universal provision of compulsory education (Article 211 of the Federal Constitution). While municipal governments are primarily responsible for early childhood and primary education provision, state governments focus on secondary education. States can support with primary education provision, and municipalities may partner with their relevant states to provide secondary education, as needed. However, states have increasingly shifted responsibility for education to municipalities, which have now become responsible for most students in the public education system (Lemos, 2024). This devolution of responsibility, combined with the arrival of (im)migrant students, has added disproportionate pressures on municipal education finances and capacities.

Increasing pressure on local public education systems

The arrival of (im)migrant children has increased significantly in the last decade as has the enrolment of (im)migrant children at all levels of basic education by 65.2 per cent, from 41,916 in 2010 to 122,900 in 2020 (Vinha & Yamaguchi, 2021: 256; Tonhati, 2024: 78). The arrival of Venezuelan students 'grew intensely after 2017, rising from 1,452 students to 24,446 in 2020' (Vinha & Yamaguchi, 2021: 271), representing 82.4 per cent of immigrants in basic education schools in the North of Brazil.

Most (im)migrant children and young people attend public-funded schools, which are predominantly administered by city-level governments at 42 per cent, followed by schools administered by federal states (33.9 per cent) and private schools (24.1 per cent) (Oliveira, Cavalcanti & Costa, 2020: 211). The increased responsibility placed on city-level governments to provide schooling to most children and young people (both (im)migrant and nationals) has made it challenging for city governments to adequately realise the right to education for all students. For example.

The Brazilian town of Pacaraima, on the Brazil-Venezuela border, has less than 20,000 inhabitants but its schools administered by the local government host one of the highest numbers of (im)migrant students in the entire region (Vinha & Yamaguchi, 2021). Conducted between 2023 and 2024, this study used a mixed methods approach: audio-recorded and semi-structured face-to-face interviews, school-based observations, and an online survey to which 30 teachers responded. Among the participants were five children and adolescents, three family members, 22 local public servants, and one development partner. The research settings included 11 schools from across the North, and one adult education centre that offered Portuguese classes (Portuguese as a host language, 'Português como língua de acolhimento' [PLAc]) to young people and adults in the evenings, families' homes, ('informal') places of work and at the headquarters of a humanitarian agency.

Table 1. Overview of data collected in Brazil

Data sources	Quantity
Semi-structured interviews	35 hours
School-based observations	103 hours
Survey	Responses from 30 teachers

Source: Author

Policy contradictions: humanitarian interventions versus educational equity

This study found that the implementation of Resolution No. 1 of 13 November 2020 (Brazil, 2020a) has facilitated the school enrolment of (im)migrant children in the region. However, the commitment of ensuring newly arrived children and young people’s access to education is undermined by emergency and short-term humanitarian responses. This section discusses the resulting policy contradictions in Roraima, focusing on how disruptive administrative procedures and emergency school facilities undermine equity in education for all children.

The response to the continuous arrival of (im)migrants to the state of Roraima, particularly from Venezuela since 2015, has been an emergency humanitarian response named Operação Acolhida (‘Operation Welcome’). Led by the International Organization for Migration (IOM), the United Nations High Commissioner for Refugees (UNHCR), UNICEF, and the Federal Government, the approach has been characterized by short-term humanitarian interventions, which may undermine long-term education goals (see Shuayb & Crul, 2020).

The emergency nature of the response within local education systems was particularly visible in Pacaraima, where participants described the city’s services as overwhelmed. This study found that due to continuous arrival of (im)migrant children and young people and Pacaraima’s limited infrastructure, the local government has repurposed commercial buildings into schools.

Industrial building converted into a school in Pacaraima



Source: Author

Students were attending classes in repurposed commercial buildings that were fundamentally unfit for education and schooling, featuring a lack of natural light and ventilation, inadequate air-conditioning against extreme heat, no outdoor play areas, and, in two schools visited, only one accessible entrance posing significant risks in case of emergencies.

Moreover, the educational retention of newly arrived children and young people was hindered by administrative procedures within migration governance, particularly interiorização (internal resettlement/relocation). Social integration interventions appeared to prioritize relocating families rather than educational equity and continuity:

They (immigrants) have the option to relocate to various municipalities in search of new life opportunities and socioeconomic inclusion through the 'interiorização' strategy, which is also coordinated by the MDS (Ministry of Social Development), with the support of the IOM (International Organization for Migration) through a Technical Cooperation Agreement (Brazil, n.d.)

Children's access to education was disrupted when families were, apparently unexpectedly, relocated from Roraima to other states in Brazil. The relocation of families, supported by IOM, UNHCR and the Federal Government, happens without prior communication with children's schools, leaving school-staff uncertain about their location.

According to a school leader in Boa Vista:

it is very difficult to communicate with UNHCR when you need to speak to a parent about their child. The only help we get from UNHCR is when a child stops coming to school and we don't know what happens to them. So, we ask UNHCR if a child is still there or if they are moved to another city. They look at their records and later tell us what happened to the child.

School staff had no way of knowing whether relocated children continued their education, or how soon they were able to re-enrol in a new school at their destinations. This study showed that the current relocation programme can disrupt schooling and educational continuity despite its stated rationale being to promote social integration.

Schools face multiple challenges related to unpredictable student turnover as shared by public servants in this study. Mid-year arrivals are unaccounted for from current-year school budget allocations, which complicates school-year planning and may financially strain schools. According to four teachers interviewed in Roraima, in such cases funding for new arrivals would likely become available in the following year when children may have already left the school.

The disruptions caused by student turnover could be mitigated if schools could more readily access funding and adequate time to support the needs of newly enrolled students and if the relocation process (*interiorização*) minimized educational disruptions, particularly in Roraima.

Insufficient resources to cater to specific educational needs

The Revolution (n° 1, 13 November 2020) aims to promote inclusion, but its effective implementation is frustrated by institutional unpreparedness and a lack of resources: pedagogical, structural and material, placing sole responsibility on teachers and local schools without allocating the necessary material resources.

(Im)migrant children face similar exclusions to that of many Brazilian children from poor families, as school enrolment per se is insufficient to ensure full access to and permanence in education. Teachers interviewed stated that Resolution n°1, 13 November 2020 was an important step in facilitating access to education for immigrant children. However, though the Resolution supports the right to education beyond enrolment by determining that schools must prepare to welcome migrant students by training school staff in inclusive education practices, it places responsibility on local schools without clearly outlining the nature of such training or guidance required to realize it (Brazil, 2020a). Although teachers interviewed for this study appeared to accept their duty of ensuring all children secure a school place, they cautioned that the arrival of (im)migrant and

refugee students posed challenges for schools, leaving them without the adequate conditions to fully implement the Resolution's guidelines.

Brazil's historically diverse and multilingual population has been addressed in its 1988 Constitution and subsequent legal frameworks, including Law n° 9.394 of 1996 which recognized Indigenous peoples' right to differentiated, bilingual and intercultural school-based education. Nevertheless, teachers reported being particularly unprepared to teach Warao and Spanish-speaking Indigenous students due to language barriers and distinct cultural practices and understandings. They shared that not having a language in common with the Warao children and their families meant that those students were unable to access the curriculum and learn as required for their age and school year. Indigenous Warao children are doubly excluded as (im)migrants facing barriers related to language, culture and documentation and Indigenous-specific educational neglect.

In addition to these pedagogical concerns, the need for both professional development and structural, institutional, and systemic improvement to provide adequate learning experiences to newcomers was echoed across all school settings. This was expressed by a school leader from Roraima:

We all need support, both in terms of logistics for materials and personnel. We need psychologists, we need... community healthcare agents ('a gente comunitário de saúde'), we need dentists...

Moreover, the current Resolution overlooks the responsibility of political entities (inter-institutional) at city and state levels and relevant institutions such as universities which may not always provide adequate teacher training to prepare teachers to enact the Resolution (see Azevedo and Amaral, 2022). Consequently, inclusion in education remains superficial and largely underpinned by emergency humanitarian approach rather than long-term planning and commitment. Despite these challenges, individual schools, teachers and local governments have created some strategies to support (im)migrant students that could help inform more adequate system-wide policies and practices.

From policy to practice: teacher and school perspectives

From stronger community and family engagement to translanguaging approaches, teachers, schools and local governments, have developed strategies to support the teaching and learning of (im)migrant students.

A teacher in Manaus shared that as their school received (im)migrant children, they realised it was necessary to change and redefine pedagogical strategies and practices to respond to the needs of those children and their families. The school leader explained that 'we studied amongst us (as peers), redefined our training and redefined the school curriculum based on the students we received'. As part of the school's new approach, the school-leader explained that they started focusing on strengthening community and family engagement:

It is essential for us to advance these innovative practices that we bring families into the school, as the school needs to work with a triad: community, family, and school. All educational actors must be involved in the process. Some of these activities include the choir, we have the dances –all to engage students in activities and bring their families into the school. Because that's our goal: to bring families closer to the school, to make them feel like they belong to the school space.

The school staff emphasized the importance of involving students' families in their educational experiences and school life to promote a more 'supportive' and 'inclusive' school environment.

Welcome messages to families of students at the entrance to a school in Manaus



Source: Author.

Similarly, Belém do Pará's local education department in place in 2023 developed several 'inclusive' practices, including hiring Spanish-speaking teachers to teach PLAc and a Warao assistant teacher to support the teaching of Warao children. One teacher, who was trained to teach Spanish, was tasked with teaching PLAc to respond to the needs of newly arrived (im)migrant students. She explained that although this was a new experience to her, she adopted translanguaging: a pedagogical approach to academically engage with multilingual and bilingual students using their linguistic abilities to promote teaching and learning. This enabled her to bridge the gap between Spanish and Portuguese, facilitating teaching and learning:

What helped me was my knowledge of Spanish. For many people, it seems strange when I say, 'gente, I use Spanish to teach Portuguese'. I showed the students what was similar and what was different [between the two languages], such as phonemes. Translanguaging emerged in that moment.

Schools in Pacaraima added trilingual signage in Portuguese, Spanish, and Warao to indicate key locations within the schools such as the school principal's office. A Venezuelan student stated that this facilitated newly arrived students' navigation of the school grounds making her feel more comfortable. Both teachers and students related that student participation in classes and school-based activities improved as a result of initiatives that acknowledged their linguistic abilities.

Tri-lingual signage on the principals' office, School in Pacaraima.



Source: Author.

These local and teacher-led initiatives demonstrate a commitment to supporting newcomers' education despite facing barriers and limited resources. However, these practices are often led by

individuals and may differ from classroom to classroom and school to school resulting in unjust and unpredictable educational experiences. Despite Brazil having policies aimed at promoting inclusion in education, local and individual pedagogical practices alone are insufficient to enact them and compensate for the lack of structural and systemic support. Education policy and practice recommendations

Students' educational journeys are non-linear, and they have significantly different starting points and needs. In accordance with this principle, this study's findings demonstrated that equitable access to education cannot be guaranteed merely through equal access to enrolment. Instead, an equitable approach to education provision may bridge the gaps in current policy and between policy and practice by:

- developing long-term policy frameworks that recognize human migration as a continuous social reality, not a temporary emergency or crisis, involving federal and state governments and inter-ministerial commitments and actions;
- prioritizing rights to education by establishing and strengthening inter-agency communication with schools. Relocation procedures could minimize educational disruptions by informing schools and involving them in the process. For example, information about students' initial academic experiences in Brazil and their linguistic abilities could be shared by the initial school with the relocation school to facilitate transition and minimize disruptions;
- creating communication channels between schools and families fostering community and parental engagement in school life;
- recognizing the heterogeneity of newly-arrived Indigenous people (e.g., Warao, E'ñepa, Wayuu, Pemon) in education policies including their rights to bilingual and intercultural education. This involves hiring teachers or teaching assistants from similar Indigenous ethnicities to support teaching and learning in the classroom, as piloted in Belém do Pará;
- providing teacher education curricula in higher education and continuous, state-supported professional development for public school teachers and school leadership, centring intercultural education (Aguiar, Coelho & de Assumpção, 2024), to prepare them to teach in increasingly diverse and multilingual classrooms, including: (i) bilingual and translanguaging pedagogies that challenge monolingual norms; (ii) culturally responsive teaching aligned with laws on Indigenous and Afro-Brazilian languages and histories.
- improving school infrastructure and logistics (e.g. safe and comfortable school buildings, bilingual teaching materials, transportation) to support attendance and participation of all students.

Conclusion

While Brazil has taken important legislative steps, this study revealed that implementation is often undermined by systemic barriers in several ways: localized educational response that places responsibility primarily on individual teachers and schools; a lack of specialized, mandatory teacher training for PLAc, bilingual or multilingual and intercultural education; limitation of targeted resources to support schools and teachers; and the contradictory effects of an integrationist relocation process (*interiorização*), which disrupts education continuity. The recommendations presented here propose pathways to overcome the systemic barriers discussed in this paper by centering an equity -based framework to the education of (im)migrant and refugee children and young people.

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