

CHILD PROTECTION BUDGET BRIEF

UNMASKING INVESTMENTS IN CHILD PROTECTION

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2023

KEY MESSAGES AND RECOMMENDATIONS

1

The allocation to overall child protection programmes – in a wider sense – has increased by 35.8 percent in 2023, accounting for 5.4 percent of GDP and 17.06 percent of the total budget. However, the conceptual framework for child protection makes a distinction between core and broad child protection interventions (Annex I). Core interventions¹ only account for 0.6 percent of the total national budget and 3.7 percent of the broad child protection budget in 2023. 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, deployment of adequate social services workforce to deliver on core interventions, including increasing the currently low birth registration levels, improving alternative care and family support services, effectively rehabilitating children in conflict with the law and preparing them to reintegrate with their families and, overall, implement the Children's Code Act No. 12 of 2022.

¹ 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.

2

The core child protection budget is dominated by bursaries for orphans and vulnerable children, with two programmes – 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 Government needs to review the insufficient funding allocated to other child protection interventions especially those that prevent and protect children from violence and neglect.

3

While the country is grappling with issues such as low birth registration (only 14 percent), high teenage pregnancy (29 percent), violence (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 high rate of child marriage (29 percent of women aged 20-24 married before age 18), on average, about 1000 children annually are separated from their families and placed in formal care, there are no distinct 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. The Government should also expedite the investment case for child protection and see how this can be mainstreamed into the output based budgeting 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 (CDF), the Government may consider consolidating 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. While this gives an indication of how low the core child protection budget is, it does not show the adequacy of the funding.

RECOMMENDATION:

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



INTRODUCTION

This Child Protection Budget Brief explores the extent to which the 2023 National Budget addresses the protection needs of children.

The budget brief analyses the size and composition of approved budget allocations to child protection programmes in fiscal year 2023 and trends over a 3-year period². 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 and make financial decision-making processes 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 homes³. 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 – their parents or caregivers, teachers, peers and neighbours.

The Government of the Republic of Zambia 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 (ESARO). The review is primarily based on in-depth review of government budget documents, particularly budget speeches, detailed estimates of revenue and expenditure (yellow books). The analysis focuses on Ministries, Provinces and Spending Agencies (MPSAs) with key child protection-related responsibilities.

² 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.

³ Ministry of Youth, Sport and Child Development, 2015 National Child Policy

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, on the other hand, 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
Education	Ministry of Education	Early Childhood Education	
		Primary Education	
		Secondary Education	
Health	Health	Primary Health Services	
Gender Rights and Protection	Cabinet Office - Office of the President	Gender Equity and Equality	Gender Rights Protection
Civil Registration	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
Child Welfare	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
Social Protection	Ministry of Community Development and Social Services	Social Assistance	Public Welfare Assistance
		Social Assistance	Social Cash Transfer
Child Development	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
Orphans & Vulnerable Children		Ministry of Education	Secondary Education	"Keeping Girls in School"
		Ministry of Local Government and Rural Development	Local Governance	CDF - Secondary Schools & Skills Development Bursary
Children in conflict with the law		Ministry of Community Development & Social Services	Social Welfare	Juvenile Welfare and Probational 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
Alternative Care Services for children in need of care	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
Child Development		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.

FIGURE 1: KEY CHILD PROTECTION INTERVENTIONS IN THE 8NDP



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

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, such as the definition of the child (Article 266⁴), nationality and identity (Article 35-38), and children with disabilities (Article 259). Other children’s rights are espoused in the Children’s code Act and include the protection of young persons from maltreatment and other forms of exploitation and Part III of the Constitution that provides for human rights as they apply to all.

⁴ 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.

CHILD PROTECTION INSTITUTIONAL FRAMEWORK, INCLUDING COORDINATION MECHANISMS

TEXT BOX 1

Selected Child Protection Related Legislation in Zambia

Constitution of 1991, with Amendment Act No. 2 of 2016

Children's Code Act No. 12 of 2022

Anti-Gender Based Violence Act No. 1 of 2011

Anti-Human Trafficking Act No. 11 of 2008

Cyber Security and Cyber Crimes Act No. 2 of 2021

Education Act No. 23 of 2011

Employment Code Act

Intestate Succession Act, Cap 59

Marriage Act, Cap 50

Penal Code Act, Cap 87, with Penal Code Amendment Act No. 13 of 2022

Zambia Police (Amendment) Act No. 14 of 1999

Zambia's child protection system has been 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 1. Zambia is a state party to the Convention on the Rights of the Child, the African Charter on the Rights and Welfare of the Child (ACRWC), the Hague Convention on the Civil Aspects of International Parental Child Abduction, the Hague Convention on the Protection of children and Co-operation in Respect of Intercountry Adoption; all of which have been domesticated by the Children's Code Act No. 12 of 2022.

The institutional system includes 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 cut across many ministries and other agencies which include 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 Judiciary; the Ministry of Education and the Ministry of Local Government and Rural Development; National Prosecutions Authority and Human Rights Commission. At provincial levels, child protection activities are under the Office of the President. This makes identifying, monitoring and evaluating of child protection programmes and the National Child Policy itself difficult.

CHILDREN'S CODE

The landmark legal framework for children in Zambia, the Children's Code No 12 of 2022, provides the legislative platform for significant shift in system of protecting children from violence. The Code is strong on prevention and will progressively and significantly reduce the demand actions, implying less and less children become victims of violence, abuse and neglect. The social welfare system is articulated in the Code as the backbone of child protection system strengthening. Further, the Code introduces mandatory child safeguarding in schools and all institutions that handle issues of children without the presence of their parents or primary caregiver, including in community settings. The Code makes provision for the protection of child witnesses and family-based care options for children experiencing neglect. It provides for restorative justice options and is strong on diversion as well as the reintegration of offenders as well as the protection of child migrants avoiding their detention. The Code provides for the outlawing of child marriage, female genital mutilation, corporal punishment, and all forms of child violations perpetuated by negative cultural norms/practices. It also sets the age of criminal responsibility at 12 years, up from 8 years.

The child welfare and development function has been realigned from the Ministry of Youth, Sport and Arts to the Ministry of Community Development and Social Services. This makes the MCDSS the lead institution in coordinating and implementing childcare 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 centres are under MCDSS, they are administratively operated by the Zambia Correctional Services under the Ministry of Home Affairs and Internal Security. There are also a number of international organisations, local and international non-governmental organisations that are stakeholders in child protection.

CHILD PROTECTION SITUATION IN ZAMBIA

Child protection covers issues impacting on 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 number of the children in Zambia are affected by many 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 quite prevalent in Zambia. Child marriage is deeply rooted in poverty, 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 support⁵. 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.

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 2030⁶⁷. 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 sessions, respectively. 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 65th session of the Commission on the Status of Women⁸. During the 77th UN General Assembly, Zambia and Canada led the adoption of a resolution to end child, early and forced marriage, reiterating global commitment to end child marriage by 2030.

TEENAGE PREGNANCY

Teenage pregnancy is a major challenge in Zambia. It undermines girls' human rights and compromises their opportunity 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 childbearing. According to the 2018 ZDHS*, 29.2 percent of adolescents had begun childbearing. 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.

⁵ Government of the Republic of Zambia (2015). *Qualitative Study of Child Marriages in Six Districts of Zambia; July 2015*

⁶ <https://dailynationzambia.com/2022/02/hh-to-work-with-au-leaders-to-end-early-marriages-in-africa/>

⁷ <https://au.int/fr/node/32659>

⁸ <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 development⁹. 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 work¹⁰.

In 2020, there were 430,075 children in child labour in Zambia. This is 6.9 percent of the population aged 5-17. There were more girls in child labour accounting for 63.4 percent than boys who accounted for 36.6 percent. Sixteen-year-olds accounted for the highest share at 14.6 percent while the age 5 years accounted for 1.5 percent¹¹.

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, in poor or wealthy communities, in religious institutions and rural and urban settings, and 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”

The 2014 Violence Against Children Survey (VACS)¹² 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. Although the rates are lower in the 13–17-year-old females and males, 42.8 percent of females and 33.5 percent of males 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.

⁹ International Labour Organisation, 2017. *International Programme on the Elimination of Child Labour (IPEC)*. [Online] Available at: <http://ilo.org/ipec/facts/lang--en/index.htm>

¹⁰ 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.

¹¹ 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.

¹² 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.

ALTERNATIVE CARE FOR CHILDREN IN NEED OF CARE AND PROTECTION

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 care and protection, particularly children without primary caregivers. The Children's Code Act No. 12 of 2022 and the National Framework for the Care of Children in Need of Care and protection outlines the continuum of care options for children in need of care and protection. 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 Ministry of Community Development and Social Services there were 6,494 children (3,148 male and 3,346) in institutional care at the close of 2022.

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 2014¹³. It is also estimated that there were 6,494 children (3,148 male and 3,346) in institutional care in 2022 compared to 6,982 in 2021, and 6,413 children in 2017¹⁴. In terms of foster care, 71 children (31 boys and 40 girls) were formally placed in foster care in 2020. While at the end of 2022, 124 children (60 boys and 64 girls) had been placed with foster families compared to 95 children (35 boys and 60 girls) in 2021¹⁵. Between 2017 to 2021, 318 children were adopted. This accounts for formal adoptions by relatives and by non-relatives¹⁶. 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 facilities¹⁷.

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 person 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.

STREET CHILDREN

The number of children living/working on the streets of Zambia's cities is high but quantitative data remains scanty. With about one in five Zambian children (specifically, 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 to all sorts of dangers of the streets, which include 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.

¹³ 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.

¹⁴ 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>

¹⁵ GRZ, MCDSS (2021). Department of Social Welfare Annual Report.

¹⁶ GRZ, UNICEF (2021). Care Reform in Zambia.

¹⁷ Ministry of Community Development and Social Welfare (2017). *Nationwide Assessment Report on Child Care Facilities*. Department of Social Welfare, July 2017

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.¹⁸

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 (2018) 19
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



- 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 of 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 marriages may lead to early pregnancy which result in among other risks, health-related complications and withdrawal from formal education; and these risks disproportionately affect more girls than boys.

TAKEAWAY

¹⁸ https://sustainabledevelopment.un.org/content/documents/26305VNR_2020_Zambia_Report.pdf

¹⁹ https://www.dol.gov/sites/dolgov/files/ILAB/child_labor_reports/tda2018/zambia.pdf

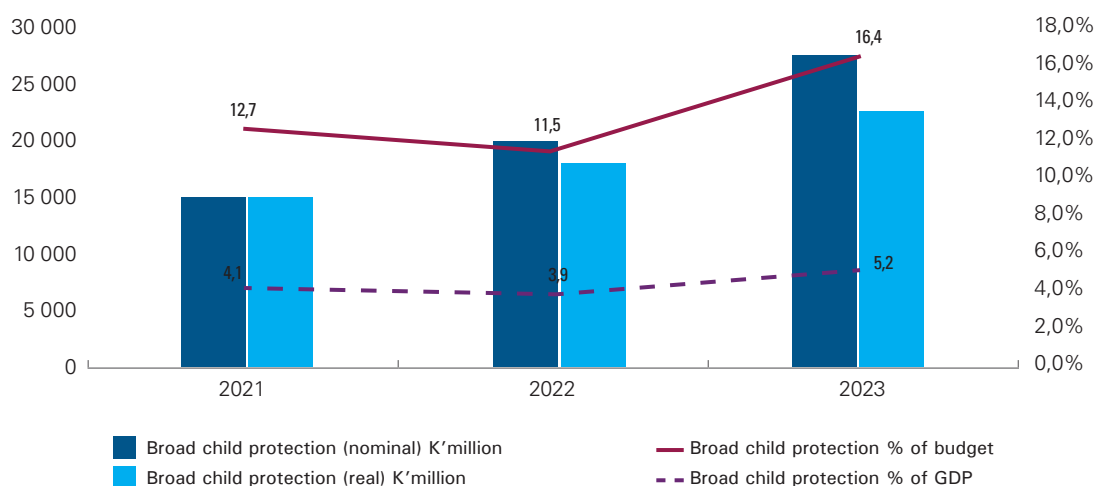


SIZE AND TRENDS OF CHILD PROTECTION SPENDING

The size of the budget allocation is reported in terms of broad and core child protection expenditure²⁰.

Broad child protection expenditure for 2023 has increased in both real and nominal terms. Broad child protection expenditure amounts to K27.5 billion compared to K19.9 billion in 2022, a nominal increase of 38 percent. In real terms, this is an increase of 26 percent²¹. As a percentage of GDP, total child protection budget increased from 3.9 percent to 5.2 percent of GDP. As a percentage of the total budget, total child protection expenditure will increase to 16.4 percent in 2023 from 11.5 percent in 2022.

FIGURE 2: SIZE AND TRENDS OF CHILD PROTECTION BUDGET, IN CURRENT AND CONSTANT 2021 PRICES, 2021-2023



Source: Compiled from Ministry of Finance Estimates of Revenue and Expenditure, 2021-2023

²⁰ It was determined that the core budget is a subset of the broad child protection, and therefore, a proportion is estimated.

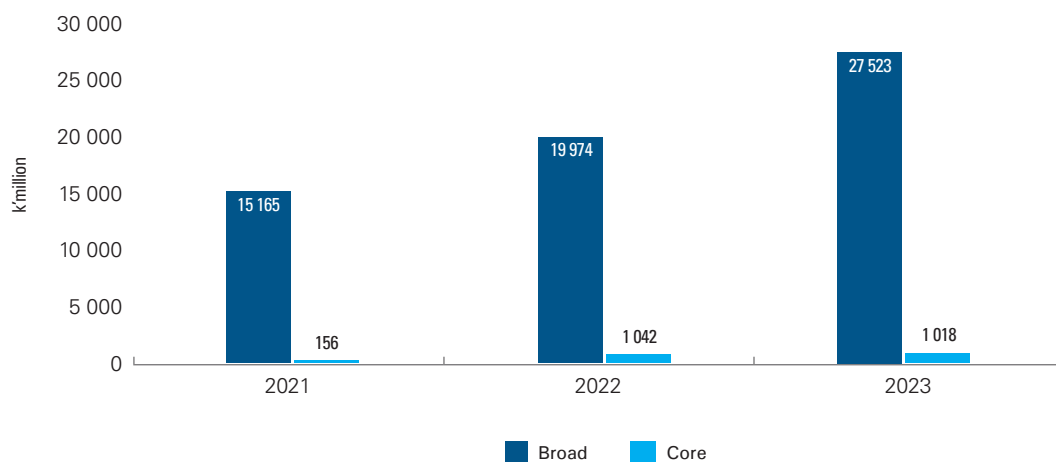
²¹ The Bank of Zambia projects an average inflation rate of 8.5 percent in 2023

The increased nominal allocation to broad child protection spending will average about K2,734.61 per child in 2023 – an increase of K700.61 from the previous year’s K2,034 (or 34.4 percent)²². In US dollar terms, this translates to an increase from US\$110 in 2022 to US\$148.2²³ in 2023, a 34.7 percent rise.

Core child protection budget only accounts for 3.7 percent of the broad child protection costs. Of the K27.5 billion allocated to broad child protection, only K1 billion will go to core child protection programmes. 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 1 percent, respectively. Benchmarking with primary expenditure per capita shows that core child protection interventions only account for 1.4 percent – implying that for every K1,000 spent per person by the government, only K14 per child is spent on core child protection.

FIGURE 3: BUDGET ALLOCATION TO TOTAL, BROAD AND CORE CHILD PROTECTION INTERVENTIONS IN ZAMBIA, 2021-2023

Source: Compiled from Ministry of Finance Estimates of Revenue and Expenditure, 2021-2023



- The increase in the total child protection budget both in nominal and real terms shows Government’s increased commitment to the welfare of the children in Zambia.
- However the core child protection spending remains low for a demographic that accounts for over half of the population.

TAKEAWAY

²² Per child spending estimates based on population projection figures for 2022 and 2023 from the 2011-2035 Population Projections report, Zambia Statistics Agency

²³ 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



COMPOSITION OF CHILD PROTECTION SPENDING

SPENDING ON BROAD CHILD PROTECTION PROGRAMMES

Education accounted for the largest share (64 percent) of the broad child protection budget in 2023.

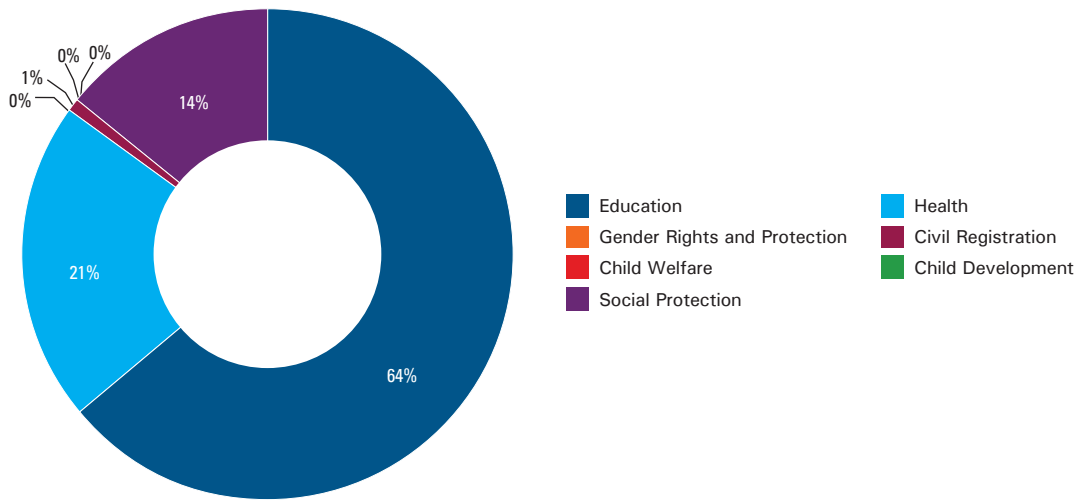
Lack of access to education increases child protection risks such as abuse and neglect, economic and sexual exploitation, homelessness, sexual and gender-based violence (GBV), trafficking, and child marriage. While there was a general increase in the budget allocation to education, there is a notable increase in the allocation to Early Childhood Education from K102.62 million in 2022 to K462 million in 2023. 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 2023. Accounting for 21 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 14 percent of the allocation to the broad child protection budget. Compared to 2022, the allocation to the Social Cash Transfer scheme has been increased from 3.1 billion in 2022 to K3.7 billion in 2023. 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 1 percent of the budget allocation to broad child protection programmes.

FIGURE 4: PERCENTAGE SHARES OF BROAD CHILD PROTECTION PROGRAMMES IN THE 2023 BUDGET

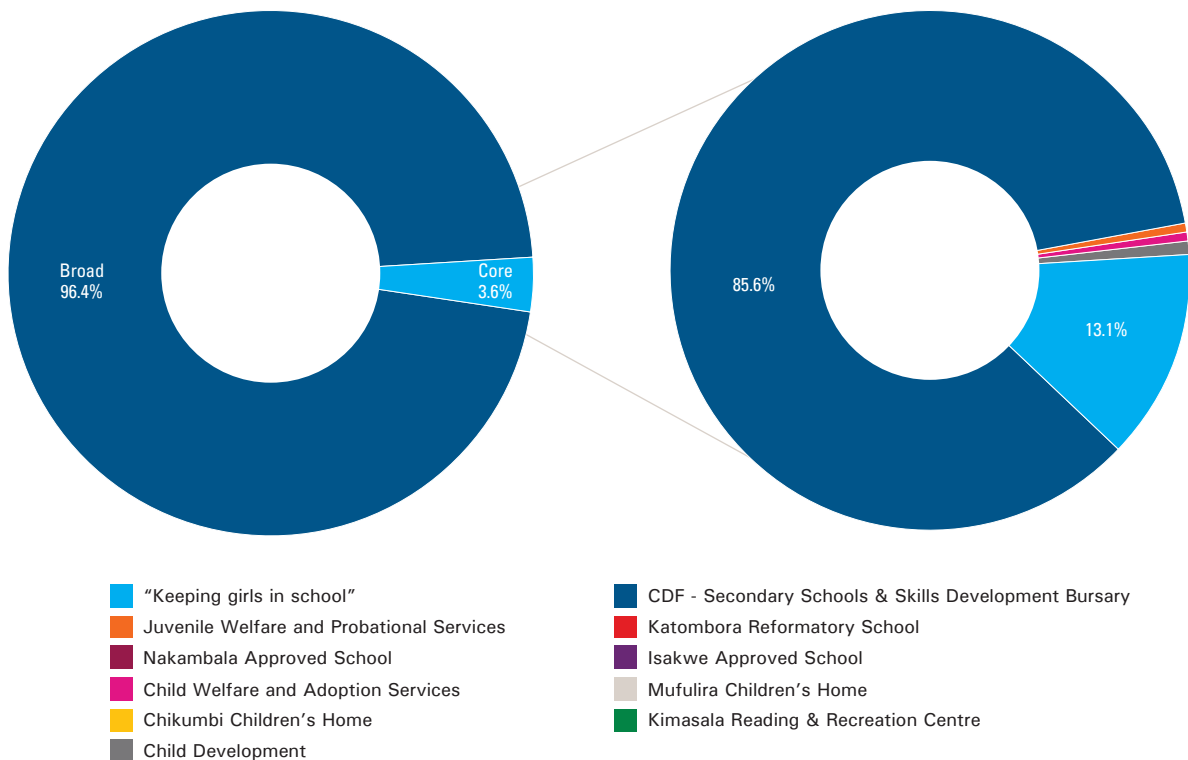


Source: Compiled from Ministry of Finance Estimates of Revenue and Expenditure, 2023

SPENDING ON CORE CHILD PROTECTION PROGRAMMES BY THEMES

Nine core child protection programmes were identified in the 2023 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 99 percent of the allocation to core child protection interventions. The rest of the interventions accounted for 1 percent.

FIGURE 5: SHOWING THE SIZE OF CORE CHILD PROTECTION INTERVENTIONS, 2023



Source: Compiled from Ministry of Finance Estimates of Revenue and Expenditure, 2023

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 both biological parents. This can occur for various reasons, such as the inability to meet certain school requirement costs and boarding fees, the need to help with household chores, and the need to care for sick parents or younger siblings. Double orphans (i.e., children with both father and mother dead) are less likely to currently 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 Government, under 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. In addition, in 2022, 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 2023 is the bursary component of the CDF for secondary school learners. The adding of a bursary component to the CDF is a game-changer as it will be critical in supporting vulnerable children especially those in boarding schools that are still required to pay boarding fees after tuition and examination fees were abolished as part of the Government’s Free Education Policy. About K871 million has been allocated for this purpose in 2023.



KEEPING GIRLS IN SCHOOL

The Keeping Girls in School (KGS) initiative has been reduced by 43.7 percent to K133 million in 2023 from K237.1 million in 2022. The KGS is a bursary scheme aimed at increasing access to secondary education for adolescent girls in Social Cash Transfer households. The abolishment of school fees likely accounts for the reduction in budget. Bursaries are provided for the entire duration of secondary school (up to five years) for adolescent girls. 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 planned to expand to 43,520 girls by the end of 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 pregnancies²⁴.

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 2023 Budget increased by almost 300 percent. Chikumbi and Mufulira Children's Homes, as well as Kimasala Reading and Recreation Centre are collectively allocated K3.18 million in 2023 from K844,197 in 2022.

ADOPTION SERVICES

The budget for Child Welfare and Adoption Services has been reduced by 22.6 percent to K1.3 million in 2023 from K2.5 million in 2022. About K1.3 million has been allocated to Child Welfare and Adoption Services under the Ministry of Community Development and Social Services. In 2023, the targets under this programme will include the reintegration of 300 children from childcare facilities into families from 75 children in 2022. However, with the reduced allocation, it seems unlikely that this target will be achieved.

CHILDREN IN CONFLICT WITH THE LAW

There are three identifiable sub-programmes in the 2023 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 Probation Services; (ii) Katombora Reformatory Centre; and (iii) Insakwe and Nakambala Approved Centres. All these fall under the Ministry of Community Development and Social Services. Katombora Reformatory is situated in Kazungula district in Southern Province of Zambia. The facility 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 centre 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 is located in Mazabuka District and 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 Centre is a probation centre in Ndola for female juvenile offenders.

²⁴ UNICEF/World Bank (2021) Republic of Zambia – Social Protection and Jobs Public Expenditure Review 2021

In 2023, a total of K1.7 million will be allocated to Juvenile Welfare and Probation Services. This is a decline of 43.5 percent from the K3.01 million allocated in 2022. Under this sub-programme, the Government plans to provide representation for 2,500 Juveniles in conflict with the law. Further, the Government aims to provide community-based rehabilitation for 600 juveniles in conflict with the law. Despite the overall decline, the Katombora Reformatory Centre has been allocated K140,000 in 2023, a 75 percent increase from K80,000 in 2022. Moreover, while the allocation to Nakambala Approved Centre has increased to k1 million in 2023 from K780,053 in 2022, the allocation to Insakwe Approved Centre has increased to K523,500 in 2023 from K385,000 in 2022.

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.

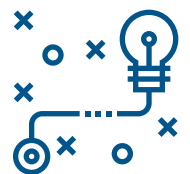
TABLE 4: CHILD DEVELOPMENT BUDGET BY PROVINCE, 2021-2023 (KWACHA)

PROVINCE	PROGRAMME	SUB-PROGRAMME	2021	2022	2023
MUCHINGA	Community Development & Social Services	Child Development	550,944	704,670	886,100
LUSAKA	Community Development & Social Services	Child Development	667,425	296,969	478,086
COPPERBELT	Community Development & Social Services	Child Development	305,003	611,180	495,312
CENTRAL	Community Development & Social Services	Child Development	50,802	202,315	202,315
NORTHERN	Community Development & Social Services	Child Development	318,464	397,712	541,123
EASTERN	Community Development & Social Services	Child Affairs	325,596	441,600	496,960
LUAPULA	Community Development & Social Services	Child Development	495,783	644,436	845,312
NORTH-WESTERN	Community Development & Social Services	Child Development	413,266	540,679	630,909
SOUTHERN	Community Development & Social Services	Child Development	131,416	138,484	156,211
WESTERN	Community Development & Social Services	Child Development	742,148	887,958	943,539
TOTAL			4,000,847	4,866,003	5,675,867

Source: Constructed using Ministry of Finance Estimates of Revenue and Expenditure, 2021-2023

TAKEAWAY

- With 99 percent of the core child protection budget accounted for by 2 bursaries for orphans and vulnerable children, it leaves the rest of the child protection interventions 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.





FINANCING CHILD PROTECTION

The child protection budget is largely financed by the Government, accounting for 100 percent of the core child protection budget. Of the K1 billion core child protection budget for 2022, no programme is funded externally. (Table 5).

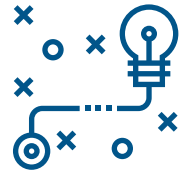
TABLE 5: FINANCING OF THE CORE CHILD PROTECTION BUDGET, 2023 (MILLION KWACHA)

CATEGORY	SUB-CATEGORY	SUB-PROGRAMME/ COST CENTRE	TOTAL	GOVERNMENT	DONOR	% GOVERNMENT
Orphans & Vulnerable Children		“Keeping Girls in School”	133.50	133.50	0	100%
		CDF - Secondary Schools & Skills Development Bursary	871.45	871.45	0	100%
Children in conflict with the law		Juvenile Welfare and Probational Services	1.70	1.70	0.0	100%
		Katombora Reformatory School	0.14	0.14	0	100%
		Insakwe Approved School	1.00	1.00	0	100%
		Nakambala Approved School	0.52	0.52	0	100%
Alternative Care Services for children in need of care	Adoption Services	Child Welfare and Adoption Services	1.30	1.30	0	100%
	Children’s homes/ institutional care	Mufulira Children’s Home	1.19	1.19	0	100%
		Chikumbi Children’s Home	1.14	1.14	0	100%
		Kimasala Reading and Recreation Centre	0.85	0.85	0	100%
Child Development		Child Development	5.68	5.68	0	100%
		Total	1,018.46	1,018.46	0.00	100%

Source: Constructed using Ministry of Finance Estimates of Revenue and Expenditure, 2023

TAKEAWAY

- There is little funding coming from external sources for core child protection. 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 to tackle such vices, there are yet no dedicated budget lines to deal with such issues.

The Education for All policy presents opportunities and challenges with regard to 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 keep away from vices such as risky sexual behaviours that result in child marriages, teenage pregnancy, or delinquent behaviours leading child-family separation, crime, among others. On the other hand, 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.

A budget line is required for the execution of the Children’s Code Act. Given that it is a new law, it will be crucial for the Government to commit to enforcing it effectively. The new budget line could cover programmes such as diversion services, family preservation/intensive family support services, emergency family based alternative care (Foster and Kinship Care), support and protection of child victims and witnesses of VAC; Social Welfare-Court Investigations; community outreach services; reintegration services for children transitioning from correction/approved centres as well as children transitioning from institutional care to family or community living among others.

ANNEX I: CONCEPTUAL FRAMEWORK FOR BROAD AND CORE CHILD PROTECTION INTERVENTIONS

BROAD CHILD PROTECTION	CORE CHILD PROTECTION
Education (Early Child Education, Primary Education, Secondary Education)	Guidance and Counselling services/Child Safeguarding/ School related Gender Based Violence
Child Health Gender-Based Violence (GBV)/ Violence Against Children (VAC)	<ul style="list-style-type: none"> • 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 • VSU/CPU GBV help lines • GBV/HT 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
Gender Rights and Protection	Ending Child Marriage
Civil Registration	Birth Registration

BROAD CHILD PROTECTION

Child Welfare - Statutory

CORE CHILD PROTECTION

Children in Contact with the Law

Child victims and witnesses of GBV/VAC/Child Marriage

- Case management and Psychosocial support for child victims and witnesses
- Child victim/witness court preparation
- Court Investigations – (home assessments, family conferencing and social welfare reports, committal orders/ removal orders)
- Administrative costs – Court Order fees – care and removal orders)
- Social Welfare Community outreach
- Child safeguarding

Alternative care Services for children in need of care – Foster care services

- Court Investigations and case management – (home assessments, case review meetings family tracing, family conferencing and social welfare reports)
- Social Welfare Community outreach
- Emergency foster care package (for children under 5 and children living with disabilities)
- Reintegration packages for children transitioning from foster families to the care of their birth or extended family
- Child safeguarding

Children's homes/Institutional Care –

- Court Investigations and case management – (home assessments, case review meetings family tracing, family conferencing and social welfare reports)
- Court Order - Administrative fees for obtaining care and removal orders)
- Monitoring of care standards
- Social Welfare Community outreach
- Reintegration packages for children transitioning from children's homes (institutional Care) to the care of their birth or extended family
- Post placement monitoring and follow-ups
- Supports services for migrant children (Emergency support to cover dignity kits, medicals/special needs- Children on the move(CotM); Interpreter services, Repatriation costs)
- Community outreach on human trafficking/the risk of irregular migration

Adoption services

- Court investigations and case management – (home assessments, case review meetings family tracing and social welfare reports)
- Social welfare community outreach
- Post placement monitoring and follow-ups

Children in conflict with the Law

- Child safeguarding
- Court investigations and case management – (home assessments, case review meetings, family tracing and social welfare reports)
- Monitoring detention facilities
- Diversion services, case management and family conferencing
- Conveyancing children from detention (police and -remand facilities) to reformatory and approved centres)
- Children on custodial orders in Approved and Reformatory Centres
- Probation and aftercare services
- Social welfare community outreach
- Approved school boards

BROAD CHILD PROTECTION

Social Protection

Public Welfare Assistance Scheme (PWAS)

Social Cash Transfer

CORE CHILD PROTECTION

Family preservation

- Social support to families
- Baby formula and other requirements for infants left without care
- Emergency support for families at risk of separation
- Education requirements

Child and family social welfare support

*Child headed households; female headed households
Orphans and vulnerable children*

- Families with children transitioning from children's homes into family-based care (reintegrated and kinship care)
- Children and young people transitioning from children's homes into independent living
- Children with disabilities
- Emergency cash transfer targeting GBV survivors

Child Development

Dissemination of child related laws and policies

International treaties and Protocols

- Child rights monitoring
- Coordination of implementation of concluding observations and recommendations of treaty bodies including Universal Periodic Review recommendations
- Coordination of party reporting and ratification of international treaties and protocols
- Public awareness of children's rights including state party reports and concluding observations and treaty body recommendations,
- Membership fees to the Hague Conference on Private International Law



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UNITED NATIONS CHILDREN'S FUND
United Nations House, Alick Nkhata Rd, Longacres
P.O. Box 33610 Lusaka 10101, Zambia
Telephone: +260-211-374200

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