RIGHTS OF CHILDREN AND ADOLESCENTS

PARLIAMENTARY OBSERVATORY OF THE UNIVERSAL PERIODIC REVIEW¹

RECOMMENDATIONS TO BRAZIL

3RD CYCLE OF THE UNIVERSAL PERIODIC REVIEW (2017 - 2021)

Recommendations



- 3 **†** in progress
- 4 **↓** in retrogression
- 4 x not fulfilled

LEGAL FRAMEWORK

FEDERAL CONSTITUTION

Principle of full protection of children, adolescents and youth

(art. 227)

With absolute priority, "the right to life, health, food, education, leisure, professionalization, culture, dignity, respect, freedom and family and community life" must be guaranteed.

Be safe from all forms of negligence, discrimination, exploitation, violence, cruelty and oppression.

¹ The Observatory is a government mechanism to monitor the effectiveness of the recommendations made to Brazil in order to improve our human rights situation. It is a partnership between the House of Representatives and the United Nations in Brazil (UN Brazil)

STATUTE OF CHILDREN AND ADOLESCENTS (LAW NO. 8.069/1990)



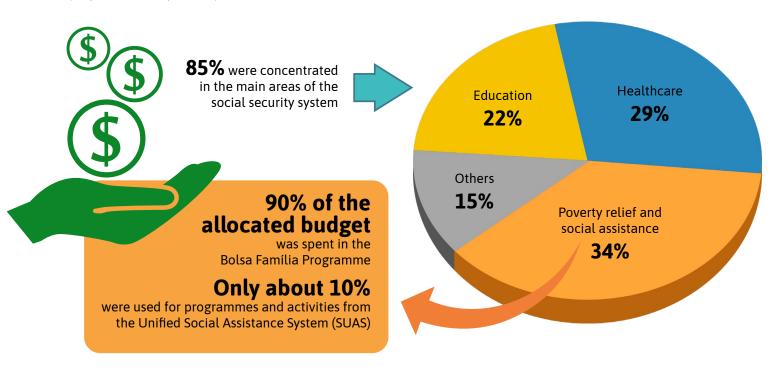
- **primacy** in receiving protection and assistance;
- **precedence** of aid in public services or of public relevance;
- preference in the formulation and implementation of social policies and privileged allocation of resources in areas related to protecting childhoold and youth.

CONVENTION ON THE RIGHTS OF THE CHILD

Brazil is a signatory to this convention, promulgated internally through Decree No. 99.710/1990.

PROMOTION OF THE RIGHTS OF CHILDREN AND ADOLESCENTS

BETWEEN 2016 AND 2019 - SOCIAL SPENDING ON CHILDREN AND ADOLESCENTS (GSC&A)² (Liquidated expenses)



² Available at: https://www.ipea.gov.br/portal/images/stories/PDFs/pubpreliminar/211213_pub_preliminar_nt_disoc_gasto_social_com_criancas_adolescentes.pdf.

Key areas for the protection and promotion of the rights of children and adolescents have received <u>little protection</u>:



adolescents in the Union's General Budget.

Between **2016** and **2019**, spending on children and adolescents was around 3.10% and 3.28% of the Union's General Budget (about R\$90 billion). From **2019** to **2022**, there was a stagnation in spending pointing towards only **residual** spending on children and

COMPARISON OF THE 2019 TO 2022 BUDGET (IPEA AND UNICEF)3



MANAGEMENT AND GOVERNANCE OF POLICIES FOCUSED ON THE RIGHTS OF CHILDREN AND ADOLESCENTS

CGU (GENERAL COMPTROLLERSHIP OF THE UNION) EARLY CHILDHOOD REPORT⁴



According to the report, there is no "common strategy for protecting and promoting children's rights" from the federal government. Ministries "implement their agendas in an isolated manner."



The Decree from March 7, 2017, which established the Intersectoral Committee of Public Policies for Early Childhood, was extinguished by Decree No. 9.759/2019, which also "establishes guidelines, rules and limitations for federal public administration collegiates", hindering or, at least, delaying the adequate articulation of policies aimed at the segment.



Of the actions focused on early childhood evaluated in the report, 48% do not even have data collection; 79% do not disclose their results and 88% do not have accessible data on the values applied.

NATIONAL COUNCIL FOR THE RIGHTS OF CHILDREN AND ADOLESCENTS (CONANDA)

AND ADPF 622 (NATIONAL ASSOCIATION OF THE FEDERAL POLICE SHERIFFS)

ADPF 622 discussed the constitutionality of an act from the Executive Branch (Decree No. 10.003/2019) that changed how Conanda was composed and functioned



In the context of the trial, the Supreme Court reversed part of the measures imposed by the decree that hindered popular participation in the governance of policies aimed at children and adolescents

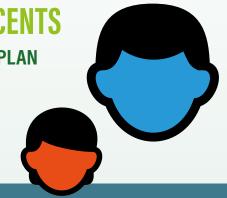
⁴ BRAZIL. CGU **Evaluation Report**. Brasília: CGU, 2021. Available at: https://www.gov.br/mj/pt-br/acesso-a-informacao/transparencia-e-prestacao-de-contas/recomendacoes-do-orgao-de-controle-interno-cgu-exercicio-2020/relatorio-cgu-816185-diagnostico-primei-ra-infancia-versao-final.pdf/view. Accessed on: November 12, 2021.

EDUCATION OF CHILDREN AND ADOLESCENTS

ANALYSIS OF GOALS FROM THE NATIONAL EDUCATION PLAN (PNE - LAW NO. 13.005/2014)

VALID UNTIL 2024⁵

Goal No. 1



To universalize, by 2016, pre-school education for children from 4 to 5 years of age and expand the supply of early childhood education in daycare centers in order to serve at least 50% of children from up to 3 years until the end of the term of this PNE.

- Continuous progress has been made, but the universalization of pre-school education has not yet been fully achieved
- Population from 4 to 5 years attending school or daycare:

In 2016 - 91.5%

In 2019 - 94.1%

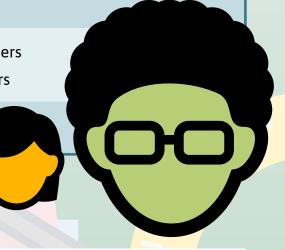
2.6% increase

- 96.7% is the largest pre-school education coverage in the country, located in the NORTHEAST
- 88.2% is the smallest, located in the NORTH
- The largest known regional inequality refers to *per capitα* household income, with a small increase between 2017 and 2019
- Indicators reveal that the goal of expanding daycare centers to reach 50% of children up to 3 years old by 2024 will not be achieved



In 2017 – **34.1%** attended school or daycare centers

In 2019 - 37% attended school or daycare centers



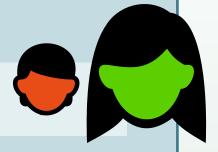
⁵ BRAZIL. Anísio Teixeira National Institute for Educational Studies and Research (INEP). **Monitoring Panel of PNE**. Available at: https://www.gov.br/inep/pt-br/acesso-a-informacao/dados-abertos/inep-data/painel-de-monitoramento-do-pne. Accessed on: 10 Nov. 2021. E Brazil. Anísio Teixeira National Institute for Educational Studies and Research (INEP). **Report of the 3rd monitoring cycle of the goals of the National Education Plan**. Brasília, 2020b. Available at: http://portal.inep.gov.br/ documents/186968/6975249/Relat%C3%B3rio+do+3%C2%BA+Ciclo+de+Monitoramento+das+Metas+do+Plano+Nacional+de+Educa%C3%A7%C3%A3o/4259eed4-ce87-46c7-b5b b-a9e09dee5abb?version=1.0. Accessed on: Nov. 9, 2021.

• Among the country's regions, there is a significant discrepancy in the coverage of daycare centers for children up to 3 years old:



44% in the South of the country

18.7% in the North of the country



The Pró-Infância Programa (Pro Childhood Programme), at the federal level - which aims to support
early childhood education public systems in expanding its physical network, improving infrastructure,
and expanding access - has had increasingly lower funding and less expressive results

Number of daycare and preschool built



in 2020, there were **355**

in 2021, there were **62**



The Caring Brazil Programme, which transferred Union resources to entities that increased the number of enrollments of vulnerable children in daycare centers, was brutally reduced in 2016 and extinguished by Provisional Measure No. 1,061/2021, which instituted instead the Auxilio Brasil Programme.

Goal 2

To universalize the 9 years of elementary education for the entire population of 6 to 14 years and ensure that at least 95% of students complete this educational phase at the recommended age, until the last year in which the PNE is in effect.

- In 2020, Brazil reached 98% of children and adolescents aged 6 to 14 years in school, having practically universalized the school access of the population in this age group
- The trend is observed in all areas, including in all regions of the country

In 2020



97.4% in the North region

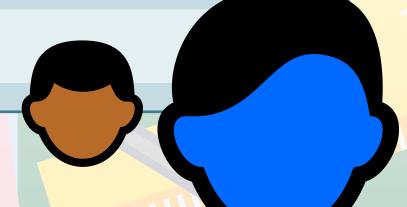
98.5% in the Southeast region

There was a significant increase in the percentage of the 16-year-old population that at least completed elementary school



In 2017 - 75.9%

In 2020 - 82.4%



Goal 7



Boost quality of basic education at all stages and modalities, with improved school attendance and learning to reach national averages for IDEB.⁶

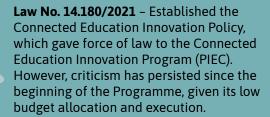
- The indicators show continuous improvement, since the projected goals for each region of the country have always been exceeded
- In 2019, the national IDEB result for the initial years of elementary school was 5.9, very close to the target set for 2021
- There is a significant percentage of students whose proficiency is at the lowest levels of the Mathematics and Portuguese proficiency scales of the Basic Education Assessment System (Saeb), pointing towards inequalities and less learning
- The impact of the suspension of in person classes during the covid-19 pandemic is especially
 worrisome for students living in social vulnerability, given the lack of access to technological devices
 with internet connection, which tends to increase educational inequalities
- INEP data:7
 - **31.9%** of municipal schools (mainly responsible for providing early childhoold and elementary education) carried out the transmission of synchronous classes
 - **50.5%** adopted the provision of previously recorded classes for students, which may reflect the lack of internet infrastructure in these schools, as well as the difficulty of students to access internet
 - Only 2% of municipal schools said they had free or subsidized access to the internet at home for students

⁶ Ideb is a synthetic indicator, created by the National Institute of Educational Studies and Research Anísio Teixeira (Inep) in 2007, composed of two dimensions: the average rate of approval in the respective teaching stage and the average performance of students in the national evaluations of the Basic Education Assessment System (Saeb). Here, we will present the results for the initial years of elementary school, which evaluates the performance of 5th grade students.

⁷ BRASIL. Anísio Teixeira National Institute for Educational Studies and Research (INEP). **Census of Basic Education 2021**: statistical notes. Brasília, DF: Inep, 2022 Available at: https://download.inep.gov.br/publicacoes/institucionais/estatisticas_e_indicadores/notas_estatisticas_censo_escolar_2021.pdf. Accessed on: May 2, 2022.



ACTIONS OF THE NATIONAL CONGRESS



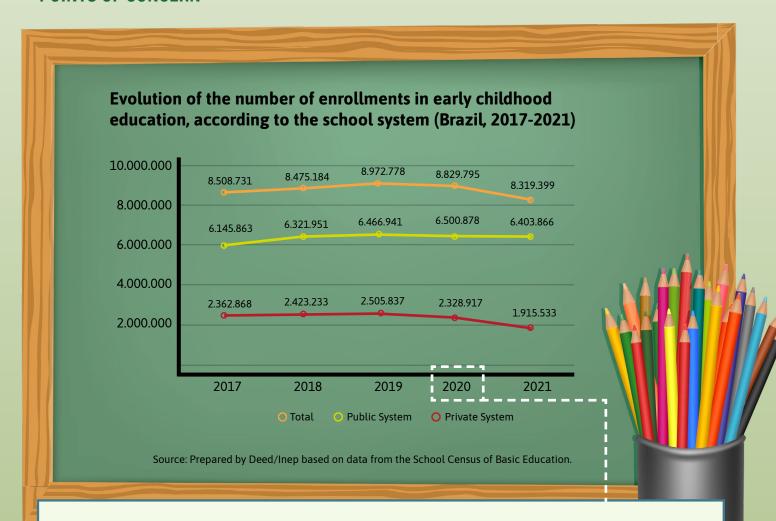
Law No. 14.172/2021 – Guaranteed the transfer of R\$3.5 billion to the states and the Federal District, for ensuring emergencial connectivity for public basic education students and teachers, due to the pandemic. The law was enacted after overthrowing the total veto placed by the President of the Republic.

In the **5G Auction Call**, the Legislative Branch also acted to guarantee that public schools access to this technology was ensured

Also, the amendment of **Law No.9.988/2000**, established the Telecommunications Services Universalization Fund (Fust), as a way to expand the possibilities of using its resources, including providing public schools with broadband internet access and adequate connection speeds until 2024.



POINTS OF CONCERN



Reduction in the number of enrollments in early childhood education from 2020, reversing the previous trend. There was a decrease of 7.3% between 2019 and 2021, mainly in the private system, which decreased by 17.8% in 2021 (reductions of 15.8% in daycare and 19.8% in pre-school), while the public system presented a reduction of 1.5% (decrease of 1.8% in daycare and 1.3% in pre-school).



Covid-19 and school closures

There is a **risk of regression** in guaranteeing the right to education, escalating **inequalities**, which demands that education systems identify and implement the best strategies to recover learning and guarantee the return of children to classrooms, after they reopen.



The greatest challenge

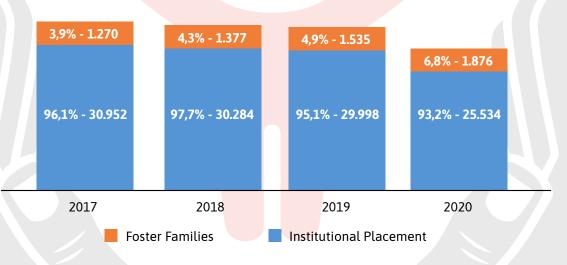
Is including the population of up to 3 years of age in daycares centers. It is the State's responsibility to provide such service for the families that need it. The National Education Plan recommends expanding service to 50% of the population in this age group by 2024, but the most recent numbers prior to the pandemic pointed to a coverage of 37%. The largest exclusion is that of the most vulnerable sections of the population.

Progress

Changes in Fundeb – The guarantee of children's right to education has made progress since 2017, with growth in access and quality indicators. Recent changes in the Fund for the Maintenance and Development of Basic Education and the Appreciation of Education Professionals (FUNDEB) tend to accelerate improvements in the coming years, especially in reducing inequalities in access to early childhood education.

CHILD AND ADOLESCENT FOSTER CARE SYSTEM

FOSTER CHILDREN AND ADOLESCENTS (2017-2020)



Source: prepared by the authors with data from the Sua Census.8



Although the need to give preference to foster families is legally foreseen (Law No. 12.010/2009), the proportion of foster care in this modality is still very small. The growth trajectory has been **shy** but **constant**, however **there is still strong predominance of institutional placement.**

⁸ The 2020 data were collected in a presentation by the national social assistance secretary from the Special Secretariat for Social Development from the Ministry of Citizenship, Mrs. Maria Yvelonia dos Santos Araújo Barbosa, during the 1st Justice System Meeting: the Priority of Family Foster Care.

In 20229

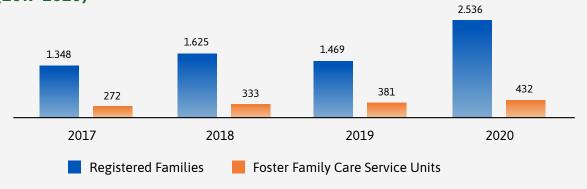


28,033 children and adolescents in institutional placement (94.9%)

1,460 in foster families (4.9%)



REGISTERED FAMILIES AND FOSTER FAMILY CARE UNITS (2017-2020)



Source: authors, with data from the SUAS Census.¹⁰



Despite the growth in the number of Foster Family Care Service (SAF) Units and registered families, such growth was not reflected in the number of children and adolescents receiving foster care in this modality. Experts point out the need **to make the SAF more well known** among judicial authorities, responsible for the decision to temporarily remove the child or adolescent from their family of origin.



In 2020, only **409** municipalities had SAF units

Factors that hinder the implementation of SAFs:

- lack of knowledge and society's misconceptions on foster care;
- managers' lack of knowledge about SAFs implementation stages;
- low number of families registered and able to host, among others.





Fatores que dificultam a implementação de SAFs:

- active search for host families;
- allocation of financial resources for disseminating the modalities;
- proximity to judges and prosecutors, among others.

⁹ Since 2020, the National Council of Justice has maintained an online panel of the National Adoption and Reception System (SNA).

¹⁰ The 2020 data were collected in a presentation by the national social assistance secretary from the Special Secretariat for Social Development from the Ministry of Citizenship, Mrs. Maria Yvelonia dos Santos Araújo Barbosa, during the 1st Justice System Meeting: the Priority of Family Sheltering.

As for temporary foster care...



...although insufficient, based on the data collected by Ipea,¹¹ there have been **advances** in this important measure of special protection for children.



Important milestone

The National Plan for the Promotion, Protection and Defence of the Right of Children and Adolescents to Family and Community Life (PNCFC), from 2006, which established guidelines for various institutional changes

RELATED RULES

National Classification of Social Assistance Services (CNAS¹² Resolution No. 13/2014): standardized social security services, establishing measures to guarantee social assistance rights Document of
Technical Guidelines:
Child and Adolescent
Foster Care Services,
which defined
modalities and
parameters for the
service operation

CNAS Resolution
No. 23/2013, on
the reorganization
of child and
adolescent foster
care services,
which defined the
eligibility criteria
and resource
sharing for federal
co-financing

CNAS Resolution
No. 31/2013, on the regionalization of child and adolescent foster care services, which defined criteria for the qualified expansion of these services, especially in smaller municipalities



- ¹¹ BRAZIL. Institute of Applied Economics Research (Ipea). Reordering foster care services for children and adolescentes and implementation of new modalities host families and republics (2010-2018). 2021. Available at: https://www.ipea.gov.br/portal/images/stories/PDFs/relatorio_institucional/210506_ri_web.pdf. Accessed on: Nov. 7, 2021.
- $^{\rm 12}$ CNAS: National Council of Social Assistance.

Possible measures to be taken by the Union

Prioritize family foster care when the PNCFC is expected to be updated

Strengthen the Fund for the Rights of the Child and Adolescent

Create mechanisms to encourage family foster care and reduce overcrowding in institutional shelters

Possible measures to be adopted by the municipalities

Elaborate a Municipal Plan for the Promotion, Protection and Defence of the Right of Children and Adolescents to Family and Community Life and a Municipal Social Assistance Plan that includes the Foster Care Services

Elaborate a municipal bill for the creation of Foster Care Services

Articulate with neighboring municipalities or the state, to promote regionalized provision of foster care, when applicable

Allocate resources to carry out systematic campaigns to disseminate family foster care

At all levels, it is also necessary to **disseminate knowledge about family foster care** both for the players who are part of the Child and Adolescent Rights Guarantee System and for municipal managers and society as a whole, to break the barriers of a culture traditionally focused on institutional foster care.

COMBATING VIOLENCE AGAINST CHILDREN AND ADOLESCENTS

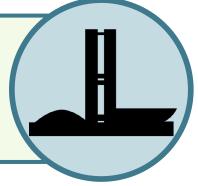


Law No. 13.431/2017 and Regulatory Decree No. 9.603/2018

Stablished the **Child and Adolescent Rights Guarantee System (SGDCA)** intervention in combating violence against children and adolescents and granted it legal *status*, so it could receive induction mechanisms and have better defined purposes. This legal framework established the "system of guaranteeing the rights of the child and adolescent victims or witnesses of violence".

The Decree provides for the integrated and coordinated action of the SGDCA's public bodies, services, programmes and equipment; collegiate management of the assistance and protection network; the definition the service flow; and the struggle to avoid task overlaps.

These forecasts have elements that may appear in ordinary legislation, a point that **should be evaluated by the National Congress** within the limits of its competence, in order to provide greater legal certainty to some of the related provisions.



SNDCA PROGRAMMES RELATED TO COMBATING VIOLENCE AGAINST CHILDREN AND ADOLESCENTS

- Protection Program for Children and Adolescents with Death
 Threats (PPCAAM);
- National Socio-Educational Service System (Sinase);
- Protected Child Programme;
- Integrated Assistance Centers for Children and Adolescents Victims of Violence:
- Interfederative pact to reduce lethality among children, adolescents and youth.

It was created in 2003 and consists of a policy focused on children and adolescents who are under death threat. It is present in 16 Brazilian states.







¹³ BRAZIL. CGU **Evaluation Report**. Brasília: CGU, 2021. Available at: https://www.gov.br/mj/pt-br/acesso-a-informacao/transparencia-e-presta-cao-de-contas/recomendacoes-do-orgao-de-controle-interno-cgu-exercicio-2020/relatorio-cgu-816185-diagnostico-primeira-infancia-versao-final.pdf/view. Accessed on: November 12, 2021.

¹⁴ UNICEF; FBSP. **Overview of lethal and sexual violence against children and adolescents in Brazil.** UNICEF/FBSP, 2021. Available at: https://www.unicef.org/brazil/media/16421/file/panorama-violencia-letal-sexual-contra-criancas-adolescentes-no-brasil.pdf. Accessed on: November 12, 2021

¹⁵ Much of these people's victimization cannot be explained by socioeconomic factors. In this regard, see Truzzi B.; Lirio vs.; Cerqueira DRC.; Coelho DSC.; Cardoso LCB. **Racial democracy and black victimization in Brazil**. Journal of Contemporary Criminal Justice. August 2021.

SEXUAL VIOLENCE AGAINST CHILDREN AND ADOLESCENTS IN BRAZIL

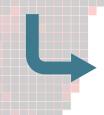
These numbers are alarming. between 2017 and 2020 16

Total of 179,277

cases of rape and rape of vulnerable persons in the period



more than 1/3 were children up to 10 years



45,000 cases of rape or rape of vulnerable persons with victims up to 19 years of age **per year**



about **123** children and adolescents raped **per day** in Brazil



Almost **80% of victims**of sexual violence are girls

Girls accounted for more than

90% of cases among adolescents aged 15 years or older



A very high number of cases involve victims between 10 and 14 years of age, with 13 years being the most frequent age.





Cases of sexual violence are concentrated especially between 3 and 9 years of age.

Most cases of sexual violence occur in the victim's residence.

For cases where there is information on the perpetrator of the crimes,

86% of the perpetrators were known to the victims.

¹⁶ It should be noted that the data may represent only a small fraction of the total number of children victimized, due to the context of the current treatment by Brazilian society in relation to such crimes and the problems that still exist in data production on the matter.

OTHER ISSUES

No specific budget was found for the National Programme to Combat Violence against Children and Adolescents, established by Decree No. 10.701, from May 17, 2021, which also does not contain, until the closing of this report, any associated specific policies and actions.

No information was found on the coordination and articulation to be promoted by the SNDC with other federal agencies. There is currently no coordination structure at the federal level that allows, for example, the SNDC to induce or ensure its guidance of other Ministries' policies, making it very fragile in terms of its function of "articulating" and "coordinating".

The MMFDH, through the National Secretariat for the Rights of Children and Adolescents, does not have the institutional capacity to, as indicated in the Brazilian State's Mid-Term Report, "consolidate the National Policy on the Rights of Children and Adolescents" and promote and articulate, alongside with intersectoral, interinstitutional and inter-federative instances, the implementation of programmes, policies, actions and services for the assistance and attention of children and adolescents who have had their rights violated.

SPECIFIC MOVEMENTS¹⁷

The National Plan to Combat Sexual Violence against Children and Adolescents, presented again in 2013 by an articulation that was led by the National Committee to Combat Sexual Violence against Children and Adolescents (Conanda) and several others, was stablished. In August 2020, Conanda established a thematic group to review the plan.

In 2019, the MJSP and the CNJ proposed a meritorious National Pact for the Implementation of legislation on the matter (Law No. 13.431/2017) and today the Ministry of Women, Family and Human Rights monitors existing police stations and specialized courts in crimes against children and adolescents.

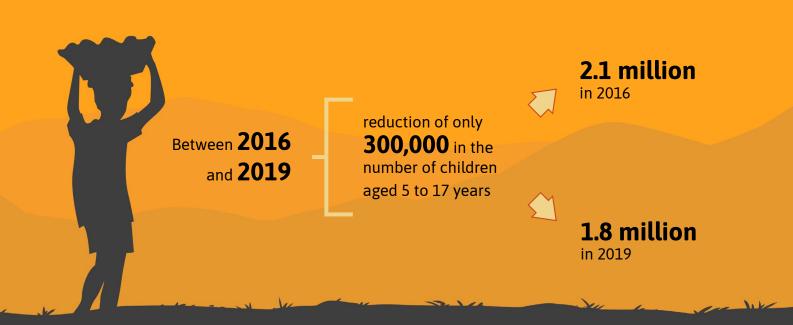
A partnership between Unicef and MMFDH resulted in the recent launch of the Sabe application, an instrument that children and adolescents can use to call for help in the event of human rights violations.



¹⁷ According to Resolution No. 221, of August 3, 2020, of this body. Available at: https://www.gov.br/participamaisbrasil/https-www-govbr-participamaisbrasil-blob-baixar-7359. Accessed on: 14 Nov. 2021.

ELIMINATING CHILD LABOUR

IBGE data18



Racial data (2019)



66.1% of these children and adolescents are of African descent

Besides that...



53.7% of children and adolescents were between 16 and 17 years old



45.8% were in occupations considered the worst forms of child labour



only **29.1%** lived in households that had income from benefenits of the Bolsa Família Programme or the Continued Cash Benefit

Previous estimates indicate that among children and adolescents in situations of domestic labour, 94% are girls and 73.5% are of African descent, bringing to light certain dimensions of child labor, in which intersectional policies must take into account race and gender as determining factors.



¹⁸ Available in BRAZIL. IBGE. Labour of children and adolescentes from 5 to 17 years of age 2016-2019 – PNAD Contínua. IBGE, 2020. Available at: https://biblioteca.ibge.gov.br/visualizacao/livros/liv101777_informativo.pdf. Accessed on: Mar. 30, 2022.

OTHER ISSUES



The levels of structuring, resources and efficiency of policies to combat child labour are deficient, "which means that they do not guarantee the fulfillment of the demand with quality and universal access".

The covid-19 pandemic generated losses in the fight against child labour, with the closure of schools and the deterioration of family income.

There was a 26% increase in child labour in the state of São Paulo (Unicef data), a situation that seems to repeat itself in the rest of the country, despite the absence of more recent national data.

In 2019, National Commission for the Eradication of Child Labour was extinguished, a collegiate responsible for producing and monitoring the execution of the National Plan for the Eradication of Child Labour. It was recreated by Decree No. 10.574/2020, but reduced to a thematic collegiate of the National Labour Council and did not include the participation of Conanda, non-classist civil society and the Public Ministry of Labour.

PEC No. 18/2011, unarchived in the House of Representatives, is a point of concern, as it aims to reduce the minimum age for legally working to 14 years. The proposal goes against ILO Convention 138, among other national and international standards.

There is possible subnotification and under reporting of data on the matter, considering, in addition to other factors, situations that are more difficult to identify, such as domestic child labour and working with drug trafficking.

For comparative purposes...

Between **1992** and **2015**



65.62% reduction in the number of children and adolescents in child labour



Brazil as a "benchmark in the international community with regard to efforts to prevent and eliminate child labour" (according to ILO)



motivated by

- implementation of the Child Labour Eradication Program (PETI);
- advances in providing basic education;
- the structure of labour inspection;
- creation spaces for social dialogue and an intense organization of civil society entities, the Public Ministry of Labour and other stakeholders.



ON THE REJECTION OF PROPOSALS THAT SEEK TO LOWER MINIMUM AGE FOR CRIMINAL LIABILITY

Matters on this subject are being processed in National Congress. The reduction of criminal age was established as a priority legislative agenda of the federal government, according to Ordinance No. 667/2022.



PECs (Constitutional Amendment Bills) No. 171/1993, 32/2015, 32/2019 and 21/2013.

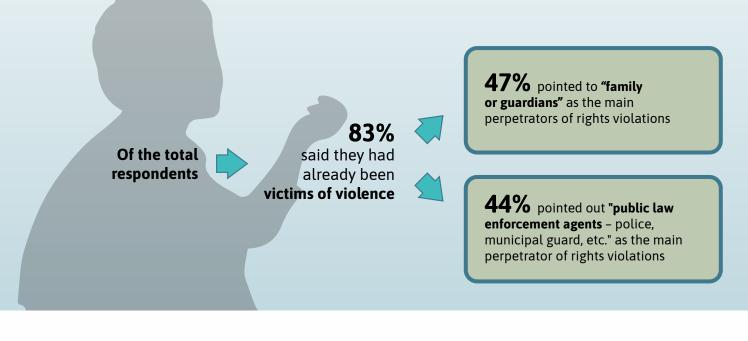
ON DISCRIMINATION AGAINST CHILDREN AND ADOLESCENTS

There was no comprehensive, nationwide policy to combat discrimination against children and adolescents from "minority groups" or other discriminated groups. There are also no data that can assess the quality of public policies aimed at assisting children and adolescents experiencing homelessness.

FINAL REPORT OF THE KNOWING TO CARE PROJECT¹⁹

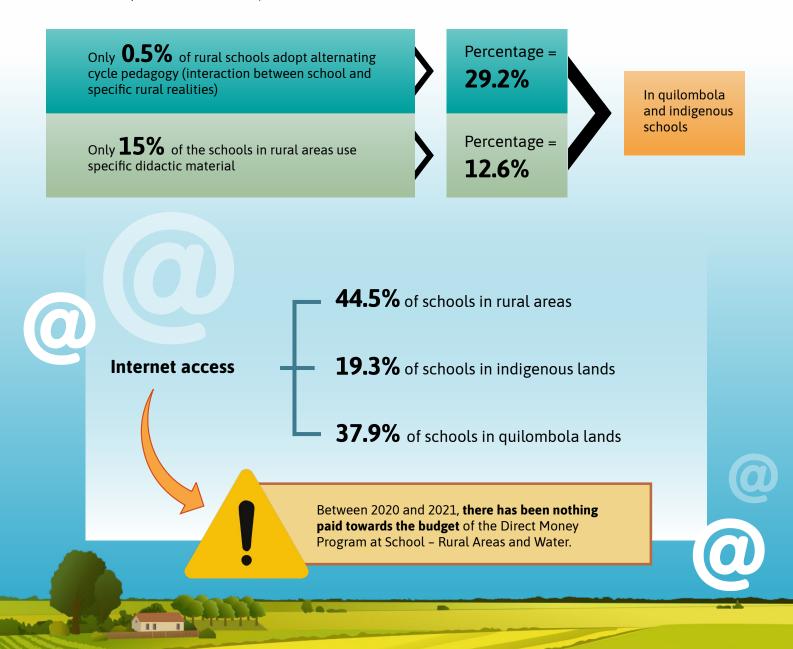


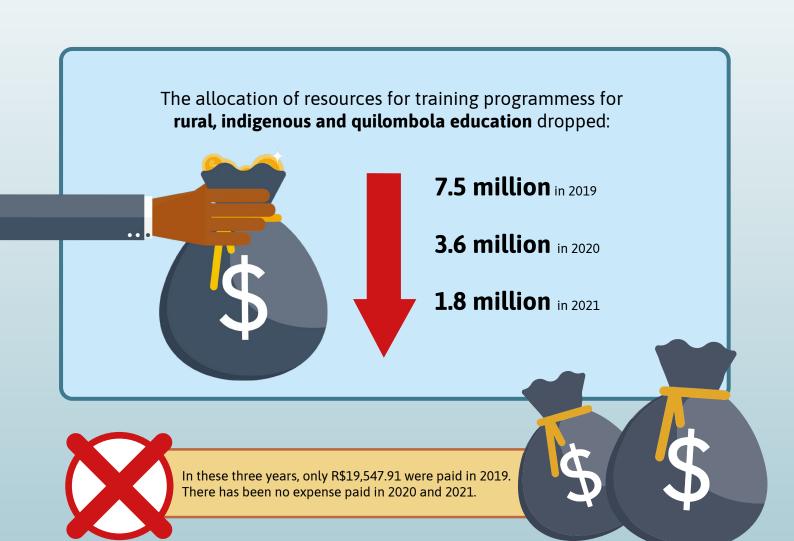
¹⁹ Available at: https://criancanaoederua.org.br/wp-content/uploads/2021/04/Projeto-Conhecer-para-cuidar-relatorio-final.pdf. Accessed on: 1st Apr. 2022.



CHILDREN LIVING IN RURAL AREAS

(data from the External Commission of the House of Representatives, intended to "monitor the development of the Ministry of Education's work")





ON THE COMBAT OF CHILD, EARLY AND FORCED MARRIAGES



No comprehensive policy focused on the topic was found.



However, National Congress approved Law No. 13.811/2019, which suppressed any legal loophole for the marriage of children under 16 years old, even if there is a pregnancy.



LEARN MORE

Full report - Children's and Adolescents' Rights

Public Hearing on 11/17/2021

Report on the audience

Parliamentary Observatory of the Universal Periodic Review











