

2022

# CHILD PROTECTION BUDGET BRIEF

*Unmasking investments in child protection*

## KEY MESSAGES AND RECOMMENDATIONS

1

The allocation to child protection programmes increased by 31 percent in 2022, accounting for 4.3 percent of GDP and 11.7 percent of the total budget. But “core” interventions<sup>1</sup> only account for 5.3 percent of the broader child protection budget, 0.2 percent of GDP and 0.6 percent of the total budget. This low allocation is unlikely to have major impacts on child protection outcomes.

### RECOMMENDATION:

Significant investments are required to increase allocations to “core” child protection budgets, including increasing the currently low birth registration rates, improving alternative care and family support services, and effectively rehabilitating children in conflict with the law and preparing them to reintegrate with their families.

2

The “core” child protection budget is dominated by bursaries for orphans and vulnerable children, with two programmes – the Secondary School and Skills Development Bursary and the Keeping Girls in School Bursary – accounting for 99 percent of the core child protection budget.

### RECOMMENDATION:

The Cooperating Partners continue to play a significant role in bridging the financing gap. To supplement this important source, the Government needs to review the insufficient funding allocated to other child protection interventions.

3

While the country is grappling with issues such as low birth registration (14 percent), high teenage pregnancies (29 percent), violence against children (42.8 percent of girls and 33.5 percent of boys aged 13-17) experienced at least one or more forms of sexual, physical or emotional violence), and child marriage (29 percent of women aged 20-24), there are no discernible budget lines that address these issues. This makes follow-up of the effectiveness and efficiency of the allocations to these interventions a challenge.

### RECOMMENDATION:

The Government should institute public financial management reforms, including the revision of the Chart of Accounts, to enhance the visibility of these child protection programmes by making them fully-fledged programmes under the Output-Based Budgeting (OBB) system.

4

With over nine ministries and agencies actively involved in one or more child protection programmes, allocations to child protection budget are fragmented.

### RECOMMENDATION:

Taking a leaf from the consolidation and decentralisation of livelihood and empowerment programmes under the Constituency Development Fund, the Government should consolidate the currently fragmented child protection programmes under similar arrangement to the CDF with clear guidelines on the decision-making processes in the targeting, allocation and accessibility of funds for core child protection programmes.

5

By benchmarking the core child protection budget per child to primary expenditure per capita, it is determined that for every K100 that the Government spends per person, it spends only K1.40 per child. This gives an indication of how low the core child protection budget is and shows the inadequacy of funding.

### RECOMMENDATION:

The Government should conduct a cost analysis of the provision of child protection services to determine the adequacy of the budget allocations.



## INTRODUCTION

**This child protection budget brief explores the extent to which the 2022 National Budget addresses the protection needs of children under 18 years.** This budget brief – the first child protection budget brief in Zambia – analyses the size and composition of approved budget allocations to child protection programmes in fiscal year 2022 and trends over a 2-year period<sup>2</sup>. It also offers insights into the efficiency, equity, financing, and adequacy of past spending on child protection. The main objective is to synthesize complex budget information so that it is easily understood by stakeholders and to put forth practical recommendations that can inform financial decision-making processes to better respond to the protection needs of children and poor households.

**The 2015 National Child Policy defines child protection as the prevention and response to intentional or unintentional harm done to children.** All children have the right to be protected from harm, which includes a broad range of acts of violence, abuse, neglect and exploitation. Sexual abuse and exploitation, armed violence, bullying and harassment in schools, child trafficking, child labour and child marriage are all examples of how children are harmed in their communities and homes<sup>3</sup>. Violence, exploitation, and abuse can happen in any setting – in a child’s home, community, school, child-care facilities, in workplaces, detention/correctional facilities and online. And for many girls and boys, violence comes at the hands of the people they trust: parents or caregivers, teachers, peers and neighbours.

<sup>1</sup> “Core” child protection refers to activities that relate directly to addressing children’s protection needs with respect to violence, abuse, exploitation, and neglect. “Broad” child protection relates to more general activities in respect of vulnerable children who require broader social welfare needs such as food, shelter, health, education services, birth registration and special care for children with disabilities.

<sup>2</sup> The trend analysis could not be extended beyond a 2-year period due to changes in the reporting systems from Activity Based Budgeting to Output Based Budgeting for some broad and core child protection budget lines.

<sup>3</sup> Ministry of Youth, Sport and Child Development, 2015 National Child Policy

**The Zambian government has been implementing several child protection interventions to improve children's welfare and livelihoods.** Child protection budget lines are identified based on the conceptual framework for child protection interventions in Zambia as well as the analytical approach proposed in the Child Protection Budget Brief Guidelines produced by the UNICEF Eastern and Southern Africa Regional Office. The review is primarily based on in-depth review of government budget documents, particularly budget speeches, detailed estimates of revenue and expenditure (Yellow Book). The analysis focuses on Ministries, Provinces and Spending Agencies (MPSAs) with key child protection-related responsibilities.

**The framework makes a distinction between "core" and "broad" child protection interventions.** "Core" child protection refers to activities that relate directly to addressing children's protection needs with respect to violence, abuse, exploitation, and neglect. "Broad" child protection relates to more general activities in respect of vulnerable children who require broader social welfare needs such as food, shelter, health, education services, birth registration and special care for children with disabilities. This is shown in Annex I. On the basis of this framework, the broad and core budget lines used in this budget brief are shown in Table 1 and Table 2.

**Table 1: Broad child protection budget lines accounted for in this budget brief**

CATEGORY	MPSA	PROGRAMME	SUB-PROGRAMME/COST CENTRE
<b>Education</b>	Ministry of Education	Early Childhood Education	
		Primary Education	
		Secondary Education	
<b>Health</b>	Health	Primary Health Services	
<b>Gender Rights and Protection</b>	Cabinet Office - Office of the President	Gender Equity and Equality	Gender Rights Protection
<b>Civil registration</b>	Ministry of Home Affairs and Internal Security	Legal Identity, Civil Registration and Citizenship Services	Civil Registration
		Legal Identity, Civil Registration and Citizenship Services	National Registration
<b>Child welfare</b>	Ministry of Community Development and Social Services	Social Welfare	
		Social Welfare	
	Ministry of Youth, Sports and Arts	Child Welfare & Development	Child Welfare
		Child Welfare & Development	Child Development
	Ministry of Labour and Social Security	Labour and Productivity Services	Labour Inspections and Employment
<b>Social protection</b>	Ministry of Community Development and Social Services	Social Assistance	Public Welfare Assistance
		Social Assistance	Social Cash Transfer
<b>Child development</b>	Ministry of Community Development and Social Services	Child Development	
	Ministry of Justice	Legal Services	International Law and Agreements
		Legal Services	Legal Education

**Table 2:** Core child protection budget lines accounted for in this budget brief

CATEGORY	SUB-CATEGORY	MPSA	PROGRAMME	SUB-PROGRAMME/COST CENTRE
<b>Orphans &amp; vulnerable children</b>		Ministry of Education	Secondary Education	"Keeping Girls in School"
		Ministry of Local Government and Rural Development	Local Governance	CDF - Secondary Schools & Skills Development Bursary
<b>Children in conflict with the law</b>		Ministry of Community Development & Social Services	Social Welfare	Juvenile Welfare and Probation Services
		Ministry of Community Development & Social Services	Social Welfare	Katombora Reformatory School
		Ministry of Community Development & Social Services	Social Welfare	Insakwe Approved School
		Ministry of Community Development & Social Services	Social Welfare	Nakambala Approved School
<b>Alternative care services for children in need of care</b>	Adoption Services	Ministry of Community Development & Social Services	Social Welfare	Child Welfare and Adoption Services
	Children's homes/ institutional care	Ministry of Community Development & Social Services	Child Development	Mufulira Children's Home
		Ministry of Community Development & Social Services	Child Development	Chikumbi Children's Home
		Ministry of Community Development & Social Services	Child Development	Kimasala Reading and Recreation Centre
<b>Child development</b>		Muchinga Province	Community Development and Social Services	Child Development
		Lusaka Province	Community Development and Social Services	Child Development
		Copperbelt Province	Community Development and Social Services	Child Development
		Central Province	Community Development and Social Services	Child Development
		Northern Province	Community Development and Social Services	Child Development
		Eastern Province	Community Development and Social Services	Child Development
		Luapula Province	Community Development and Social Services	Child Development
		North-Western Province	Community Development and Social Services	Child Development
		Southern Province	Community Development and Social Services	Child Development
		Western Province	Community Development and Social Services	Child Affairs



## CHILD PROTECTION OVERVIEW

### National policies, strategies and plans on child protection

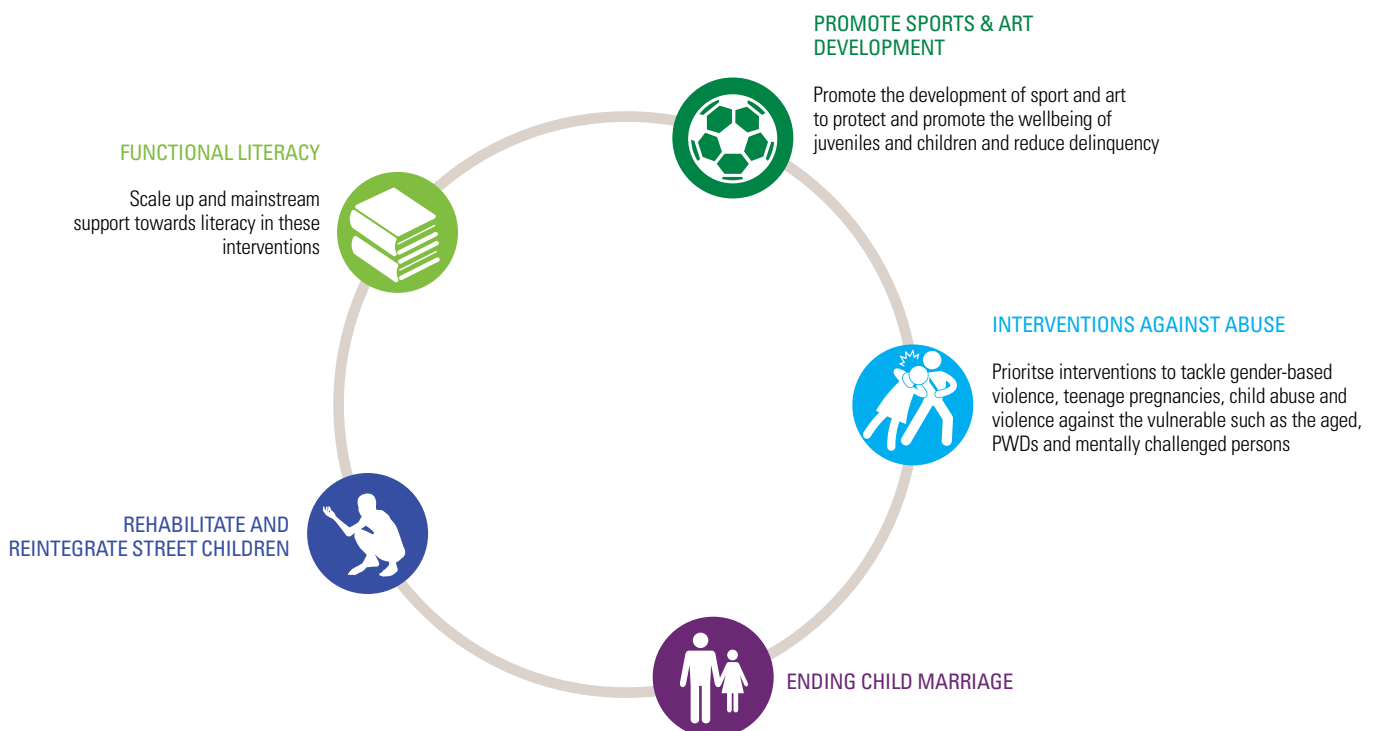
**All children have the right to be protected from harm, which includes a broad range of acts of violence, abuse, neglect and exploitation.** The *National Child Policy of 2015* governs child protection issues. The policy seeks to enforce child protection rights in order to safeguard and uphold child rights and well-being. Specific objectives include the development of a child protection systems framework which guides all work to protect all children in Zambia; promote and strengthen alternative care for children in need of care; prevent and protect children from all forms of violence, abuse and exploitation; promote and ensure a child-friendly justice system; strengthen programmes for children living and working on the street; promote and protect the rights of migrant children; promote programmes that prevent child trafficking; eliminate substance and alcohol abuse among children; promote the uptake of birth registration; prevent and protect children from all forms of child labour; create a protective environment for children with disabilities and special needs; create a conducive environment

that protects children from hazardous environmental conditions; and enhance prevention and adaptation strategies to climate change centred on the needs of children.

**The Eighth National Development Plan (8NDP) outlines some of the key child protection interventions in the medium term under Development Outcome 4 “Reduced Poverty, Vulnerability and Inequalities”.** Figure 1 shows some of the key child protection interventions in the 8NDP. These interventions will be actualised in the 3-year Medium-Term Budget Plan and the annual national budgets.

**Zambia signed and ratified the United Nations Convention on the Rights of the Child (UNCRC) in 1991.** It included the provisions of the Convention in the National Constitution in 2016, including the definition of the child<sup>4</sup> (Article 266), nationality and identity (Article 35-38), and children with disabilities (Article 259). Other children’s rights are espoused in the Bill of Rights (Part III of the Constitution) and include the protection of young persons from exploitation (Article 24).

**Figure 1: Key child protection Interventions in the 8NDP**



Source: Ministry of Finance and National Development, Eighth National Development Plan 2022-2026

<sup>4</sup> The definition of the child as included in the amended constitution is problematic as the usage of the word attained in the definition implies that even those above the age of 18 may be considered as children.

SELECTED CHILD PROTECTION  
RELATED LEGISLATION IN ZAMBIA

- Constitution (Amendment) Act
- Anti-Gender Based Violence Act
- Anti-Human Trafficking Act
- Cyber Security and Cyber Crimes Act
- Education Act
- Employment Code Act
- Intestate Succession Act
- Marriage Act
- Zambia Police (Amendment) Act

Child protection institutional framework, including  
coordination mechanisms

**Zambia's child protection system is governed by a broad range of laws and institutions aimed at preventing and responding to all forms of violence, exploitation and abuse against children.** There are several pieces of legislation that surround the safeguarding of children. Some of them are highlighted in Text Box I. To harmonise these pieces of legislation and ensure the domestication of international treaties, conventions and standards which Zambia has ratified, the Government has enacted the Children's Code Act<sup>5</sup>. The Children's Code Act has repealed the Affiliation and Maintenance Act, the Adoption Act, and the Juveniles Act. It also domesticates the Convention on the Rights of the Child (CRC), the African Charter on the Rights and Welfare of the Child (ACRWC), the Hague Convention and other international instruments.

The institutional system includes the social welfare, security and justice, labour, child health, nutrition and education sectors. It is operated at national, provincial, district and community levels with wide-ranging formal and informal mechanisms and services. At the national level, child protection cuts across many ministries and other agencies, including the Ministry of Community Development and Social Services; the Ministry of Youth, Sport and Arts; the Ministry of Home Affairs and Internal Security; the Ministry of Justice; the Ministry of Health; the Ministry of Education and the Ministry of Local Government and Rural Development. At provincial levels, child protection activities are under the Office of the President. This makes identifying, monitoring and evaluating child protection programmes and the Child Policy itself difficult.

**The child welfare and development function has been realigned from the Ministry of Youth, Sports and Arts to the Ministry of Community Development and Social Services.** This makes MCDSS the lead institution in coordinating and implementing child care and protection interventions, including the National Child Policy. Child Development sub-programmes also exist under provincial budgets under the Office of the President. District Child Protection Committees are also present in some districts. While reformatory and approved schools are under MCDSS, they are administratively operated by the Zambia Correctional Services under the Ministry of Home Affairs and Internal Security.

**There are many international organisations, local, and international non-governmental organisations that are stakeholders in child protection.** These include United Nations Children's Fund (UNICEF); United Nations High Commission for Refugees; International Organisation for Migration; Save the Children; World Vision; Catholic Medical Missions Board; Child Fund; Project Hope; Christian Alliance for Children Everywhere (ACE-Zambia); Plan International; Lifeline Zambia; Young Women's Christian Association; Advocacy for Child Justice; Up Zambia; Catholic Relief Services; Zambia Association of Sisterhoods; Action Aid; and Media Network for Child Rights and Development.

<sup>5</sup> <https://www.ohchr.org/en/treaty-bodies/crc/celebrating-30-years-convention-rights-child/pledge-zambia>

## Child protection situation in Zambia

Child protection covers issues impacting vulnerable children, such as child marriage, adolescent pregnancies, child labour, child trafficking, sexual violence against and sexual exploitation of children, violence against children, neglect or a lack of parental care, children in conflict with the law, the incarceration of children, and birth registration. A significant proportion of the 9.8 million children in Zambia are affected by one or more of these issues.

### Child marriage

**Child marriage, defined as any formal or informal union where at least one of the parties involved is under the age of 18, is prevalent in Zambia.** Child marriages are deeply rooted in poverty, primarily affecting those living in rural areas, those not attending school, pregnant girls and their boyfriends, orphans and stepchildren, difficult or 'hard to manage' children, and children without adequate supervision or support<sup>6</sup>. The practice is more common among girls than boys. According to the 2018 Zambia Demographic and Health Survey (ZDHS), 29 percent of women aged 20-24 reported being married by the time they turned 18, compared to only 2.8 percent of men in the same age group.

**Many of the child marriages in Zambia are between peers – girls and boys, as opposed to girls and men.** A 2015 qualitative study on child marriages found that most child marriages in Zambia are between peers – girls (from age 12 or 13) and boys (from age 14), usually with an age difference of about two to three years - rather than a child and adult relationship. The decision to marry is often made by the children, albeit often within a range of limited choices and opportunities.

**Ending child marriage remains high on the domestic and regional agenda.** The President of Zambia is the African Union Champion on Ending Child Marriage in Africa by 2030<sup>7,8</sup>. Three successful sessions on the African Girl Summit on ending harmful practices in Africa have been held to date with Zambia hosting the first session in 2016 while Ghana and Niger hosted the second and third. In 2021, Zambia, in collaboration with Canada, UNICEF, UNFPA, and Save the Children, also hosted a virtual high-level side event on the margins of the 65<sup>th</sup> session of the Commission on the Status of Women<sup>9</sup>.

### Teenage pregnancy

**Teenage pregnancy is a major challenge in Zambia.** It undermines girls' human rights and compromises their opportunities to fully realise their socioeconomic development potential. Teenagers who have early exposure to sexual intercourse, through risky sexual behaviour or child marriage for example, are at risk of pregnancy and child-bearing. According to the 2018 ZDHS, 29.2 percent of adolescents had begun child-bearing. As a result, these adolescent girls face significant health risks – including maternal mortality, HIV and other sexually transmitted diseases, and cervical cancer. They are also likely to drop out of school, and/or get married.

<sup>6</sup> Government of the Republic of Zambia (2015). *Qualitative Study of Child Marriages in Six Districts of Zambia; July 2015*

<sup>7</sup> <https://dailynationzambia.com/2022/02/hh-to-work-with-au-leaders-to-end-early-marriages-in-africa/>

<sup>8</sup> <https://au.int/fr/node/32659>

<sup>9</sup> <https://www.unwomen.org/en/csw/csw65-2021/side-events/calendar-of-virtual-side-events>



## Child labour

The term “child labour” is often defined as work that deprives children of their childhood, their potential and their dignity, and that is harmful to physical and mental development<sup>10</sup>. The term is also taken to mean any work or activity that is mentally, physically, socially or morally dangerous and harmful to a child, or that which interferes with the child’s schooling by depriving the child of the opportunity to attend school, or obliging the child to leave school prematurely, or requiring the child to attempt to combine school attendance with excessively long and heavy work<sup>11</sup>.

In 2020, there were 430,075 children in child labour in Zambia. This is 6.9 percent of the population aged 5-17. 63.4 percent of children in child labour were girls, and 36.6 were boys. Sixteen-year-olds accounted for the highest share (14.6 percent) 1.5 percent were age 5<sup>12</sup>.

## Violence against children

**The 2015 National Child Policy defines violence against children as all forms of sexual, physical and emotional violence.** It happens in families, schools, poor or wealthy communities, religious institutions, and rural and urban settings. It is perpetrated by people who are known to and trusted by the child, such as parents, guardians, siblings, relatives, family friends and people within the community. Target 16.2 of the 2030 Agenda for Sustainable Development seeks to “end abuse, exploitation, trafficking and all forms of violence against, and torture of, children”.

<sup>10</sup> International Labour Organisation, 2017. *International Programme on the Elimination of Child Labour (IPEC)*. [Online] Available at: <http://ilo.org/ippec/facts/lang--en/index.htm>

<sup>11</sup> Ministry of Labour Youth and Sport, 2011. *National Child Labour Policy: Securing A Better Future for our Children*, s.l.: Ministry of Labour Youth and Sport.

<sup>12</sup> Source: Ministry of Labour Youth and Sport, 2011. *National Child Labour Policy: Securing A Better Future for our Children*, s.l.: Ministry of Labour Youth and Sport.



**The 2014 Violence Against Children Survey (VACS)<sup>13</sup> shows that approximately half of females and males aged 18–24 experienced one or more forms of sexual, physical and emotional violence in their childhoods.** 42.8 percent of females and 33.5 percent of males 13–17 experienced one or more forms of sexual, physical, or emotional violence.

**Physical violence was the most common, followed by emotional violence and sexual abuse for both females and males. One in three females and two in five males aged 18–24 years experienced physical violence prior to age 18.** A quarter of male and female respondents aged 13–17 years experienced physical violence 12 months prior to the survey. One in five females and one in six males aged 18–24 experienced emotional violence. Female respondents aged 18–24 years were more likely to report experiencing sexual abuse than males in the same age group. Approximately one in five (20.3 per cent) females and one in ten (10.0 per cent) males aged 18–24 experienced childhood sexual violence before the age of 18. Females were also more likely to experience physically forced sex in childhood compared to males.

The most frequent perpetrators of the first incident of sexual abuse prior to age 18 for females and males were spouses, boyfriends/girlfriends, romantic partners and friends. Parents, adult caregivers or other adult relatives were the most frequent perpetrators of physical violence prior to age 18.

## Alternative care for children in need of care

**Alternative care refers to care for children who are not under the custody of their biological or adoptive parents.** It includes foster families, guardianship, kinship care, institutional care and other community-based arrangements that care for children in need of special protection, particularly children without primary caregivers. The National Framework for the Care of Children in Need of Care outlines the continuum of care options for children in need of care. This policy states that family preservation should be prioritised. For children in need of alternative care, institutional care should be used only as a last resort and for the shortest period possible, and children should instead be placed in family based alternative care (kinship or foster care).

**According to the 2018 ZDHS, 32.1 percent of households were caring for foster and/or orphaned children.** This is a reduction from 34.7 percent in 2014<sup>14</sup>. It is also estimated that there were 6,982 children in residential care facilities in 2021, compared to 6,413 children in 2017<sup>15</sup>. In terms of foster care, 71 children (31 boys and 40 girls) were placed in foster care in 2020. By mid-2021, 23 children (13 boys and 10 girls) had been placed with foster families<sup>16</sup>. Between 2017 to 2021, 318 children were adopted. This accounts for formal adoptions by relatives and by non-relatives<sup>17</sup>. The Nationwide Assessment of Child Care Facilities found that poverty (lack of income, assets), children being abandoned, death of a parent, and abuse and maltreatment of children were the most cited reasons for placement of children in childcare facilities<sup>18</sup>.

## Orphans and vulnerable children

**A third of children lose one or both parents before they reach adulthood, with 19 percent of orphans losing both their mother and father.** An orphan in Zambia is a child under the age of 18 who has lost one or both parents. According to the 2018 ZDHS, 16 percent of children under age 18 were not living with a biological parent, and 10 percent of these children were orphans.

<sup>13</sup> Ministry of Youth, Sport and Child Development, Ministry of Community Development and Social Services, University of Zambia, United Nations Children's Fund, Save the Children International, United States Centers for Disease Control and Prevention, Violence against Children in Zambia: Findings from a national survey, 2014, Ministry of Youth, Sport and Child Development, Lusaka, 2018.

<sup>14</sup> Zambia Statistics Agency, Ministry of Health, University Teaching Hospital Virology Laboratory, and ICF (2020) Zambia Demographic and Health Survey 2018. Lusaka, Zambia: ZSA, MOH, UTH-VL and ICF, p.13.

<sup>15</sup> MCDSS (2017) Nationwide Assessment Report on Child Care Facilities. Lusaka: Government of Zambia. <https://www.unicef.org/zambia/media/581/file/Zambia-child-care-facilities-report.pdf>

<sup>16</sup> GRZ, UNICEF (2021). Care Reform in Zambia.

<sup>17</sup> GRZ, UNICEF (2021). Care Reform in Zambia.

<sup>18</sup> Ministry of Community Development and Social Welfare (2017). *Nationwide Assessment Report on Child Care Facilities*. Department of Social Welfare, July 2017



## KEY TAKEAWAYS

- The fragmentation of child protection programmes across several MPSAs makes coordination and implementation of interventions challenging and leads to inefficient budgets.
- The low level of birth registration in Zambia not only denies children an official identity and nationality, but they could also miss out on their rights to be protected as they are invisible to the government.
- The high prevalence of child marriage may lead to early pregnancy, which results in health-related complications and withdrawal from formal education, among other risks, and these risks disproportionately affect girls.

## Street children

**The number of children living/working on the streets of Zambia's cities is high but quantitative data remains scarce.** With about one in five Zambian children (16 percent) not living with their parents, a significant proportion of them are on the streets. The life conditions of these children are desperate, exposing them dangers including alcoholism, drugs and other substance abuse, prostitution, rape and other forms of violence, and exploitative labour. In December 2021, the Minister of Community Development and Social Services announced plans to remove children from the streets and incorporate them into the Zambia National Service (ZNS) training camps.

## Birth registration

**Zambia has been scaling up its vital registration system. Birth registration has been mandatory since 1973 when the Birth and Death Registration Act became operational.** The Government passed Statutory Instrument No. 44 of 2016, which decentralised birth certification to provincial and district centres. By 2020, all the 10 provincial centres were reached. Further, over 900 birth registration desks were established at district and sub-district levels.

**Despite mandatory birth registration, enforcing the legislation has been a challenge.** The 2018 ZDHS data shows that only 14 percent of children's births were registered with the civil authorities. There was no variation by age or sex in the percentage of births registered. However, 25 percent of urban children were registered, as compared with only 8 percent of rural children.<sup>19</sup>

Table 3: Selected child protection indicators

INDICATOR NAME	VALUE	SOURCE
Child marriage prevalence (% of women ages 20-24 who were married before age 18)	29%	2018 ZDHS
Teenage pregnancy (% of girls ages 15-19 who have had children or are currently pregnant)	29%	2018 ZDHS
Children in employment, total (% of children ages 5-14)	28%	Bureau of International Labour Affairs <sup>20</sup>
13–17-year-old females and males who experienced one or more forms of sexual, physical, or emotional violence	42.8% females; 33.5% males	2014 Violence Against Children Survey (VACS)
Households caring for foster/orphaned children	32%	2018 ZDHS
Completeness of birth registration, including by rural and urban areas (%)	14% national, 25% urban, 8% rural	2018 ZDHS

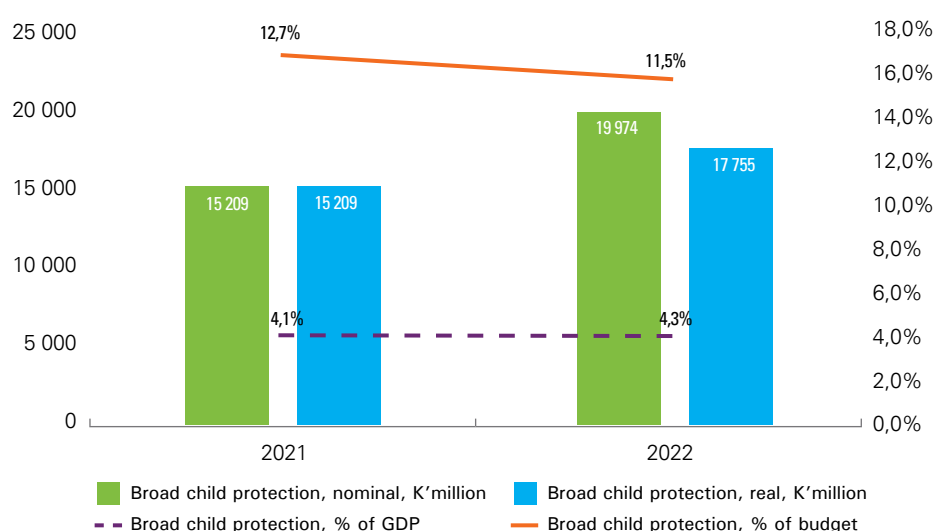
<sup>19</sup> [https://sustainabledevelopment.un.org/content/documents/26305VNR\\_2020\\_Zambia\\_Report.pdf](https://sustainabledevelopment.un.org/content/documents/26305VNR_2020_Zambia_Report.pdf)

<sup>20</sup> [https://www.dol.gov/sites/dolgov/files/ILAB/child\\_labor\\_reports/tda2018/zambia.pdf](https://www.dol.gov/sites/dolgov/files/ILAB/child_labor_reports/tda2018/zambia.pdf)

## SIZE AND TRENDS OF CHILD PROTECTION SPENDING

**The size of the budget allocation is reported in terms of “broad” and “core” child protection expenditure.<sup>21</sup>** Broad child protection expenditure for 2022 has increased in nominal terms. Broad child protection expenditure amounts to K20.0 billion compared to K15.2 billion in 2021, a nominal increase of 31.3 percent. In real terms, this is an increase of 16.7 percent<sup>22</sup>. As a percentage of GDP, the total child protection budget increased from 4.1 percent to 4.3 percent of GDP. As a percentage of the total budget, child protection expenditure will reduce to 11.5 percent in 2022 from 12.7 percent in 2021.

**Figure 2:** Size and trends of child protection budget, in current and constant 2020 prices, 2021 and 2022



Source: Compiled from Ministry of Finance Estimates of Revenue and Expenditure, 2021-2022

**The increased nominal allocation to broad child protection spending will average about K2,034 per child in 2022 – an increase of K446 from the previous year's K1,588 (or 28.1 percent)<sup>23</sup>.** In US dollar terms, this translates to an increase from US\$80 in 2021 to US\$117<sup>24</sup> in 2022, a 47 percent rise. To put this per child expenditure into context, we compare it with the primary government expenditure<sup>25</sup> per capita<sup>26</sup>. On average for 2021 and 2022, the broad child protection budget per child is 40 percent of the per capita primary expenditure. This means that for every K100 spent per person by the government, an estimated K40 per child is spent on broad child protection interventions.

<sup>21</sup> It was determined that the “core” budget is a subset of the “broad” child protection, and therefore, a proportion is estimated.

<sup>22</sup> The Bank of Zambia projects an average inflation rate of 12.5 percent in 2022

<sup>23</sup> Per child spending estimates based on population projection figures for 2021 and 2022 from the 2011-2035 Population Projections report, Zambia Statistics Agency

<sup>24</sup> Source: Bank of Zambia: The period average exchange rate estimate for 2022 is based on the year-to-date average up to 26th July 2022

<sup>25</sup> Primary expenditure is defined as total public expenditure minus debt service

<sup>26</sup> Source: United Nations Children's Fund, Financial Benchmark for Child Protection Manual, UNICEF, New York, 2020.

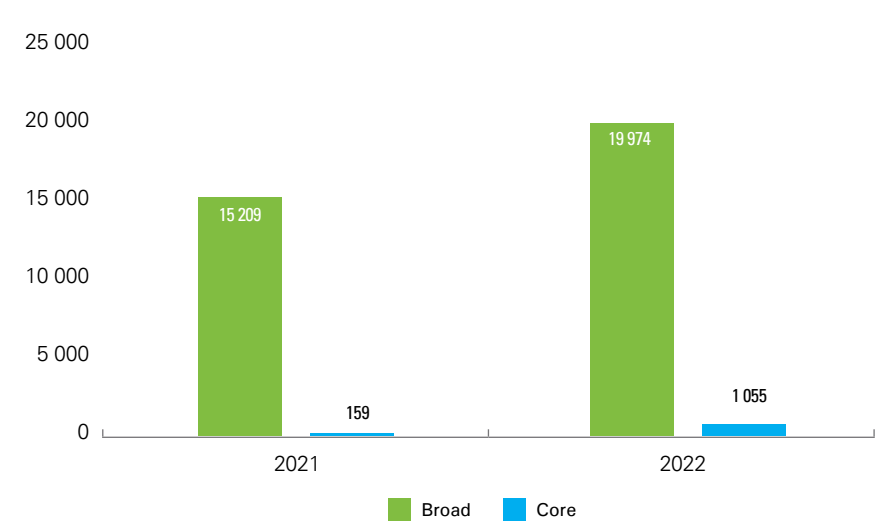


KEY TAKEAWAYS

- The increase in the total child protection budget both in nominal and real terms, as well as per child, shows Government’s increased commitment to the welfare of the 9.8 million children in Zambia.
- With only K1.40 spent per child for every K100 that the government spends per person, the core child protection spending remains low for a demographic that accounts for over half of the population.

**“Core” child protection budget only accounts for 5.3 percent of the “broad” child protection costs.** Of the K20.0 billion allocated to broad child protection, only K1.1 billion will go to “core” child protection programmes. The K1.1 billion allocated to core child protection in 2022 is over six times the allocation from K159 million in 2021. However, as a percentage of GDP and as a percentage of the total budget, the core child protection budget amounts to 0.2 percent and 0.6 percent, respectively. Benchmarking with primary expenditure per capita shows that core child protection interventions only account for 1.4 percent – implying that for every K100 spent per person by the government, only K1.4 per child is spent on core child protection.

**Figure 3:** Budget allocation to total, broad and core child protection interventions in Zambia, 2021 and 2022



Source: Compiled from Ministry of Finance Estimates of Revenue and Expenditure, 2021 & 2022





# COMPOSITION OF CHILD PROTECTION SPENDING

## Spending on broad child protection programmes

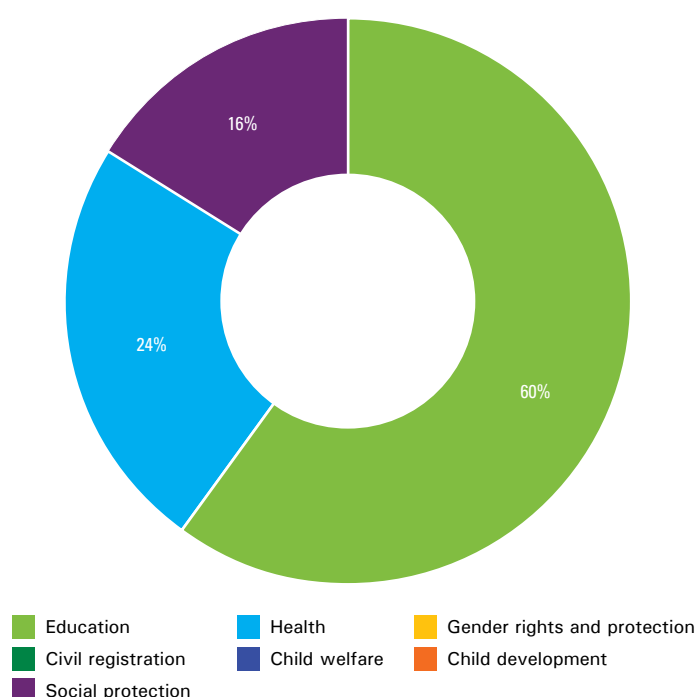
**Education accounted for the largest share (60.2 percent) of the broad child protection budget in 2022.** Lack of access to education increases child protection risks such as abuse and neglect, economic and sexual exploitation, homelessness, sexual and gender-based violence, trafficking, and child marriage. While there was a general increase in the budget allocation to education, there is a notable eight-fold increase in the allocation to Early Childhood Education from K12.8 million in 2021 to K102.6 million in 2022. This increase in education budget, which is primarily meant to meet the needs of the Education for All policy, will result in higher access to education as well as more children being protected.

**The allocation to health accounts for the second largest share of the broad child protection budget in 2022.** Accounting for 23.6 percent, the increased allocation to primary health services will result in increased allocation for activities that have major impacts on child protection outcomes such as adolescent sexual and reproductive health and maternal health.

**Social protection interventions account for 15.6 percent of the allocation to the broad child protection budget.** Compared to 2021, the allocation to the Social Cash Transfer scheme has been increased from K2.3 billion in 2021 to K3.1 billion in 2022, a one-third increase. This will, among other things, help alleviate the plight of children living in poor households.

The other broad child protection programmes – child welfare, gender rights and protection, civil registration and child development – collectively account for less than 1 percent of the budget allocation to broad child protection programmes.

**Figure 4:** Percentage shares of broad child protection programmes in the 2022 budget

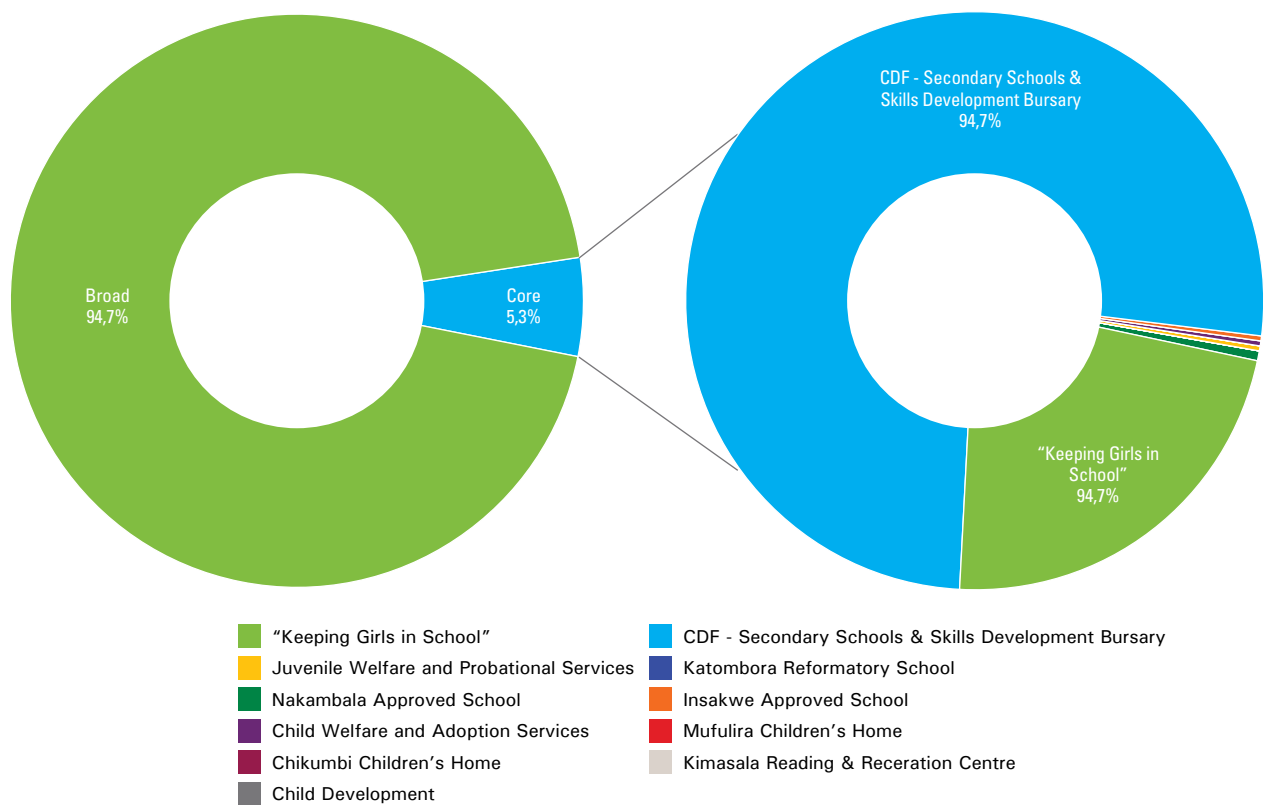


Source: Compiled from Ministry of Finance Estimates of Revenue and Expenditure, 2022

## Spending on core child protection programmes by themes

**Nine core child protection programmes were identified in the 2022 budget.** These include the Secondary Schools and Skills Development Bursary under the Constituency Development Fund and the “Keeping Girls in School” bursary. Collectively, these two programmes accounted for 5.2 percentage-points of the 5.3 percent proportion of core child protection interventions. The rest of the interventions accounted for 0.1 percentage-points.

**Figure 5:** Showing the size of core child protection interventions, 2022



Source: Compiled from Ministry of Finance Estimates of Revenue and Expenditure, 2022

These core child protection categories are realigned into the broad themes outlined in Table 2.

## ORPHANS AND VULNERABLE CHILDREN

**Orphaned children may be at greater risk of dropping out of school than children with biological parents.** This can occur for various reasons: the inability to pay school fees, the need to help with household chores, or the need to care for sick parents or younger siblings. Double orphans (children with both parents deceased) are less likely to be in school (79 percent) than children whose parents are both alive and who are living with at least one parent (88 percent). Recognising this, the Ministry of Education has a bursary scheme specifically for Orphans and Vulnerable Children for girls who are in secondary school. This is called the “Keeping

Girls in School” project. Additionally, a bursary component has been added to the new, expanded Constituency Development Fund primarily targeted at vulnerable children, including orphans. The Government has also introduced free education up to secondary education, which will enable many vulnerable children to access education, particularly girls.

## Secondary school and skills development bursary

**The largest child protection spending programme in 2022 is the bursary component of the CDF for secondary school learners.** The adding of a bursary component to the CDF will be critical in supporting vulnerable children, especially those in boarding schools that are still required to pay boarding fees even after tuition and examination fees were abolished as part of the Government’s Free Education Policy. About K800 million has been allocated for this purpose in 2022, which is 20 percent of the total CDF allocation.

## Keeping Girls in School

**The Keeping Girls in School (KGS) initiative has been increased by 64.7 percent to K237.1 million in 2022 from K144 million in 2021.** KGS is a bursary scheme aimed at increasing access to secondary education for adolescent girls in Social Cash Transfer households. Bursaries are provided for the entire duration of secondary school (up to five years). The programme commenced in 2017 with 14,000 beneficiaries in 16 districts. As of 2020, KGS was operational in 29 districts, covering over 28,000 adolescent girls. This was scaled up to 28,964 girls in 2021 and plans to expand to 43,520 girls in 2022. Among those offered KGS bursaries, uptake averaged 60 percent during 2017-19. The low uptake is attributed to, among other things, operational challenges in reaching out-of-school girls through community structures and a high rate of pregnancies<sup>27</sup>.

## ALTERNATIVE CARE FOR CHILDREN IN NEED OF CARE

### Children’s homes/institutional care

**The Child Development programme under the Ministry of Community Development and Social Services includes transfers to children’s homes/institutional care.** The allocation to the three identifiable children’s homes in the 2022 Budget increased by 33 percent. Chikumbi and Mufulira Children’s Homes, as well as Kimasala Reading and Recreation Centre are collectively allocated K844,197 in 2022 from K636,000 in 2021.

### Adoption services

**The budget for Child Welfare and Adoption Services has been reduced by 22.6 percent to K2.5 million in 2022 from K3.2 million in 2021.** About K2.5 million has been allocated to Child Welfare and Adoption Services under the Ministry of Community Development and Social Services. In 2022, the targets under this programme will include the reintegration of 250 children from childcare facilities into families from 100 children in 2021. However, with the reduced allocation, it seems unlikely that this target will be achieved.

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<sup>27</sup> UNICEF/World Bank (2021) Republic of Zambia – Social Protection and Jobs Public Expenditure Review 2021



## KEY TAKEAWAYS

- With 99 percent of the core child protection budget accounted for by 2 bursaries for Orphans and Vulnerable Children, the rest of the child protection interventions are left inadequately funded.
- While low birth registration, high teenage pregnancies, violence against children and child marriages are major issues in Zambia, they are invisible in the budget as they fall under other programmes. This makes it a challenge to monitor the spending on the interventions to address these issues.
- The low funding to family preservation and child protection programmes underscores the need to adequately fund these interventions, including identifying families at risk of neglecting or not providing care for their children.

## CHILDREN IN CONFLICT WITH THE LAW

**There are three identifiable sub-programmes in the 2022 Budget for children who come into contact with the justice system as a result of being suspected or accused of committing an offence.** These are (i) Juvenile Welfare and Probational Services; (ii) Katombora Reformatory School; and (iii) Insakwe and Nakambala Approved Schools. These fall under the Ministry of Community Development and Social Welfare. Katombora Reformatory is aimed at providing correctional services to male children who come in conflict with the law as a way of helping them become better citizens when they have gone through the reformation process. Nakambala Approved School was established with the responsibility of receiving, caring and engaging juveniles in counselling sessions as well as rehabilitating them into productive and law-abiding citizens. It admits male juveniles who are either in conflict with the law or are merely in need of care ordered to undergo rehabilitation by the courts of law. Insakwe Approved School is a probation centre for female juvenile offenders.

**In 2022, a total of K3.0 million will be allocated to Juvenile Welfare and Probational Services.** This is a marginal increase of 2.6 percent from the K2.9 million allocated in 2021. Under this sub-programme, the Government plans to provide representation for 2,500 Juveniles in conflict with the law. The Government will target to provide community-based rehabilitation for 600 juveniles in conflict with the law. The Katombora Reformatory School has been allocated K80,000 in 2022, a 9.5 percent increase from K73,072 in 2021. While the allocation to Nakambala Approved School has increased to K780,053 in 2022 from K660,053 in 2021, the allocation to Insakwe Approved School has declined to K385,000 in 2022 from K389,996 in 2021.

## CHILD PROTECTION BUDGET BY PROVINCES

For the discernible child development budget lines, Western, Muchinga and Luapula provinces had the largest allocations of the core child protection budget. Given these are the most impoverished provinces, it is clear that the budget allocation is based on some form of deprivation criteria.

**Table 5:** Child Development budget by province, 2021 and 2022 (Kwacha)

PROVINCE	PROGRAMME	SUB-PROGRAMME	2021	2022	% CHANGE	% SHARE
<b>MUCHINGA</b>	Community Development & Social Services	Child Development	557,888	704,670	26%	15%
<b>LUSAKA</b>	Community Development & Social Services	Child Development	682,425	296,969	-56%	6%
<b>COPPERBELT</b>	Community Development & Social Services	Child Development	335,941	463,103	38%	10%
<b>CENTRAL</b>	Community Development & Social Services	Child Development	50,802	202,315	298%	4%
<b>NORTHERN</b>	Community Development & Social Services	Child Development	328,564	397,712	21%	8%
<b>WESTERN</b>	Community Development & Social Services	Child Affairs	742,148	887,958	20%	19%
<b>EASTERN</b>	Community Development & Social Services	Child Development	325,596	441,600	36%	9%
<b>LUAPULA</b>	Community Development & Social Services	Child Development	510,783	644,436	26%	14%
<b>NORTH-WESTERN</b>	Community Development & Social Services	Child Development	428,666	540,679	26%	11%
<b>SOUTHERN</b>	Community Development & Social Services	Child Development	131,416	138,484	5%	3%
<b>TOTAL</b>			<b>4,094,229</b>	<b>4,717,926</b>	<b>15%</b>	<b>100%</b>

Source: Constructed using Ministry of Finance Estimates of Revenue and Expenditure, 2021 & 2022



# FINANCING CHILD PROTECTION

The child protection budget is largely financed by the Government, which accounts for 99.7 percent of the core child protection budget. Of the K1.1 billion core child protection budget for 2022, only K3.1 million is funded externally. The externally financed budget lines are Child Welfare and Adoption Services, and Juvenile Welfare and Probational Services. Child Welfare and Adoption Services are largely externally financed (64 percent). Similarly, half of the Juvenile Welfare and Probational Services budget will be financed externally (Table 6).

**Table 6:** Financing of the child protection budget, 2022

CATEGORY	SUB-CATEGORY	SUB-PROGRAMME/ COST CENTRE	TOTAL	GOVERNMENT	DONOR	% GOVERNMENT
Orphans and vulnerable children		"Keeping Girls in School"	237.1	237.1	-	100.0%
		CDF - Secondary Schools & Skills Development Bursary	801.8	801.8	-	100.0%
Children in conflict with the law		Juvenile Welfare and Probational Services	3.0	1.5	1.5	50.2%
		Katombora Reformatory School	0.1	0.1	-	100.0%
		Insakwe Approved School	0.4	0.4	-	100.0%
		Nakambala Approved School	0.8	0.8	-	100.0%
Alternative care services for children in need of care	Adoption services	Child Welfare and Adoption Services	2.5	0.9	1.6	36.2%
	Children's homes/ institutional care	Mufulira Children's Home	0.3	0.3	-	100.0%
		Chikumbi Children's Home	0.3	0.3	-	100.0%
		Kimasala Reading and Recreation Centre	0.2	0.2	-	100.0%
Child development		Child Development	4.7	4.7	-	100.0%
<b>Total</b>			<b>1,051.2</b>	<b>1,048.2</b>	<b>3.1</b>	<b>99.7%</b>

Source: Constructed using Ministry of Finance Estimates of Revenue and Expenditure, 2022

The financing to child protection programmes was exclusively through grants. UNICEF funded the Child Welfare and Adoption Services with a grant worth K1.5 million. The Juvenile Welfare and Probational Services programme was funded via K1.5 million grant from UNICEF and K68,807 from various other cooperating partners.



## KEY TAKEAWAYS

- There is little funding coming from external sources. This is perhaps due to the challenge to generate evidence to measure the effectiveness of child protection funding as it is masked under other programmes.

## CHILD PROTECTION POLICY AND OTHER STRUCTURAL ISSUES

**There appears to be a disconnect between child protection issues faced in Zambia and the budget formulation process.** While the country is faced with several issues related to child protection such as high child marriages, high teenage pregnancies and violence against children, these issues are not given prominence in the budget as they are obscured under other programmes. It is therefore a challenge to determine the true scope of core child protection programmes and interventions.

**Related to the responsiveness of the budget is online child protection services.** The increased access to online services requires that children are protected from cyber-bullying, being lured into sexual activity, child pornography and other such solicitations. While legislation is in place through the National Child Online Protection Strategy and the Cyber Security and Cyber Crimes Act of 2021, there are no dedicated budget lines to deal with such issues.

**The Education for All policy presents opportunities and challenges for child protection.** With education intrinsically connected to child protection, the increased access to education guarantees the children's wellbeing and empowers them to make informed decisions and mitigate risky sexual behaviours that result in child marriages, teenage pregnancy, or delinquent behaviours leading child-family separation, crime, or other negative outcomes. Increased access to education calls for increased guidance and counselling services, as well as safeguarding children against a likely increase in school-related Gender Based Violence and other factors that render them vulnerable. This calls for increased allocation to build capacity of teachers to offer these counselling services as well as early identification services for children at risk of any form of violence against children.

## Annex I: Conceptual framework for broad and core child protection interventions

BROAD CHILD PROTECTION	CORE CHILD PROTECTION
<b>Education</b> (Early childhood education, primary education, secondary education)	Guidance and Counselling services/Child Safeguarding/ School related Gender Based Violence
<b>Child health</b> Gender-Based Violence (GBV)/Violence Against Children (VAC)	Adolescent Sexual and Reproductive Health (ASRH) One-stop-center operational costs Village-led one stop centers operational costs Case management and psychosocial support for child victims and witnesses Victim Support Unit (VSU), Child Protection Unit (CPU) Gender Based Violence (GBV) help lines GBV fund GBV services for child victims, including health and Mental Health and Psychosocial Support Services (MHPSS) Legal services, including representation, for child victims GBV and Child-friendly court operation costs
<b>Gender rights and protection</b>	Ending child marriage
<b>Civil registration</b>	Birth registration
<b>Child welfare - statutory</b>	<p><b>Children in Contact with the Law</b></p> <p><i>Child victims and witnesses of GBV/VAC/Child Marriage</i></p> <ul style="list-style-type: none"> <li>• Case management and Psychosocial support for child victims and witnesses</li> <li>• Child victim/witness court preparation</li> <li>• Court Investigations (home assessments, family conferencing and social welfare reports, committal orders/ removal orders)</li> <li>• Administrative costs – Court Order fees – care and removal orders</li> <li>• Social Welfare Community outreach</li> <li>• Child safeguarding</li> </ul> <p><i>Alternative care services for children in need of care – Foster care services</i></p> <ul style="list-style-type: none"> <li>• Court investigations and case management (home assessments, case review meetings family tracing, family conferencing and social welfare reports)</li> <li>• Social welfare community outreach</li> <li>• Emergency foster care package (for children under 5 and children living with disabilities)</li> <li>• Reintegration packages for children transitioning from foster families to the care of their birth or extended family</li> <li>• Child safeguarding</li> </ul> <p><i>Children's homes/Institutional Care</i></p> <ul style="list-style-type: none"> <li>• Court Investigations and case management – home assessments, case review meetings family tracing, family conferencing and social welfare reports</li> <li>• Court order - Administrative fees for obtaining care and removal orders</li> <li>• Monitoring of care standards</li> <li>• Social welfare community outreach</li> <li>• Reintegration packages for children transitioning from children's homes (institutional care) to the care of their birth or extended family</li> <li>• Post placement monitoring and follow-ups</li> <li>• Supports services for migrant children (Emergency support to cover dignity kits, medicals/special needs-Children on the move (CotM); Interpreter services, Repatriation costs)</li> <li>• Community outreach on human trafficking/the risk of irregular migration</li> </ul>

BROAD CHILD PROTECTION	CORE CHILD PROTECTION
<b>Child welfare - statutory</b>	<p><i>Adoption services</i></p> <ul style="list-style-type: none"> <li>• Court investigations and case management (home assessments, case review meetings family tracing and social welfare reports)</li> <li>• Social welfare community outreach</li> <li>• Post placement monitoring and follow-ups</li> </ul> <p><i>Children in conflict with the law</i></p> <ul style="list-style-type: none"> <li>• Child safeguarding</li> <li>• Court investigations and case management (home assessments, case review meetings, family tracing and social welfare reports)</li> <li>• Monitoring detention facilities</li> <li>• Diversion services, case management and family conferencing</li> <li>• Conveyancing children from detention (police and remand facilities) to reformatory and approved school)</li> <li>• Children on custodial orders in approved and reformatory schools</li> <li>• Probation and aftercare services</li> <li>• Social welfare community outreach</li> <li>• Approved school boards</li> </ul>
<b>Social protection</b>  <b>Public Welfare Assistance Scheme (PWAS)</b>  <b>Social cash transfer</b>	<p><b>Family preservation</b></p> <ul style="list-style-type: none"> <li>• Social support to families</li> <li>• Baby formula and other requirements for infants left without care</li> <li>• Emergency support for families at risk of separation</li> <li>• Education requirements</li> </ul> <p><b>Child and family social welfare support</b></p> <p><i>Child headed households; female headed households</i></p> <p><i>Orphans and vulnerable children</i></p> <ul style="list-style-type: none"> <li>• Families with children transitioning from children's homes into family-based care (reintegrated and kinship care)</li> <li>• Children and young people transitioning from children's homes into independent living</li> <li>• Children with disability</li> <li>• Emergency cash transfer targeting GBV survivors</li> </ul>
<b>Child development</b>	<p>Dissemination of child related laws and policies</p> <p><b>International treaties and Protocols</b></p> <ul style="list-style-type: none"> <li>• Child rights monitoring</li> <li>• Coordination of implementation of concluding observations and recommendations of treaty bodies including Universal Periodic Review recommendations</li> <li>• Coordination of party reporting and ratification of international treaties and protocols</li> <li>• Public awareness of children's rights including state party reports and concluding observations and treaty body recommendations,</li> <li>• Membership fees to the Hague Conference on Private International Law</li> </ul>













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