

2023



KEY MESSAGES AND RECOMMENDATIONS

1

Through various national policies, significant progress has been made to improve the lives of persons with disabilities. However, gaps remain, including low levels of education attainment, access to finance and employment as well as stigma and discrimination. Most of these challenges are tied to outdated policies on disability which do not fully reflect an enabling environment for Persons with Disabilities.

RECOMMENDATION:

The 2015 National Disability Policy should be reviewed to strengthen an enabling environment that allows persons with disabilities to fully realize their aspirations and reduce the inequalities.

2

Budget allocation to disability programmes increased by 80 per cent during the period 2019 to 2022 from K27 million in 2019 to K49 million in 2022, but this dropped by 43 per cent to K28 million in 2023. As a proportion of the national budget, allocations to disability programmes remain below 0.03 per cent during the period under review.

RECOMMENDATION:

There is need to progressively expand spending on disability inclusive programmes to ensure no one is left behind and maximise long-term growth potential.

3

There are significant gaps in the available budget data. This prevents effective tracking of budget allocations to programmes that promote disability inclusion in all sectors. The lack of data on programme outcomes hinders analysis of how budget allocations contribute to disability inclusion programming.

RECOMMENDATION:

The Government of the Republic of Zambia should invest in internationally comparable data by investing in key surveys such as the Disability Survey which was last conducted in 2015. Investment in information management systems like the Disability Management Information System (DMIS) would also improve access to data using international standards. With improved availability of disaggregated data, more comprehensive analysis of disability inclusion budget allocations in all sectors would be possible.

4

The Government has financed over 98 per cent of the disability budget between 2019 and 2022 and in 2023, the Government is financing 100 per cent of the disability budget as there is no on-budget support for disability programmes from donors and cooperating partners.

RECOMMENDATION:

The private sector and cooperating partners should supplement government's efforts in mobilizing and soliciting funds for empowering persons living with disabilities.

5

Most funds allocated to disability programmes are spent on personal emoluments, leaving less for capital expenses and service delivery. For example, personal emoluments accounted for 65 per cent of the entire budget allocation to disability programmes from 2019 to 2021. This tends to leave out important funding for elements such as Assistive devices/technology among others.

RECOMMENDATION:

To effectively deliver essential services to persons with disabilities, the Government as well as disability focused institutions should improve their composition of disability budgets to ensure a balance between personal emoluments, services delivery, and assets as well as investment in system strengthening.



INTRODUCTION

This Disability Budget Brief explores the extent to which the Government of the Republic of Zambia (GRZ) financially supports disability inclusion programming in the country for the years 2019 to 2023. The disability budget brief, the first in Zambia, analyses the size, composition, as well as spending trends for the past four years, to inform policy, strategies and legislation intended to tackle challenges related to removing barriers for inclusion. The analysis focuses on disability-relevant ministries, departments and agencies at the national level and will act as an advocacy tool to ensure increased budget allocations and improved quality of spending by the Government with regards to disability and inclusion. As an advocacy tool, the budget brief will also contribute towards ensuring that the country stays aligned to its Sustainable Development Goal (SDG) commitment to “Leave no one behind” by eradicating poverty in all its forms, ending discrimination and exclusion, including reducing the inequalities and vulnerabilities.

Children with disabilities are marginalized and most likely to be excluded from social and economic activities as well as from attending school in the majority of countries. It costs money to exclude kids with disabilities because it would deprive over 240 million children with disabilities worldwide of the chance to contribute to national and global income, impoverishes families and raises their financial burden, and it increases dependency on expensive social welfare spending.

When children with disabilities are supported, their lives are transformed, and they are provided with the necessary skills, confidence, and environment they need to reach their full potential and contribute to the economy throughout their lives. Conversely, excluding them increases the chances of their families to remain in poverty. Increased spending on inclusive education should be seen as a crucial element of government strategies that aim to boost labour productivity, human capital, and the nation’s economy.

The inclusion of children with disabilities has a favourable effect on the economy as a whole and therefore a simple cost-benefit analysis could show that the higher unit costs are more than justified. Designing programmes and budgets that are inclusive and target the most marginalized, like children with disabilities, automatically demonstrates value for money if we take this into account together with the claim that equality is a key component of value for money.

The budget analysis is primarily based on in-depth review of government budget documents, particularly the detailed estimates of revenue and expenditure (yellow books). The analysis focuses on ministries and spending agencies with key disability-related responsibilities. The methodological approach involved identifying disability inclusion budget lines. Keywords were used in the national output-based budgets for the period 2021 to 2023 to identify budget lines for programmes and subprogrammes where supporting persons with disabilities is included as a key objective or output. The objectives of the identified subprogrammes and programmes were also reviewed to determine how they support the inclusion of persons with disabilities. Activities in 2019 and 2020 were considered for analysis only if persons with disabilities were clearly identified in the budget as one of the targeted beneficiary groups.

Due to limitations in the available data, this analysis has mainly focused on education and economic empowerment programmes that promote disability inclusion. While there are programmes that promote disability inclusion and empowerment of persons with disabilities in other sectors such as health and social protection, analysing the allocation to such programmes is constrained by a lack of disaggregated data. With improved availability of disaggregated data, more comprehensive analysis of disability inclusion budget allocations in all sectors would be possible. Challenges related to the identification and categorization of relevant expenditure lines were also another bottleneck.

Owing to the highlighted constraints, the budget brief will mostly focus on spending patterns and allocation compositions for the four main disability-focused institutions namely, Zambia Agency for Persons with Disabilities (ZAPD), National Vocational Rehabilitation Centre (NVRC), Zambia National Trust Fund for Persons with Disability (ZNTFPD) and National Training Centre for the Disabled (NTCD) with special focus on ZAPD. Table 1 below highlights disability budget lines accounted for in this budget brief.

TABLE 1. DISABILITY PROGRAMMES BUDGET LINES ACCOUNTED FOR IN THIS BUDGET BRIEF

CATEGORY	MPSA	PROGRAMMES	SUB-PROGRAMME
Disability	Ministry of Community Development and Social Services	Social Welfare	Zambia Agency for Persons with Disabilities (ZAPD)
			National Training Centre for the Disabled (NTCD)
			Zambia National Trust Fund for Persons with Disabilities (ZNTFPD)
			National Vocational Rehabilitation Centre (NVRC)
			Zambia National Library and Cultural Centre for the Agency and Persons with Disabilities (ZNLCC)



NATIONAL DISABILITY POLICIES AND COMMITMENTS

The Government of the Republic of Zambia is committed to uplift the lives of vulnerable people in society including persons with disabilities as well as improve their welfare. The Government has made significant progress in establishing specific social protection, economic empowerment and education programmes that directly support persons with disabilities. However, funding to disability focused programmes is still very low and limits the scope of the programmes that directly benefit persons with disabilities.

The Government recognizes that disability inclusion is a human right and developmental issue, and therefore in 2010 it ratified the United Nations Convention on the Rights of Persons with Disabilities as a commitment to improve the well-being of persons with disabilities. In addition, the country has put in place several laws and policies, including the Persons with Disabilities Act No. 6 of 2012 and the National Policy on Disability. To achieve the goals and objectives, the Zambian Vision 2030 and the Eighth National Development Plan (8NDP) also recognize the need to streamline service delivery for persons with disabilities. However, despite the existence of policies and programmes targeted at enhancing the capacities of persons with disabilities, they still face several challenges. These include challenges of being integrated into society due to lack of or inadequate access to certain services, as well as myths and misconceptions regarding various types of disabilities.

Disability inclusion programming is a multi-sectoral issue that is implemented by several line ministries and agencies. Among the line ministries implementing disability inclusion programmes are the Ministry of Community Development and Social Services; the Ministry of Labour and Social Security; the Ministry of Education, as well as institutions such as the ZAPD.

The Persons with Disability Act of 2012 defines disability as “a permanent physical, mental, intellectual or sensory impairment that alone, or in combination with social or environmental barriers, hinders the ability of a person to fully or effectively participate in society on an equal basis with others”

The Government of the Republic of Zambia has several legislations and policies that advance the rights of persons with disabilities. In addition to ratifying the United Nations' Convention on the Rights of Persons with Disabilities (CRPD), the Convention on the Rights of the Child (CRC) and Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), and the African Charter on Human and Peoples' Rights (ACHPR), the Government has also committed to the East African Policy on Persons with Disabilities (2012). This outlines joint policy commitments that are in line with the CRPD and country-level recommendations. In terms of national laws and policies, there are three key documents which guide the Government's responsibilities to persons with disabilities: The Persons with Disabilities Act (2012), the National Policy on Disability (2013), and the National Implementation Plan on Disability (2013). In addition, the *Zambian Vision 2030* recognizes the need to streamline service delivery for persons with disabilities, to achieve the SDGs. Other policies and legalization that include the rights and entitlements of persons with disabilities are summarised as follows:

- The Technical Education, Vocational and Entrepreneurship Training (TEVET) Act (1998), which states that "special needs of people with disabilities will be taken into consideration."
- The Workers Compensation Act (1999) provides for the compensation of workers who become disabled as a result of their work.
- The National Policy on Education (1996) includes recognition of the right to education for all children regardless of their personal capacity and places responsibility on the Ministry of Education for the education of children with disabilities.
- The National Youth Policy (2006) includes youth with disabilities in mainstream programmes and projects targeting youth.
- The Adolescent Health Strategy 2017–2021 emphasizes a rights-based and disability inclusive approach.
- The National Employment and Labour Market Policy (NELP), 2005, shows the government's intentions to provide improved care and support services to vulnerable groups, including persons with disabilities.
- The Citizen Economic Empowerment Commission Act, 2021, aims at empowering persons with disabilities economically through start-up businesses that will employ others.



- The Government of the Republic of Zambia has taken several steps to uplift the lives of and foster the inclusion of persons with disabilities in some policies and legislation.
- There is limited data on the prevalence of disability in the country as well as lack of readily available budget data to comprehensively analyse the allocations to disability programmes.

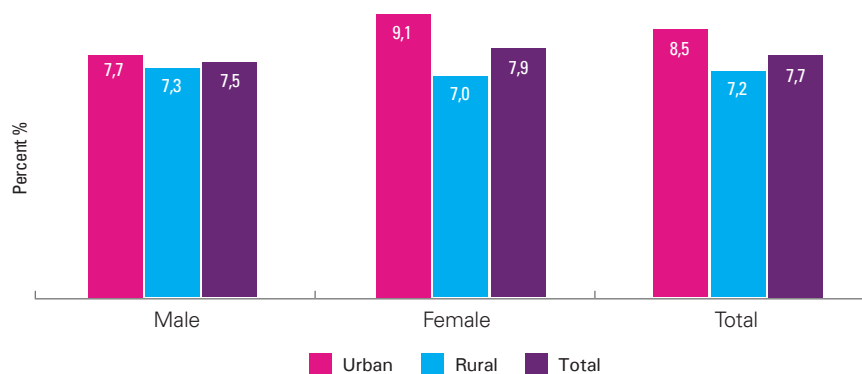
TAKEAWAY



DISABILITY SITUATION IN ZAMBIA

The 2015 National Disability Survey estimates that 7.7 per cent of Zambia’s population are persons with disabilities. According to the survey, 10.9 per cent of persons with disabilities are adults aged between 18 years and above whilst 4.4 per cent are children aged between 2 and 17 years. The survey indicates the cause of disabilities among 40 per cent of children to be as a result of birth asphyxia or congenital effects and 31 per cent due to disease/illness. The national prevalence of disability among children aged between 2 and 17 years is 4.4 per cent where 4.5 per cent are male and 4.2 per cent are female. The prevalence of disability among children between 2 and 17 years of age is 4.2 per cent residing in rural areas and 4.6 per cent in urban areas.¹ Figure 1 below highlights the prevalence of disability in Zambia.

FIGURE 1. DISABILITY PREVALENCE IN ZAMBIA



Source: Zambia National Disability Survey Report 2015

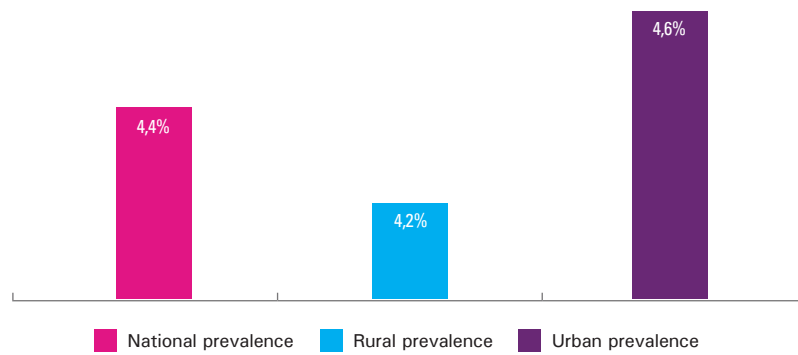
¹ Zambia-disability-survey-2015.pdf (unicef.org)

Persons with disabilities in Zambia are faced with many challenges, the most critical one being access to different services including non-regulation of entities that provide disability related services. This is exacerbated by:

- Inadequate mainstreaming of disability in the overall legislative framework;
- Inadequate mainstreaming in ministerial and other stakeholders' policies and operations; and
- Lack of or insufficient awareness among the different stakeholders of disability issues and the roles they can play in supporting persons with disabilities claim their rights.

The disability situation is worse off for women and girls with disabilities, who are more likely to be vulnerable and exposed to sexual abuse and other forms of physical and mental violence.

FIGURE 2. PREVALENCE OF DISABILITY AMONG CHILDREN 2-17 BY RURAL/URBAN

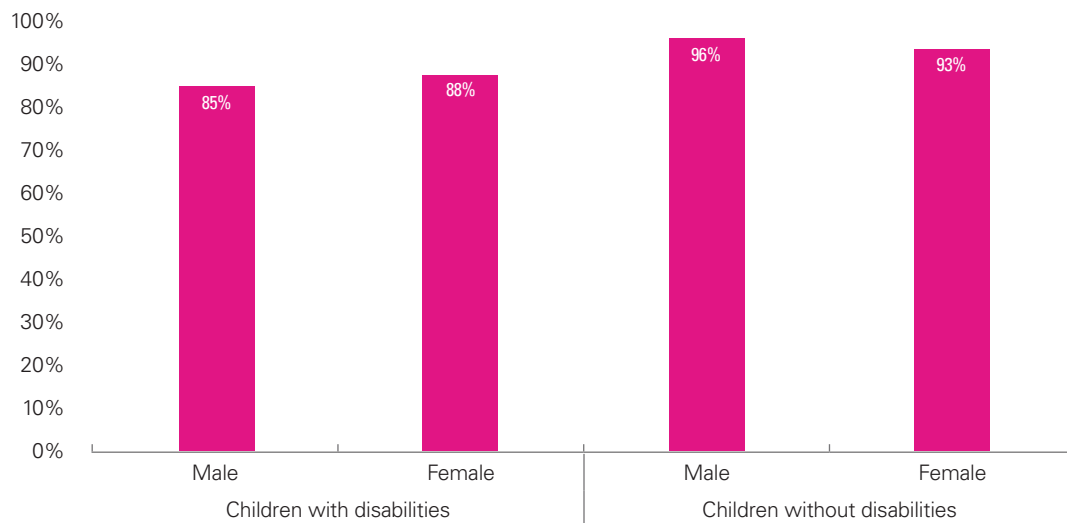


Source: National Disability Survey 2015

The prevalence of disability among children between the ages 2-17 is higher in urban areas than it is in rural areas (Figure 2). However, the total national prevalence of disability children in this age group is 4.4 per cent.

Education: Children with disabilities have a very low chance of attending school as compared to those without disability.² According to the 2015 National Disability Survey, more persons without disabilities than those with reported going to school at some time. In both rural and urban settings, fewer girls than males attend school, but this is lower in rural areas. Furthermore, the inclusion of children with disabilities in early childhood education in Zambian schools has been slacking and largely overlooked. Early childhood education services for children with disabilities are frequently disregarded in mainstream programmes. The Ministry of Education has undertaken measures to increase the accessibility of education for children and young persons with disabilities. These include free primary, secondary, and tertiary education, reasonable accommodation measures, and assistive equipment to persons disabilities. The Government has taken steps to ensure that children with disabilities are involved in mainstream education, including involvement in the creation of a revised curriculum for primary school learners with disabilities as well as the introduction of a requisite course in special education needs for primary school level at teacher training colleges of education. In Zambia, few schools exist that have special education units, and those that do have few classrooms to accommodate the learners. The schools with special education units also lack or have inadequate staff to teach learners with disabilities. Figure 3 below highlights the percentage of children who have ever received primary education by disability and gender.

² Zambia-disability-survey-2015.pdf (unicef.org)

FIGURE 3. PERCENTAGE OF CHILDREN WHO HAVE EVER RECEIVED PRIMARY EDUCATION, BY DISABILITY STATUS AND SEX (12–17 YEARS)

Source: National Disability Survey 2015

Employment: Unemployment is quite prevalent among persons with disabilities because they are less likely to attend school than persons without disabilities and this could entail them having lower skill levels.³ This is worse for women who tend to have less access to education than men. In response, the Government should ensure equal employment opportunities for persons with disabilities and efforts are being made. For instance, in 2022, the Government planned to employ 30,000 teachers, out of which 10 per cent (300) was reserved for teachers with disabilities and special education. However, only 40 (less than 1 per cent) teachers with disabilities and special education teachers were engaged.

Discrimination: Persons with disabilities continue to endure significant levels of stigma and discrimination. Within their own homes, persons with disabilities experience a high level of exclusion, including restrictions on their ability to attend particular events/activities or take part in decision-making (even when it directly impacts them). In terms of social participation, the 2015 National Disability Survey likewise reveals that persons without disabilities tended to participate more than those with disabilities.

Health: The Ministry of Health is mandated by the Persons with Disabilities Act to provide free general and specialty medical treatment, rehabilitation services, and assistive devices to persons with disabilities. However, there is a shortage of specialized equipment, services, and personnel throughout the country. The infrastructure and distance of most health centres are not accommodating to the requirements of persons with disabilities, making it difficult for them to get health care.

Access to finance- Most persons with disabilities in Zambia have little to no access to finance as they are usually excluded from most mainstream loans. In 2013, the Government established the ZNTFPD with the aim of providing loans to persons with disabilities. The fund is meant to provide loans to persons with disabilities for commercial ventures, train persons with disabilities to uplift their support systems, and support research into disabilities and the welfare of persons with disabilities. However, implementation of the ZNTFPD's mandate has been challenging due to limited funding allocated, to the Trust Fund, it has been difficult to implement the fund's mandate.

³ Zambia Agency for Persons with Disabilities

COVID-19: COVID-19 has had several severe effects on the well-being of persons with disabilities in Zambia. A study conducted by the United Nations Development Programme (UNDP) shows that because of the pandemic, about 67 per cent of persons with disabilities had their income reduced, while just 2 per cent had increased their income level despite the pandemic. Variations were observed in urban and rural locations, with persons in urban and peri-urban areas citing the challenge of reduced income and limited opportunities for income generation, while those in rural areas reported no change.⁴

In response to the challenges that persons with disabilities face, the Government through the Ministry of Community Development and Social Services has pledged to continue to facilitate a disability approach that is aligned with the promotion and protection of social and human rights. This approach ensures inclusion of persons with disabilities by removing barriers that hinder participation in social and economic activities including access to various services. The Social Cash Transfer (SCT) Programme, a government initiative that has been running in Zambia since 2003 and is run by the Ministry of Community Development and Social Services, also benefits certain vulnerable persons with disabilities who come from extremely poor households. The primary objective of the SCT Programme is to alleviate extreme poverty and intergenerational poverty transfer among beneficiary households. In 2022, the Ministry planned to provide educational assistance to 2,900 persons with disabilities, as well as provide rehabilitation and physiotherapy programmes to 20,000 persons with disabilities. Furthermore, the Ministry will prioritize the review of disability policy, regulations, and legislation.⁵



- Persons with disabilities tend to have limited access to most services such as health and education mostly due to the infrastructure largely inaccessible by persons with disabilities
- Despite government efforts to improve the economic wellbeing of persons with disabilities, there remains few employment opportunities for persons with disabilities and they tend to have limited access to finance.

TAKEAWAY

⁴ https://www.canr.msu.edu/prci/publications/Policy-Research-Notes/PRCI_PRN_1_Impact%20of%20COVID-19%20on%20Household%20Incomes%20and%20Food%20Consumption-The%20Zambian%20Case.pdf

⁵ 2022 National Budget (OBB).pdf

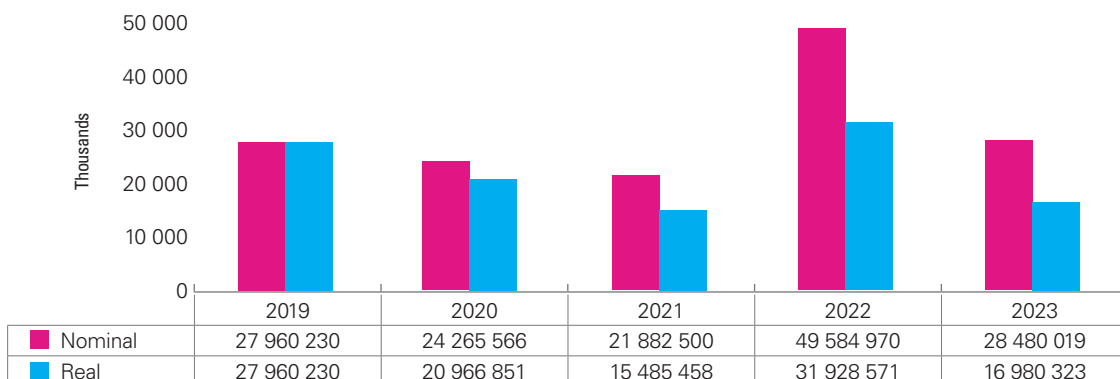


DISABILITY SPENDING TRENDS

SIZE OF SPENDING ON DISABILITY

Budget allocations to disability programmes has been fluctuating during the period 2019 to 2023 with the highest allocation being in 2022. In 2023, the Government has allocated K28 million to disability programmes, a 43 per cent reduction from the 2022 allocation. A total of K49,584,970 was allocated to disability programmes in 2022, a 127 per cent increase from the K21,882,500 allocated in 2021. However, in real terms, the total national budget allocation to disability had been reducing from K27,960,230 in 2019 to K20,966,851 and K15,485,458 in 2020 and 2021, respectively but doubled to K30,486,099 in 2022. The increase in the allocation in 2022 was as a result of the Government settling outstanding Long Service Bonuses for both serving and former National Vocational Rehabilitation Centre (NVRC) employees that accounted for K25 million or 51 per cent of the disability budget. Figure 4 below shows budget allocations by year, between 2019 and 2023.

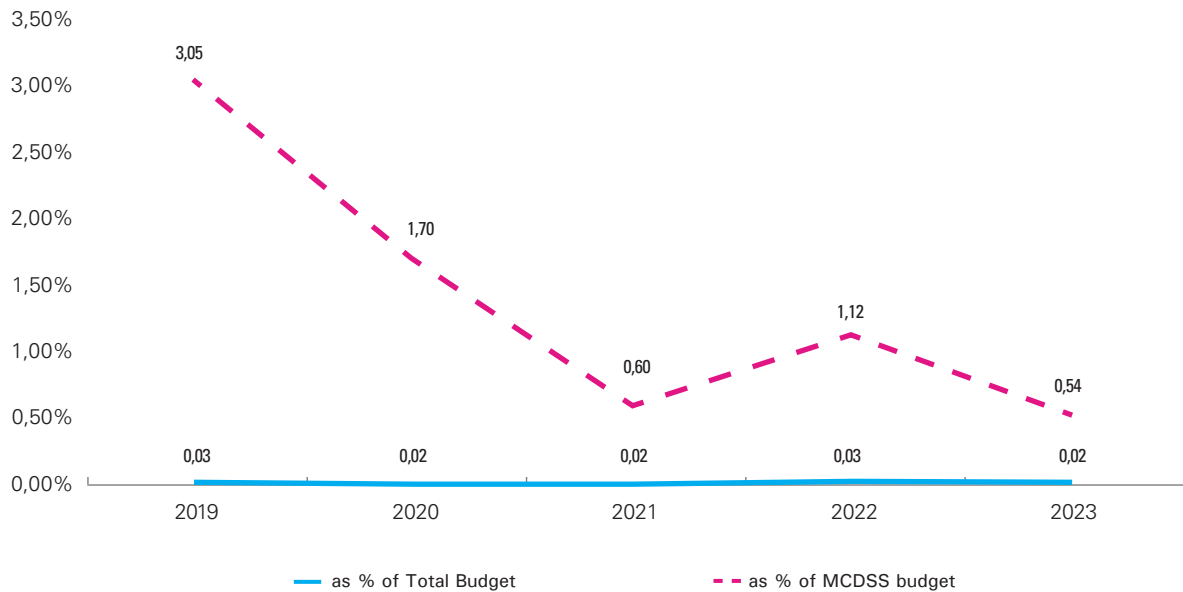
FIGURE 4. TOTAL BUDGET ALLOCATIONS TO DISABILITY INCLUSION PROGRAMMES (IN THOUSANDS' KWACHA, BASE FISCAL YEAR IS FY2019)



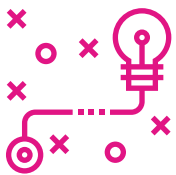
Source: Compiled from Ministry of Finance Estimates of Revenue and Expenditure, 2019 to 2023

As a share of the total national budget and the Ministry of Community Development and Social Services budget, spending on disability programmes has been low and declining. The allocation to disability inclusion programmes in general has accounted for less than 0.03 per cent of the total national budget. The Ministry of Community Development and Social Services is compelled to address all disability issues in the country, yet as seen in Figure 5 below, the allocation to disability programmes as a proportion of the Ministry’s budget has been reducing over the years and has accounted for less than 3 per cent , indicating that little is being spent on disability inclusion in the country.

FIGURE 5. BUDGET ALLOCATION TO DISABILITY (% OF TOTAL NATIONAL BUDGET AND MCDSS BUDGET)



Source: Compiled from Ministry of Finance Estimates of Revenue and Expenditure, 2019 to 2023



- The share of the disability budget as a proportion of the total national budget has continued to decline over the years. This reduction in funding may increase the risk that persons with disabilities are left behind in access to essential services.

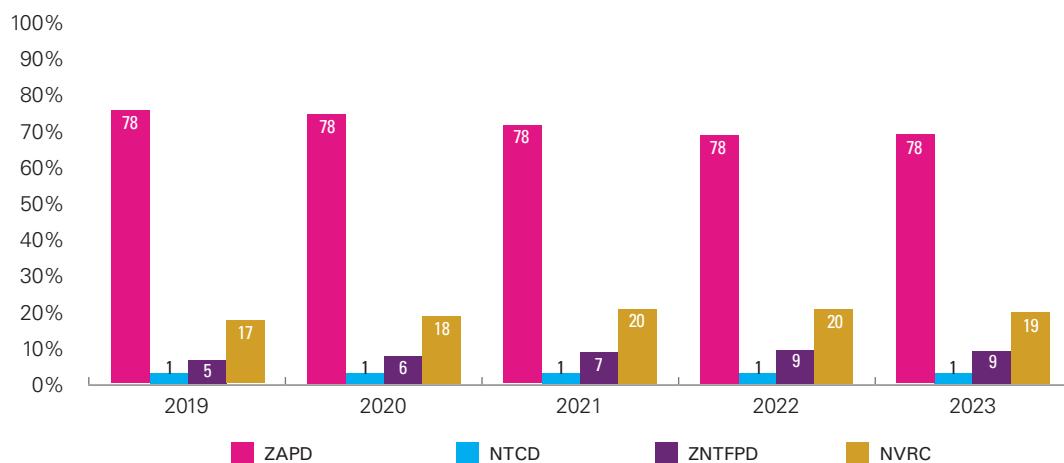
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COMPOSITION OF BUDGETS FOR DISABILITY

Over 90 percent of the resources allocated to disability programmes are allocated to the Ministry of Community Development and Social Services with the remaining resources being spread between various spending ministries and agencies whose budget lines are not set out clearly. The Ministry then allocates these resources to different disability-focused institutions. The total disability budget is the sum of allocations for disability focused institutions under the Ministry. ZAPD has over the period received the highest allocation, averaging 74.5 percent. However, this has been declining over the years with 2022 and 2023 being the years with the lowest allocation to the institution from the total disability budget. The NTCD on the other hand has received the least allocations, less than 2 percent, over the period as compared to the other institutions.

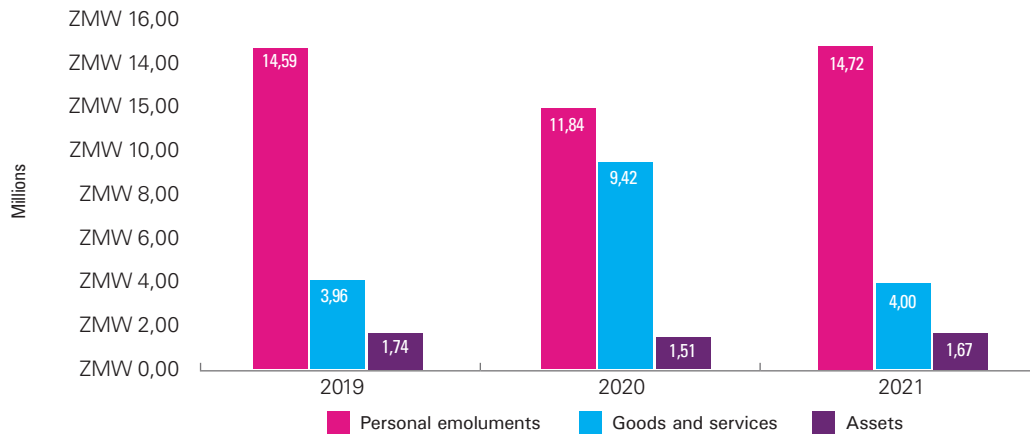
FIGURE 7. BUDGET ALLOCATIONS TO DISABILITY -FOCUSED INSTITUTIONS (FY2019-23)



Source: Compiled from Ministry of Finance Estimates of Revenue and Expenditure, 2019 to 2023

Most of the funds allocated to these institutions throughout the years have gone towards personal emoluments. However, in 2020, the allocation to the use of goods and services increased by 138 percent from K3.96 million in 2019 to K9.42 million in 2020. This may be attributed to the COVID-19 pandemic, in which the majority of institutions' funding for service delivery increased to combat the spread of the virus.

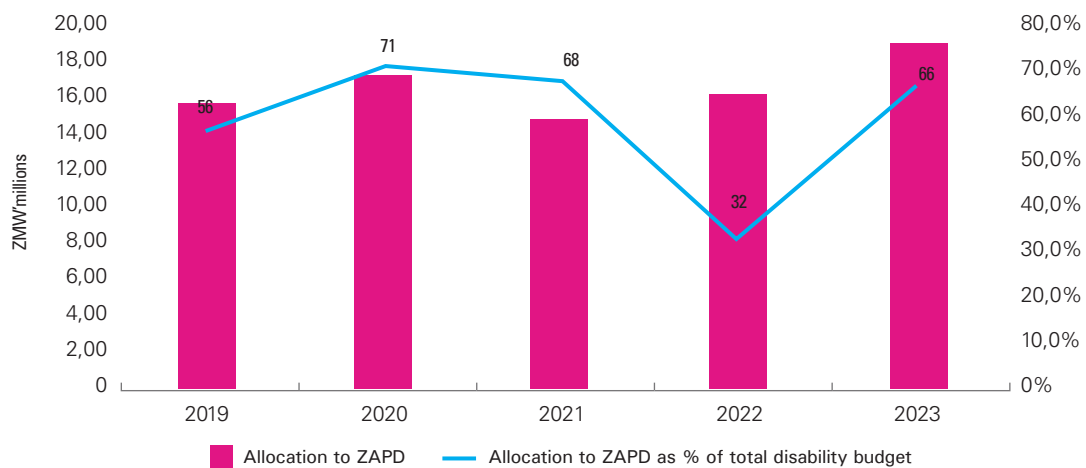
FIGURE 8. COMPOSITION OF BUDGET ALLOCATION TO FOUR DISABILITY FOCUSED INSTITUTIONS BY ECONOMIC CLASSIFICATION, 2019 - 2021



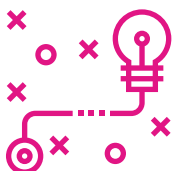
Source: ZAPD, NVRC, NTCD and ZNTFPD

ZAPD is a quasi-government institution established by an Act of Parliament, the Persons with Disabilities Act No. 06 of 2012 of the Laws of Zambia. The institution's funding mainly from annual disbursements from the Government through the Ministry of Community Development and Social Services and provides support to persons with disabilities around the country. Over the years, allocations to ZAPD have fluctuated, with the largest allocation being in 2020. In 2023, the allocation to this institution increased by 18 percent from K16 million in 2022 to K19 million in 2023 – see Figure 9 below.

FIGURE 9. TOTAL BUDGET ALLOCATIONS TO ZAPD (FY2019-23)



Source: Compiled from Ministry of Finance Estimates of Revenue and Expenditure, 2019 to 2023



- With the majority of the resources allocated to disability channelled towards personal emoluments, the government should allocate more resources to these institutions and there should be some form of balance between how much is allocated to personal emoluments as well as for goods and services.

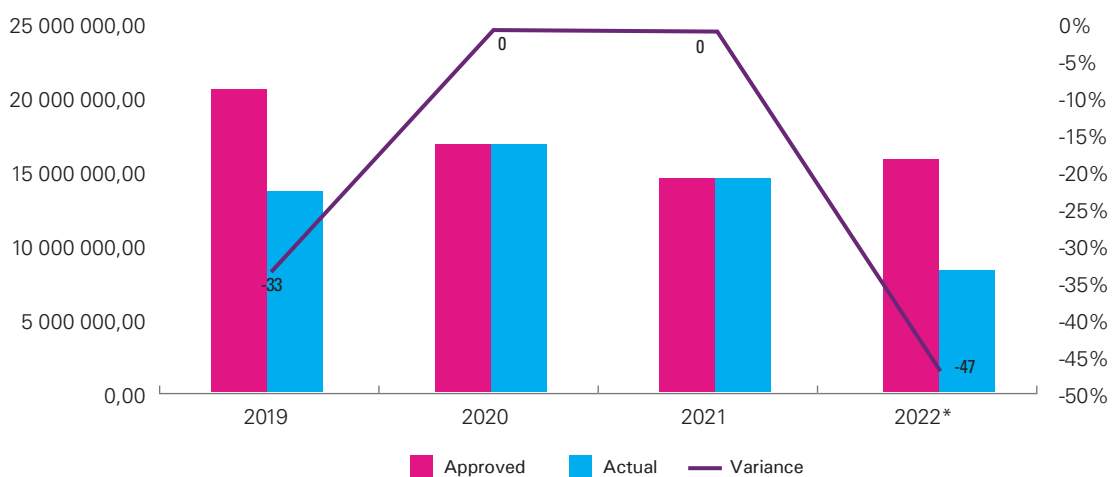
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BUDGET CREDIBILITY

The credibility of the disability budget in 2020 and 2021 greatly improved. In 2019, the Government disbursed K14 million which was 33 percent less than the approved allocation, K21 million, but this improved in 2020. Following the advent of COVID-19, the Government stepped up the funding to disability programmes under ZAPD resulting in higher than budgeted spending in both 2020 and 2021 – see Figure 10 below.

FIGURE 10. DEVIATIONS BETWEEN PLANNED AND ACTUAL EXPENDITURE FOR ZAPD, 2019-2022



Source: Ministry of finance
*As of 30 July 2022

The execution rates for disability programmes have been fairly low. However, this improved between 2020 and 2021 where the execution rates were at 100 percent in both years. If budget credibility remains a challenge, it may limit the country's ability to improve the wellbeing and inclusion of persons with disabilities and if left unaddressed, it is likely to disadvantage them further.

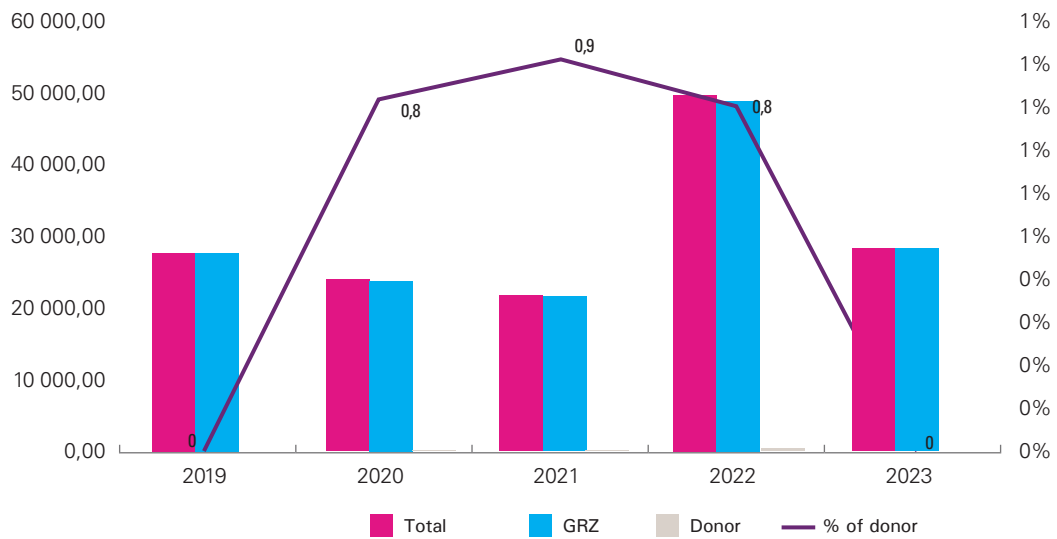


FINANCING DISABILITY

The Government funds most of the disability programmes without support from the cooperating/development partners. The Government receives almost no on-budget help for disability. However, there may be support from partners to disability-inclusive social services in sectoral budgets such as education, social protection and health. For example, the Social Cash Transfer programme, which targets 16,628 children with disabilities has received an average of 33 percent budget support from external sources between 2020 and 2023. Given the limited availability of public finances and constrained fiscal space, it is critical that disability-focused ministries and government agencies make the best use of their resources.

External financing for disability programmes has accounted for less than 1 per cent of on budget support over the years. Out of K49 million that was allocated to disability in 2022, development partners contributed K400,000 or 0.82 percent as on-budget support to disability. Major on-budget financiers include the Norwegian Government, International Labour Organization (ILO) and UNDP. Again, other support exists, but is not visible in the available budget information.

FIGURE 11. DECOMPOSITION OF DISABILITY BY SOURCE OF FINANCING

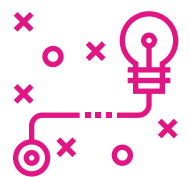


Source: Compiled from Ministry of Finance Estimates of Revenue and Expenditure, 2019 - 2023

Although small, external financing increased by 100 per cent in 2022 from 2021. This is primarily due to the increased share of donor financing from K200,000 in 2021 to K400,000 in 2022. This however has declined to 0 per cent for 2023 as the Government has received no on-budget support for disability programmes.

TAKEAWAY

- The private sector and cooperating partners should supplement government's efforts in mobilizing and soliciting funds for empowering persons living with disabilities.





CONCLUSION

The Government of the Republic of Zambia has made notable progress in putting into place specific social protection, economic development, and educational programs that specifically help children and persons with disabilities. The government's commitment to including individuals with disabilities is demonstrated by the resources allocated in the national budget to disability programmes. Programmes for persons with disabilities have generally received little support, nevertheless. This limits the scope of these programmes, which could have negative implications on the welfare of persons with disabilities.

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