



PUBLIC INVESTMENT IN GIRLS, A PENDING MATTER FOR CREATING EQUITABLE SOCIETIES



Save the Children
100 YEARS



EQUIDAD
Centro de Políticas Públicas y Desarrollo Humano



Suecia
Sverige

INTRODUCTION

Despite progress in terms of increased investment in children over the past years, there are still significant challenges when it comes to ensuring a gender lens in budget planning processes. This is shown in the research carried out by Save the Children on public investment in girls, along with partner organizations Equidad – Centre for Public Policies and Human Rights (Peru), the Centre for the Defense of Children and Adolescents – Cedeca Ceará (Brazil), and the Institutional Coordination Agency for the Promotion of Children's Rights–Ciprodeni (Guatemala). In this research, we have analyzed the execution of the 2018 public budget in Peru, Brazil and Guatemala from a gender and child rights perspective.

Specific needs of girls must be considered in each country, along with the gender inequities that arise from neglecting these needs, as girls continue to be valued less and should be considered in public policy, budgetary and decision making processes.

Gender responsive budgeting, and investment in girls, is increasingly relevant in order to guarantee the fulfillment of the different rights and needs of girls, boys, and children with non-binary gender identities. It is also vital in order to reduce the existing gender inequities.

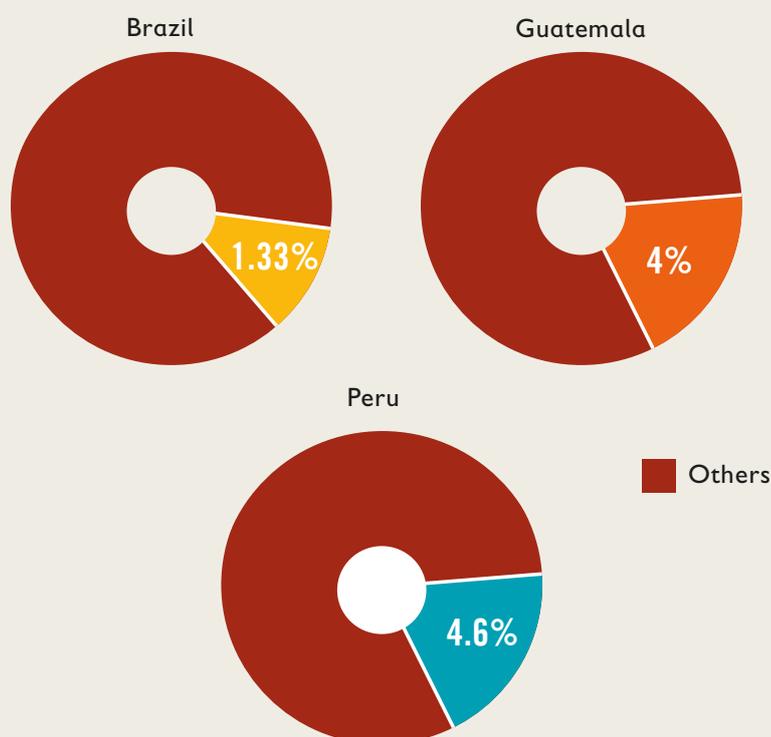
This material has been produced within the framework of the Civil Society Support Program (PASC) and has been financed by the Swedish International Development Cooperation Agency (Sida). Responsibility for the content rests entirely with the creator. SIDA does not necessarily share the expressed views and interpretations.



INVESTMENT IN CHILDREN: AN UNRESOLVED ISSUE FOR LATIN AMERICA AND THE CARIBBEAN (LAC)

In general, investment in children in the countries covered by the research is relatively weak, if analyzed using the gross domestic product (GDP) as a basis. For instance, the UN Children's Fund (UNICEF) recommends a minimum required investment in Guatemala of 7,3 percent in 2018.

The public investment in children and adolescents, as expressed by a percentage of the GDP in these three countries, amounts to¹ :

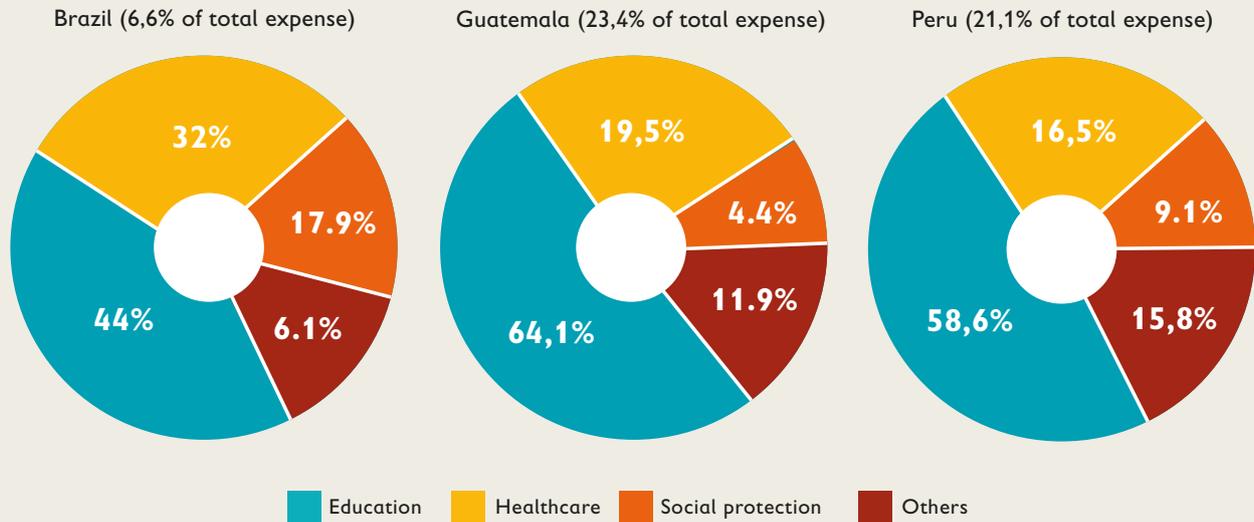


In 2018, Brazil invested four times more in weapons purchases (5.1%) than in their children and adolescents (1.33%), according to a publication by the Stockholm International Peace Research Institute (SIPRI) that same year.

¹Brazil: Sistema de Información Presupuestaria (SIGA) and Secretaria de Hacienda y Crédito Público; Guatemala: Instituto Nacional de Estadísticas (INE), Sistema de Contabilidad Integral del Estado (Sicoin) and Banco de Guatemala; and Peru: Banco Central de Reserva del Perú (BCR), Instituto Nacional de Estadística e Informática (INEI) and Ministerio de Economía y Finanzas (MEF).

When analyzing the public investment in children in relation to the total public investment in each country, we can see that it is relatively low. The public investment in children and adolescents by sectors (healthcare, education, protection) in relation to the total investment per country is as follows:

GPNA by functions as % of Total Expense 2018



Sources: SIGA (Brazil), Sicoin (Guatemala), and MEF (Peru).



DECENTRALIZATION: THE CHALLENGE TO REALIZE RURAL CHILDREN'S RIGHTS

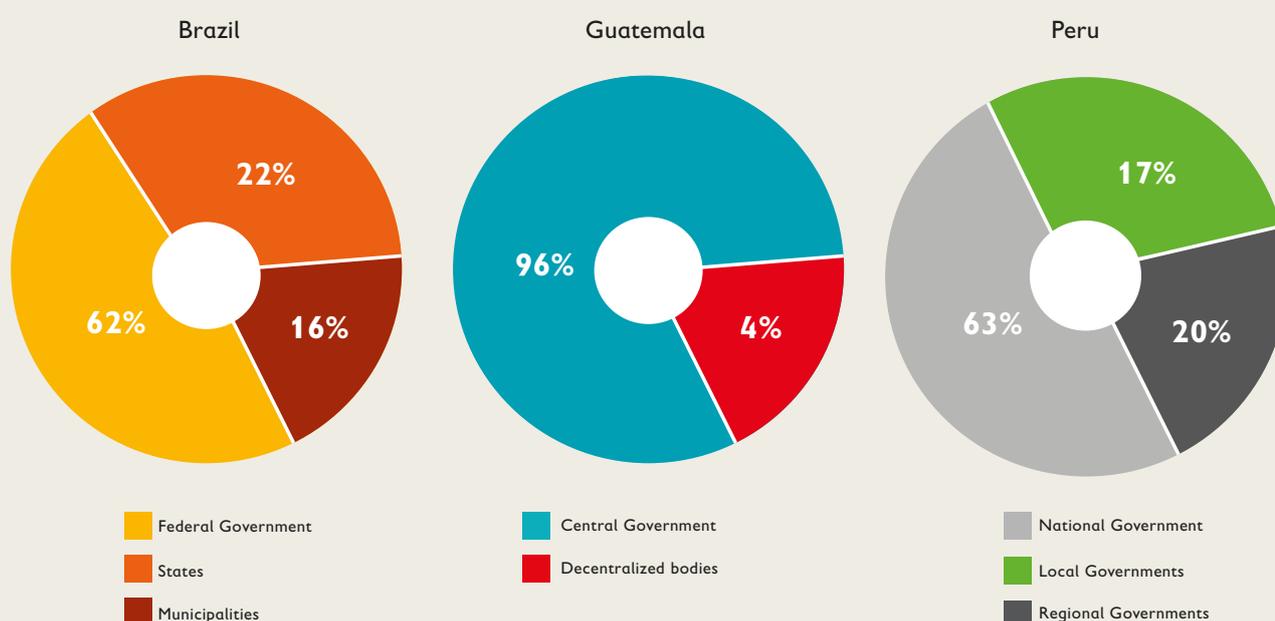
Another factor that should be considered in the budget analysis is the extent to which the government's budget implementation is decentralized, as decentralization capacity of the governments in their budget execution it indicates how funding and services are distributed and how development is promoted.

Being a woman or a girl, living in poverty, or living in a rural area implies exposure to being excluded from the realization of rights and access to services.



In the countries included in the research, we can see that budget execution is centralized, especially in the case of Guatemala, where there is no intermediate level of government, and decentralization is merely 4%.

Data on budget decentralization



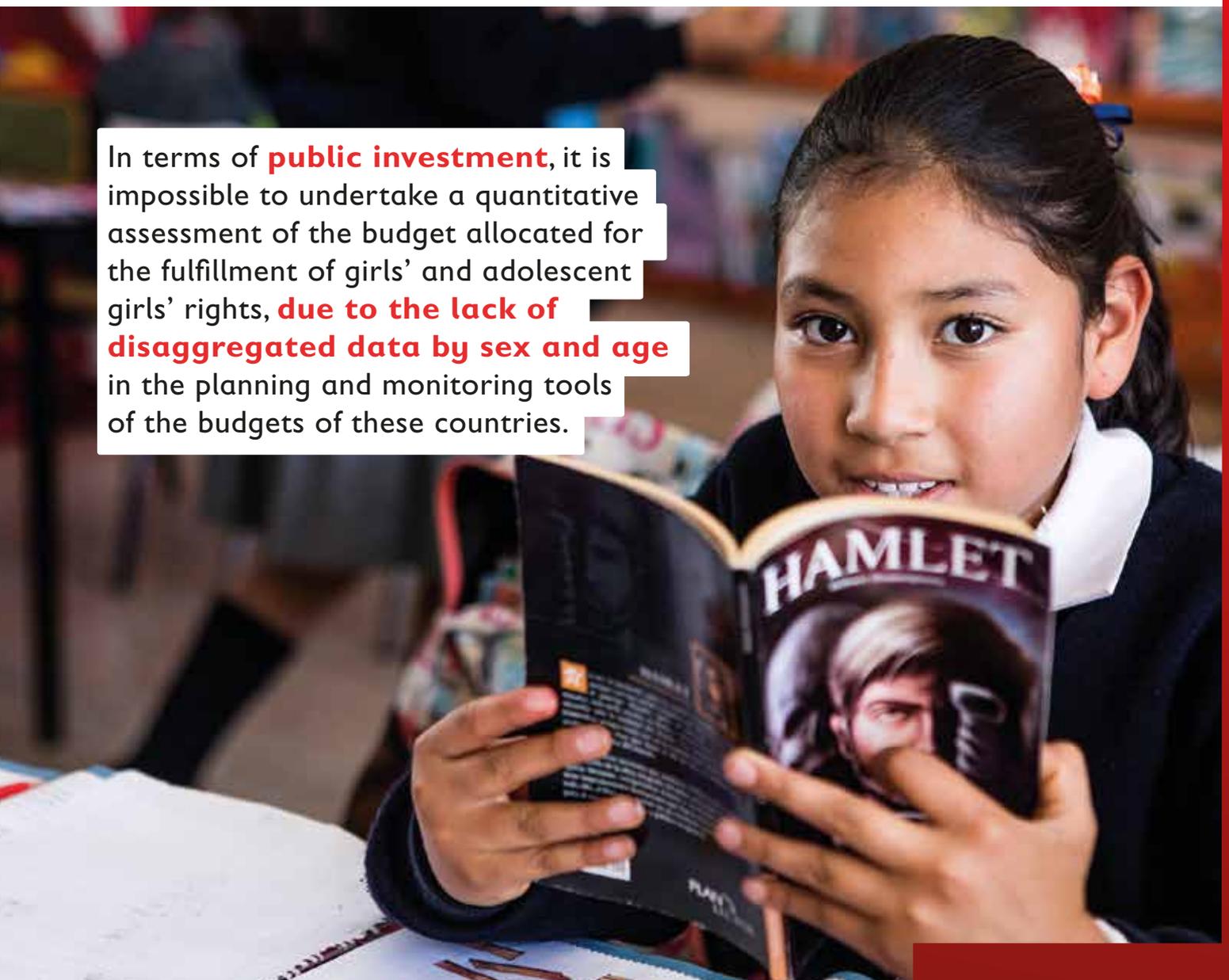
Sources: Secretaría de Hacienda y Crédito Público (Brazil); Sistema de Contabilidad Integrado (Guatemala), and Sistema Integrado de Administración Financiera (SIAF) and MEF (Peru).

BUDGET: A POLITICAL INSTRUMENT TO ACHIEVE GENDER EQUALITY

This research provides findings that allow identifying different needs and gender gaps for children which are not addressed at the budgetary level having an impact on the achievement of sustainable, fair, and more equitable societies.

This research provides elements that allow identifying differentiated needs and gender gaps in children that are not met at the budgetary level and taking into account that public budgets are a political instrument that defines governments' priorities, we believe that gender-responsive approach in budget spending is instrumental for the achievement of more equitable, sustainable and fair societies.

In terms of **public investment**, it is impossible to undertake a quantitative assessment of the budget allocated for the fulfillment of girls' and adolescent girls' rights, **due to the lack of disaggregated data by sex and age** in the planning and monitoring tools of the budgets of these countries.



ADOLESCENT PREGNANCY (PERU)

The lack of a gender lens in the decision-making process on public investment renders certain issues, such as adolescent pregnancy, invisible, despite the fact that it is included as a political priority in the National Plan of Action for Children and Adolescents (PNAIA).



Situation



The national adolescent pregnancy rate is around **12.6%**, maintaining the levels of the past decade. The highest rates refer to rural areas (**22.7%**), as opposed to the urban areas (**10.1%**).



There is a greater risk of pregnancy for adolescent girls living in poverty from rural areas and with no education (**41.7 %**).



The highest number of cases is concentrated in the Amazonian departments: Loreto (**32.0%**), San Martín (**23.0 %**), Amazonas (**21.2 %**) and Ucayali (**20.2 %**).

Policies

- The PNAIA 2012-2021 became public policy in 2012. Outcome 9 establishes the following priority: “Adolescents are delaying their maternity and paternity until they reach adulthood.”
- In 2013, a new category was established to measure the public expenditure in children and adolescents: “Plan for Public Expenditure in the Children and Adolescents (GPNNA).”
- The Budgetary Programme 0002: Maternal-Neonatal Health has been implemented since 2009, and appointed to the healthcare sector. Product 2.3 of this programme states: “Adolescents Access the healthcare service for preventing pregnancy.”
- The Multi-Sector Plan for the Prevention of Pregnancy in Adolescents 2013-2021 is in place.

These initiatives have been achieved thanks to the advocacy work of civil society.

Budget

The GPNNA in this issue corresponds to outcome 9 of the PNAIA: “Adolescents are delaying their maternity and paternity until they reach adulthood.”

The amount executed during 2018 on outcome 9, reached 1.49 % of the total spending on GPNNA (Ministry for Women and Vulnerable Populations – MIMP, 2018).

Conclusion

Despite the increased visibility of this issue (adolescent pregnancy) in Peru, and the progress in public policy, the public investment is insufficient to cope with the magnitude of the problem.

It is important that the budget planning process considers the active participation of the civil society and adolescent girls' and women's rights organizations, in order to provide the necessary elements to understand the significance of investing in certain areas, because it contributes to achieving more equitable and fairer societies.

HUMAN TRAFFICKING (PERU)

The lack of a gender-based budget represents an unawareness of the importance to comply with the PNAIA on the issue of trafficking of girls and adolescent girls. Furthermore, it exposes this group to a higher level of vulnerability in the face of organized crime.



Situation



Human trafficking affects primarily girls and young women adolescent women and involves sexual exploitation (rape, prostitution, procuring, child sex tourism) and forced labour.



In 2018, the Public Ministry had **402** cases and **416** children and adolescents victims of trafficking, of which **71** were boys and **345** were girls. Most of these (315) were adolescent girls and young women between 12 and 17 years of age.



In turn, the Public Ministry's Central Unit for Assistance to Victims and Witnesses had assisted 513 children and adolescents victims of trafficking, of which **90** were boys and **423** were girls. Most of these (**385**) were adolescent girls and young women between 13 and 17 years of age.

Policies

The National Plan Against Human Trafficking 2017-2021 was established, and the Inter-Sector Protocol for the Prevention and Prosecution of Crime and the Protection, Assistance and Reintegration of Victims of Human Trafficking was passed in May of 2016.

Budget

This issue is covered by outcome 17 of the PNAIA: "Children and adolescents are comprehensively protected in situations of trafficking (sexual, labour, begging)".

Of the total spending in the GPNNNA, outcome 17 represents 0.0003 % and a total accrued expenditure of PEN 113,816 in 2018.

Modified Institutional Budget (Presupuesto Institucional Modificado - PIM): PEN/ 115,821.

Accrued: PEN113,816 (USD 34,595).

Percentage regarding the total GPNNNA: 0.0003.

Conclusion

Given the high numbers of girls and adolescent women who suffer human trafficking, as well as the degree of protection that victims and survivors require, it is considered that the budget allocated to the defense of this vulnerable group is insufficient.

This in spite of the implementation of the National Plan Against Human Trafficking. In addition to the need of increasing the budget, the importance of overcoming budgetary challenges associated with case management of girl survivors, improving relevant and early care services, as well as creating efficient processes to access compensation (yet to be included in the public investment for girls and adolescent women) need to be considered.

ADOLESCENT HOMICIDE (BRAZIL)

The active participation of the organized civil society, particularly of girls, is improving the budgetary planning process. Nevertheless, there is still a need for monitoring and accountability mechanisms that ensure the appropriate budgetary execution.



Situation



The homicide rate of people between **10 and 19 years** of age in 2017 was greater in northwestern Brazil. In this area, the state of Ceará has the highest rate of adolescent homicide.



According to data from the Secretariat of Public Security and Social Defense of Ceará, in 2018 there was a **20.64%** reduction in homicides of males between 10 and 19 years of age compared to 2017, and a **42.5%** increase of homicides of women between 10 and 19 years of age.



In the city of Fortaleza, within the same period, there was a reduction of homicides of males between 10 and 19 years of age by **34.99%**, and a **90.32%** increase for homicides of women within the same age range.

Policies

In 2016, a committee was created in Ceará for the prevention of homicides among adolescents within the State parliament.

In 2018, at the request of the civil society and child-led associations from the city of Fortaleza, a programme for the prevention of homicide among adolescents was created, “Each Life Matters,” with an initial budget of BRL 2,2 million.

Budget

At national level, there is no programme or budget line dedicated to the prevention of homicides among adolescents.

At local level, within the execution of the 2018 budget in the city of Fortaleza, the approved budget was reduced from BRL 2,2 million to 79,500. By the end of the financial year, BRL 0 were used.

Conclusion

Even when the number of homicides among adolescents has been reduced at national and department levels, the rise in homicides of girls and adolescent women in the State of Ceará—and particularly in the city of Fortaleza—was taken into account politically with the creation of the Programme for the Prevention of Adolescent Homicide. This initiative was led by civil society and child-led organizations, concerned about the situation.

Despite the initial approval of the corresponding budget, during the year it was reduced, and ultimately no investment was executed due to changing priorities of the municipal administration. This is a clear example of how social advocacy and participation, along with initial political will, are sometimes not enough, because civil society, and girls and women’s rights organizations are not included in the processes of monitoring and holding duty-bearers accountable for the budget spending.

CHILD MARRIAGE (BRAZIL)

In order to build fair and equitable societies, it is necessary to carry out a gender analysis, identifying on the discriminatory social practices, such as child marriage, which undermine basic rights of girls and young women. Such an analysis should be reflected in the public budget.



Situation



Brazil is the fourth largest country in the world with the highest number of child marriages.

In 2016, according to the Brazilian Institute of Geography and Statistics (IBGE)/Civil Registry, there were **244** girls under 15 who were in forced marriages (as opposed to 4 boys), and **109 400** girls between 15 and 19 (as opposed to **28 400** boys within the same ages).

Some recent studies from the World Bank indicate that child marriage is mainly associated with occurrence of :



early and unwanted pregnancies.



the attempt to control the sexuality of girls.



the desire of girls and their relatives to secure financial means.



the desire of girls to abandon their homes seeking more freedom, even in the context of educational opportunities and limited income.



permissive social rules regarding sexual abuse against children.

Policies

Act 13.811 of March 12, 2019 invalidates the legal exceptions that allowed marriage before the age of 18 (to avoid a criminal procedure or in cases of pregnancies). Under Brazilian law, if a carnal or lascivious act before age 14 is performed, it is considered as a crime of rape. At national level, we have not found any programme addressing this issue.

Budget

We have not identified any budget line considering actions for the prevention of child marriage at national, regional, or local levels. Further attention and commitment from Brazil is needed to guarantee and defend children and adolescents' rights.

Likewise, it is important that intersectoral measures are planned and applied to change the reality of child marriage, a violation that especially illustrates inequalities based in gender violence in health, education and social services.

Conclusion

In some cases, conservative societies with deep-rooted sexism tend to strongly oppose the rights of girls and young women.

This greatly hampers the analysis and creation of public policies to eradicate practices which may even be contrary to domestic laws.

It is necessary to integrate a gender lens in the analysis of structural social problems, as well as having a gender-responsive public budget that guarantees the protection and access to rights for girls and adolescents. This example clearly shows how a social practice affecting girls and young women is not taken into account.

CALL TO ACTION TO THE STATES

Gender-responsive investment in children is essential to achieve more developed, fair and equitable societies.

There is a growing acknowledgement among economists regarding the relationship between gender equality and economic growth, improved labour productivity, healthier children, and a more responsive government.

The gender gaps in education, health care and the labour market prevent the eradication of hunger and poverty.

The efforts to promote gender equality bring social and economic benefits for the entire population.

The Sustainable Development Goal (SDG) 5 focuses on women and girls because gender equality is not only an important development objective in itself, but also contributes to accelerate the progress of other global goals.

To achieve this, certain actions need to be taken by states in relation to national budget processes:

1 To generate disaggregated data (by age, sex, gender, ethnicity, poverty conditions, place of residence, and other relevant indicators) using social programmes and projects. Such data would favor a gender analysis and enable states to:

a) Integrate a gender lens in the process of public policy planning and budget allocation, ensuring that the needs and rights of both girls and boys, as well as children with non-binary gender identities, are taken into account.

b) Ensure that sufficient resources are allocated to provide girls with quality services and reduce the existing gender gaps and inequalities, especially in critical areas, such as education, healthcare, adolescent pregnancy, child marriage, sexual violence and gender-based violence, by promoting public policies and specific budget allocations.

2 To carry out a budget planning and public spending with a gender and age approach that recognizes the relevance of public programs to sustainable development and encourages progress towards more societies equitable.

3 To disaggregate —by gender and age— comprehensive, disaggregated and timely data of the public budget which is necessary to make informed decisions on how to allocate and spend available public resources.

4 To promote the participation of girls and adolescent women in the budget processes at national, regional, and local levels.

5 To ensure that local and national authorities consult with civil society and integrate innovative approaches to gender-responsive public investment in children.



Save the Children
100 YEARS

Regional Office for Latin America and the Caribbean

City of Knowledge, Gustavo Lara Street, Building 141,
Panama City, Panama

Photos: Save the Children

www.savethechildren.net



[@SavetheChildrenLAC](https://www.facebook.com/SavetheChildrenLAC)



[@SaveChildrenLAC](https://twitter.com/SaveChildrenLAC)



[@SavetheChildrenLAC](https://www.instagram.com/SavetheChildrenLAC)