



Republic of Zambia

OFFICE OF THE AUDITOR GENERAL



PERFORMANCE AUDIT

REPORT

**ON THE EFFECTIVENESS OF GOVERNMENT
MEASURES IN ENDING CHILD MARRIAGE
IN ZAMBIA 2020 TO 2023**



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FOREWORD

I am pleased to present this report on the effectiveness of the measures taken by Government to end child marriage in Zambia. Child marriage is a global issue that transcends borders, cultures, and religions. It robs children of their childhood, education, and future prospects.

Our audit team diligently assessed the efforts put forth by the Gender Division, consortium line Ministries, and other institutions in combatting child marriage. We visited seven provinces and nineteen districts, covering a period from January 2020 to October 2023.

This report sheds light on the progress made, challenges faced, and areas where improvements are needed. It is our hope that the findings and recommendations herein will guide policymakers, stakeholders, and communities toward effective strategies to eradicate child marriage.

I extend my gratitude to all those who contributed to this audit, and I remain committed to promoting transparency, accountability, and the well-being of Zambia's children.

Sincerely,

Dr. Ron M. Mwambwa, FCMA, FZICA, CGMA, CFE

ACTING AUDITOR GENERAL



ACRONYMS

7NDP	Seventh National Development Plan
8NDP	Eighth National Development Plan
ACC	Area Coordinating Committee
ADH	Adolescent Health
AU	African Union
CBIM	Coaching Boys into Men
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
CPD	Continuous Professional Development
CRC	Convention on the Rights of the Child
CSOs	Civil Society Organisations
DEBS	District Education Board Secretary
DDCC	District Development Coordinating Committee
DHO	District Health Office
ECM	Ending Child Marriage
FSP	Food Security Pack
GBV	Gender Based Violence
GEWEL	Girls Education and Women's Empowerment and Livelihood
GPECM	Global Programme for Ending Child Marriage
GSCs	Gender Sub-Committees
HIV	Human Immuno Virus
ISSAIs	International Standards for Supreme Audit Institutions
INTOSAI	International Organisation for Supreme Audit Institutions
KAP	Knowledge, Attitudes and Practices





KGS	Keeping Girls in School
MCDSS	Ministry of Community Development and Social Services
M & E	Monitoring and Evaluation
MLGRD	Ministry of Local Government and Rural Development
MoE	Ministry of Education
MoFNP	Ministry of Finance and National Planning
MoH	Ministry of Health
NDCC	National Development Coordinating Committee
OAG	Office of the Auditor General
PDCC	Provincial Development Coordinating Committee
PGOs	Provincial Gender Officers
PWAS	Public Welfare Assistance Scheme
SCT	Social Cash Transfer
SDGs	Sustainable Development Goals
STIs	Sexually Transmitted Infections
ToRs	Terms of Reference
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
VSU	Victim Support Unit
ZDHS	Zambia Demographic Health Survey



GLOSSARY OF TERMS

TERM	DEFINITION
Child Marriage	Marriage with a child or any arrangement made by a person for that marriage. ¹
Child Marriage Survivor	A child who was married under the age of 18 either formally or informally and could have survived and accessed essential services including social economic empowerment ² .
Completion Rate	Number of learners who have successfully completed a given grade (in a given year), expressed as a percentage of the total number of learners of the official school age for that grade. ³
Consortium Line Ministries	A group of eleven line Ministries in charge of Chiefs, Labour, Home Affairs, Gender, Youth, Health, Community Development, Education, Justice and Local Government, including the Judiciary. ⁴
Dropout Rate	Indicates the proportion of pupils who leave the system without completing a given grade in a particular school calendar year. ⁵
Grade 2 School	A secondary school staffed by three Guidance and Counselling teachers, two male and one female or two female and one male. ⁶
Grade 3 School	A primary school staffed by one male and one female Guidance and Counselling teacher. ⁷
Perpetrator	Individuals who commit sexual violence against children ⁸ .
The Division	Refers to the Gender Division.

¹ The Children's Code Act No. 12 of 2022. Pp. 232

² Guidelines/ Standard Operating Procedures for Ending Child Marriage

³ Ministry of Education Statistical Bulletin 2020

⁴ National Strategy on Ending Child Marriage in Zambia 2016-2021

⁵ Ministry of Education Statistical Bulletin 2020

⁶ Guidelines on the Administration and Management of Guidance and Counselling in the Education System 2014

⁷ Guidelines on the Administration and Management of Guidance and Counselling in the Education System 2014

⁸ Ministry of Education Statistical Bulletin 2020



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EXECUTIVE SUMMARY

Child marriage refers to any formal marriage or informal union that takes place between a child under the age of eighteen (18) and an adult or another child⁹ and is a global problem that cuts across countries, cultures, and religions.

Government has prioritised ending child marriages by allocating funds towards a Consortium of Line Ministries involved in ending child marriage.¹⁰ The Gender Division is responsible for coordinating and monitoring the effective implementation of gender policies with Consortium Line Ministries and Cooperating Partners.

The overall objective of the audit was to assess the measures put in place by Gender Division and the Consortium Line Ministries and other institutions to End Child Marriage in Zambia¹¹. The audit included relevant stakeholders being the Consortium Line Ministries and institutions actively engaged in combating child marriage in Zambia. The audit covered a period of four (4) years from January 2020 to October 2023. The team visited seven (7) Provinces and a total of nineteen (19) Districts.

1. Key Findings:

The major findings are as follows.

1.1. Effectiveness of the Gender Division and the Consortium Line Ministries in implementing measures to end child marriage

1.1.1. Effective facilitation of programmes that End Child Marriage by the Gender Division

The Division lacked the necessary statistics on adolescent girls receiving prevention and care interventions, preventing the audit from assessing reductions in negative cultural and social norms among them regarding teenage pregnancy and child marriage between 2021 and 2023. Additionally, there was no national database for child marriage victims, with various line Ministries independently capturing this information.

1.1.2. Effectiveness of MoH's Measures in Scaling Up Youth Friendly Sexual Reproductive Health Services

The audit established that MoH did not meet the target of 18% reduction in teen pregnancies. In addition, the audit revealed that at national level 303 out of 3,084 public health facilities were offering ADH services in stand-alone or permanent adolescent health safe spaces whilst 1,715

⁹ <https://www.unicef.org/protection/child-marriage>

¹⁰ Zambia National Strategy on ending Child Marriage 2016-2021

¹¹ Ministry of Health, Ministry of Education, Ministry of Local Government and Rural Development, Ministry of Justice and the Ministry of Community Development and Social Services



had improvised adolescent safe spaces. Further, MoH did not meet the target of increasing the number of health professionals trained in adolescent friendly service delivery by 20% by 2018.

1.1.3. Effectiveness of measures put in place by MoE to ensure provision of guidance and counselling to learners

The audit found low staffing levels of guidance and counselling teachers in 19 districts. The Ministry planned to recruit 400 qualified teachers between 2022 and 2026 but did not do so and trained only 1,033 out of the targeted 5,200 teachers. Nationally, dropout rates increased by 5% for grades 1 to 7 and remained unchanged at 1.8% for grades 8 to 12. In the 19 districts visited, 6,831 girls dropped out of school due to pregnancy and 646 because of child marriage.

1.1.4. Effective Provision of Child-sensitive Services by MLGRD to Reduce Children's Vulnerability to Marriage

MLGRD formulated by-laws for ending child marriage and teen pregnancies in ten (10) out of 288 chiefdoms to prevent harmful cultural practices.

1.1.5. Effective Implementation of Ending Child Marriage Activities by MCDSS

The audit revealed that MCDSS had no statistics for ECM victims receiving social protection support. In addition, the Ministry implemented safe space programmes in three (3) out of five (5) Provinces while safe houses were constructed in five (5) provinces.

1.1.6. Effectiveness of Legislation and Regulations governing ending of child marriage by Ministry of Justice

The audit revealed that harmonising policies or legislation related to customary law was not within their mandate of MoJ due to the unwritten and varied nature of customary laws across Zambia's tribes. The MoJ was responsible for statute law, mostly older legislation, while legislative responsibilities, including child legislation, were distributed among different Line Ministries.

1.1.7. Effective Provision of Training on Case Management and Support for Child Offenders and Victims of Child Marriage by the Judiciary

The audit found that child marriage cases were not fast-tracked due to a lack of separation from general gender-based violence cases, causing delays and inadequate attention. Additionally, only 18 out of 209 Magistrates were trained in case management between 2020 and 6th May 2024, representing a 9% training rate.



1.2. Effective Coordination in the Implementation of End Child Marriage Programmes

The audit revealed that the Division did not develop the ToRs for the National Coordinating Body and therefore, there were no approved ToRs due to lack of prioritisation for the activity despite it being planned for in the annual work plans.

1.3. Extent to which Gender Division has developed and implemented a Monitoring and Evaluation system

The audit established that the Division had not established a comprehensive M & E system for monitoring ECM activities. Additionally, both the mid-term review and end-term evaluation of the strategy had not been conducted as of December 2023 as the budgeted amounts to conduct the review and the evaluation were not released.

1.4. Conducting Research on Ending Child Marriage by the Gender Division

The audit revealed that the Division did not carry out thematic studies on child marriage between 2016 and 2022 due to financial constraints and movement of key staff during the restructuring of the Ministry into a Division

Conclusion

- i. The implementation of measures to end child marriage has shown progress but faces significant challenges due to insufficient funding, lack of prioritization, and inadequate resources. While health services have improved, guidance and counselling services in MoE and MLGRD initiatives remain constrained. Additionally, the Judiciary's efforts are hindered by inadequate Case Management training and lack of segregated child marriage statistics.
- ii. The audit revealed significant gaps in the coordination between the Gender Division and Consortium Line Ministries in ending child marriages. Efforts were hindered by conflicts over programme content, insufficient funding, lack of clear guidelines, and inadequate coordination and resource allocation, resulting in limited progress.
- iii. The audit revealed significant shortcomings in the Gender Division's monitoring efforts to end child marriage, hindered by delays lack of funding, and absence of a national database. Uncoordinated efforts among Consortium Line Ministries and the failure to review the National Plan of Action further impeded effective monitoring and evaluation.
- iv. The Gender Division did not conduct thematic studies on child marriage from 2016 to 2022 due to financial constraints and staff changes. This lack of research poses a major challenge in obtaining essential data for developing effective strategies.



Recommendations

- i. Gender Division and the consortium line Ministries should establish a clear data collection framework for data collection that specifies the types of data to be collected by the responsible consortium Line Ministries, and the timelines.
- ii. Gender Division should ensure that coordination mechanisms of ECM activities at all levels are strengthened
- iii. Gender Division should put in place an M & E system that will help Gender Division to track progress made in implementation of the ECM strategy.
- iv. Gender Division should ensure that research on child marriage is carried out regularly so as to gain new insights on ending child marriage.



CHAPTER ONE

INTRODUCTION

1.0. Overview

This chapter highlights the mandate of the Office of the Auditor General (OAG), the background and motivation of the audit and the expected benefit of the audit to society. The title of the audit is “The Effectiveness of Government Measures in Ending Child Marriage in Zambia for the period 2020 to 2023”.

1.1. Mandate

In accordance with the provisions of Article 250 of the Constitution of Zambia (Amendment) Act No.2 of 2016, Public Audit Act No.13 of 1980 and Public Finance Management Act No.1 of 2018, the OAG is mandated to carry out Performance Audits in Ministries, Provinces and Agencies (MPAs) and to report the results to the President and Parliament for debate. With this mandate, the OAG undertook a performance audit for purposes of establishing whether government programmes on ending child marriage are conducted in accordance with the concepts of efficiency and effectiveness.

1.2. Background

Child marriage is a global problem that cuts across countries, cultures and religions. Child marriage refers to any formal marriage or informal union that takes place between a child under the age of eighteen (18) and an adult or another child.¹² According to the Marriage Act, Chapter 50 under Section 17, the legal minimum age of marriage is twenty-one (21) years. However, under Zambian customary law, there is no minimum age of consent to marry as the current customary practice allows any girl who attains puberty to get married.¹³

Globally, the prevalence of child marriage has declined over the last decade, with the most progress seen in South Asia, especially among girls below the age of fifteen (15) years. Despite a steady decline in this harmful practice over the past decade, child marriage remains widespread, with approximately one in five girls married in childhood across the globe.¹⁴ Around 650 million women and girls alive today were married as children. Unless efforts are

¹² <https://www.unicef.org/protection/child-marriage>

¹³ https://www.equalitynow.org/discriminatory_law/zambia_the_marriage_act/

¹⁴ <https://www.unicef.org/protection/child-marriage>



accelerated, 150 million more girls will be married by 2030.¹⁵ Nevertheless, in 2020, the total number of girls married before the age of 18 remained at approximately 12 million per year.¹⁶ This progress must be accelerated to meet the Sustainable Development Goal No.5 - Gender Equality and in particular Target 5.3 which states that all harmful practices, such as child, early and forced marriage and female genital mutilation must be eliminated in ensuring ending child marriage by 2030.¹⁷

Zambia is among the top twenty countries with the highest prevalence rate of child marriage in the world with 31% of women aged 20-24 years married by the age of 18.¹⁸ According to the 2018 Zambia Demographic Health Survey (ZDHS), 9% of women aged 25 to 49 years were first married by the age of 15, as compared with less than 1% of men. The median age at first marriage among women aged between 25 to 49 years in urban areas is on average two years higher than in rural areas, and also increases in direct correlation with improved levels of education and wealth.

The factors that influence child marriage for both girls and boys include the education level of parents, access to quality education, weak community leadership, and limited access to income generating activities to support disadvantaged households. Child marriage has been shown to have profound physical, intellectual, psychological and emotional impacts, especially for girls. Children who are poor, live in rural areas and/or are out of school are disproportionately at risk of marrying young.¹⁹

Government has prioritised ending child marriages following a Cabinet directive in 2013 to address the human rights violations as well as challenges associated with child marriage. Further, the National Strategy on Ending Child Marriage and the National Plan of Action on Ending Child Marriage in Zambia covering the period 2016 to 2021 provided interventions aimed at ending child marriage.²⁰

Government has also shown commitment to Ending Child Marriages (ECM) through the Eighth National Development Plan (8NDP 2022–2026) in which it will prioritise efforts to curb teenage pregnancies, child abuse, child protection and ending child marriages.²¹

¹⁵ <https://www.girlsnotbrides.org/learning-resources/child-marriage-and-sdgs/>

¹⁶ https://www.unfpa.org/sites/default/files/resource-pdf/Costing_of_Transformative_Results_Chapter_4_Cost_of_Ending_Child_Marriage.pdf

¹⁷ Child Marriage in Zambia: situation analysis <http://caritaszambia.org> › research reports › Child

¹⁸ <https://zambia.unfpa.org/sites/default/files/pub-pdf/CHILD%20MARRIAGE%20STRATEGIC%20PLAN%20FINAL.pdf>

¹⁹ Zambia-case-study-Child-marriage-2021

²⁰ Zambia National Strategy on ending Child Marriage 2016-2021

²¹ Strategic Development Area No.4: Reduced Poverty, Vulnerability and Inequalities, Strategy 2: Enhanced Welfare and Livelihoods of Poor and Vulnerable People.



Despite the various measures taken to end child marriage, the government continues to face a number of challenges that limit its ability to fulfil its role of providing institutional support to the Consortium Ministries to enable them achieve their roles with ECM responsiveness. Therefore, Government needs to assert more efforts to play this role effectively and efficiently. The implementation of ECM programmes and activities are coordinated by the Gender Division (formerly known as Ministry of Gender) and the consortium line Ministries.²²

1.3. Motivation

Government in the National Plan of Action on Ending Child Marriage 2016 to 2021 had planned to spend amounts totaling K530, 430,000 on programmes and activities towards ending child marriage.²³ The programmes included: Strengthening of multi-sectorial responses in order to reduce children's vulnerability to marriage; Facilitating the development and review of policies and legislation in order to ensure consistent interpretation and application of child related interventions; Facilitating positive change in prevailing negative attitudes, behaviours, beliefs and practices in order to reduce the incidence of child marriage; Facilitating the provision of child-sensitive services in order to reduce children's vulnerability to child marriage; and Mobilising financial resources in order to enable implementation of programmes aimed at reducing children's vulnerability to marriage.²⁴

Child marriage has had a social and economic impact on children's childhood as it negatively influences their rights to education, health and protection. These consequences impact not just the child directly, but also their families and community. A child who is married is more likely to be out of school and as a result will not be able access meaningful employment to earn money and contribute to the community.

Government has in line with the 7NDP and 8NDP reaffirmed continued concerted efforts to prioritise interventions that are directed towards child protection and ending child marriage. For instance, on 7th February 2022, during his presentation at the 35th African Union (AU) Assembly of the Heads of State and Governments held in Addis Ababa in Ethiopia, His Excellency the President of Zambia stated that Zambia would continue to advocate and put in place measures for the protection of a girl child to end child marriages in the region once and for all. In addition, Zambia would continue to collaborate with member states of the African Union to ensure that the matter is eradicated. Further, in addressing the root causes of child marriage in

²² Ministry of Health, Ministry of Education, Ministry of Local Government and Rural Development, Ministry of Community Development and Social Services and the Judiciary

²³ National Plan of Action on Ending Child Marriage-2016 to 2021

²⁴ National Plan of Action on Ending Child Marriage-2016 to 2021



communities, he stated that traditional leaders were identified as the main stakeholders and Zambia had been consistent with its engagement with them at the grassroots level.²⁵ Furthermore, the President reiterated his commitment and called on traditional leaders to work with the government to bring an end to child marriages as resources have been prioritised to bring free education so that the girl child can stay in school for a better future.²⁶

It is against this background that the OAG found it necessary to conduct a Performance Audit on Ending Child Marriage with a focus on the effectiveness of Government Measures in Ending Child Marriage in Zambia.

²⁵ <https://dailynationzambia.com/2022/02/hh-to-work-with-au-leaders-to-end-early-marriages-in-africa/>

²⁶ <https://www.znbc.co.zm/news/end-child-marriages-hh/>



CHAPTER TWO

AUDIT OBJECTIVE, AUDIT QUESTIONS AND SCOPE

2.0. Introduction

This chapter highlights the overall audit objective, specific audit objectives, the audit questions to be answered to achieve the audit objective and scope of the audit.

2.1. Audit Objective

The overall objective of the audit was to assess the effectiveness of the measures put in place by the Gender Division and the Consortium Line Ministries to End Child Marriage in Zambia.

2.2. Specific Objectives

- 2.2.1. To assess how effective the Gender Division and the Consortium Line Ministries are in implementing measures to end child marriage.
- 2.2.2. To establish the effectiveness of the coordination of activities between the Gender Division and the Consortium Line Ministries to end child marriages.
- 2.2.3. To assess the effectiveness of the Gender Division in monitoring the implementation of activities to end child marriage.
- 2.2.4. To assess the extent to which the Gender Division conducts research on ending child marriage.

2.3. Audit Questions and sub-questions

2.3.1. To what extent are the Gender Division and the Consortium Line Ministries effective in implementing measures to end child marriage?

- a. How has the Division facilitated the implementation of programmes that end child marriage?
 - i. How has the Division ensured the implementation of interventions to reduce negative cultural and social norm practices among adolescent girls?
 - ii. How has the Division facilitated the provision of positive change in preventing negative attitudes, behaviours, beliefs, and practices to reduce incidences of child marriage?
- b. Has the Ministry of Health (MoH) effectively scaled up youth-friendly Sexual Reproductive Health services?
- c. Has the Ministry of Education (MoE) put in place effective measures to ensure the provision of guidance and counselling to learners?



- i. Has the MoE put in place effective measures to improve access to and retention in quality education for learners?
- d. Has the Ministry of Local Government and Rural Development (MLGRD) effectively provided child-sensitive services to reduce children's vulnerability to marriage by establishing or renovating reading and recreation facilities?
 - i. Has the MLGRD ensured the effective prevention of harmful cultural practices, including child marriages?
- e. Has the Ministry of Community Development and Social Services (MCDSS) ensured effective implementation of ending child marriage activities?
 - i. Has the MCDSS strengthened the child and family welfare system to prevent and respond to child marriage and other related protection concerns?
 - ii. Has the MCDSS ensured the mainstreaming of interventions that end child marriage in social protection programmes?
- f. How has the Ministry of Justice (MoJ) ensured that legislation and regulations governing ending child marriage are effective?
 - i. Has MoJ facilitated the review and revision of existing policies and statutes to identify gaps regarding child marriage?
- g. How has the Judiciary ensured the provision of training on case management?
 - i. Are the measures to fast-track child marriage-related cases effective?
 - ii. Has the Judiciary ensured the provision of support for child offenders and victims of child marriage?

2.3.2. How effective is the coordination among stakeholders in the implementation of ending child marriage programmes?

- a. How has the Division ensured strengthened coordination at all levels?
- b. Has the Division developed mechanisms to harmonise and rationalise stakeholder programmes with the ECM National Strategy?
- c. How has the Division ensured awareness on ending child marriage among stakeholders?
- d. Has the Division ensured the establishment of strategic partnerships to share best practices in ending child marriage?

2.3.3. How has the Gender Division ensured effective monitoring of the implementation of programmes to end child marriage?

- a. Has the Division developed and implemented a Monitoring and Evaluation system?



2.3.4. How has the Gender Division ensured that research on ending child marriage is conducted?

2.1. Audit Scope

The main audited entity was the Gender Division – under Cabinet Office as it is responsible for coordinating and monitoring the implementation of Gender policies with other Government Ministries. The audit included relevant stakeholders being Consortium Line Ministries and the Civil Society Network on Ending Child Marriage in Zambia which is actively engaged in combating child marriage in Zambia.

The audit covered a period of four (4) years from January 2020 to October 2023. The four-year period was selected as it provided an adequate time frame in which Government would have implemented the National Strategy for ending child marriage which covered the period 2016 to 2021. The team visited seven (7) Provinces and a total of nineteen (19) Districts.





CHAPTER THREE

METHODOLOGY

3.0. Introduction

This chapter describes the methodology used during the audit. The methodology explains the audit design used, sample population, sampling technique used, data collection and data analysis methods. The audit was conducted in accordance with the OAG Guidelines in the Performance Audit Manual which are based on the Fundamental Principles of Performance Auditing of the International Organisation for Supreme Audit Institutions (INTOSAI).

3.1. Audit Research Design

The audit used a mixed method that included quantitative and qualitative approaches. The two (2) approaches were used because of the relevance to the audit as they provided a basis for data analysis by comparing interpretations in the audit. Whilst the audit was linked to be quantitative and qualitative in nature, it also adopted a descriptive approach to simplify data interpretation.

3.2. Sampling Technique

Purposive and random sampling methods were collectively used in this audit with the selection of the sample size based on a mix of districts.

Purposive sampling was used to select nineteen (19) districts in seven (7) provinces. The districts were selected based on the districts that were implementing and those that were not implementing ECM programmes as identified during the audit.

The aim was to ascertain the extent of the measures put in place to end child marriage in those districts. Districts with higher cases of child marriages and teen pregnancies were also used as basis of selection criteria during the audit, based on risks identified in the districts. Random sampling was used in the selection of schools and learners in the districts visited.

3.2.1 Sample Size

The Division did not have representation at the provincial and district levels until October 2022, when Provincial Focal Point Persons-Gender were employed and deployed to nine (9) out of ten (10) provinces except Copperbelt. However, the Consortium Ministries implementing ECM are present in all ten (10) provinces and all 116 districts. The team visited seven (7) Provinces²⁷ and a total of nineteen (19) districts namely: Lusaka, Chongwe, Luangwa, Chipata, Katete,

²⁷ Lusaka, Eastern, Central, Northern, Luapula, Western and Southern



Chadiza, Chisamba, Kabwe, Kasama, Mungwi, Mpulungu, Mansa, Samfya, Mongu Senanga Sesheke, Choma, Kazungula and Namwala.

Key stakeholders such as Ministry of Health, Ministry of Education, Ministry of Community Development and Social Services, Ministry of Local Government and Rural Development, the Ministry Justice, the Judiciary and the Civil Society Organisation (CSO) Network for Ending Child Marriage were also sampled to assess the extent of coordination with the Gender Division regarding the end of child marriage.

3.3. Methods of Data Collection

In order to obtain sufficient evidence to support audit findings, the team employed various methods to collect data from the Gender Division and the other stakeholders. The methods included interviews, document review and physical inspections. Both qualitative and quantitative data was obtained and analysed to assess whether the measures put in place by the Gender Division with respect to ending child marriage were effective. The methods of data collection are detailed below:

3.3.1 Document Review

Various documents were reviewed in order to gather comprehensive and reliable audit evidence to draw reasonable conclusions and recommendations. See table 3.1 below.

Table 3.1: List of Documents Reviewed and Purpose of Review

No.	Name of Document	Purpose of Review
1	Seventh National Development Plan 2017-2021.	To obtain a better understanding of government's plans and targets towards ending child marriage for the period under review.
2	Eighth National Development Plan 2022-2026.	To obtain a better understanding of government's plans and targets towards ending child marriage for the period under review.
3	Sustainable Development Goals.	To ascertain the specific targets in place to end child marriage. The SDGs were also used as a source of audit criteria.
4	The Children's Code Act, 2022.	To gain an understanding of the revised and harmonised law relating to children; in particular, laws relating to ending child marriage and protection of children.
5	National Strategy on Ending Child Marriage in Zambia 2016 - 2021.	To gain an understanding on the strategies that the Government had put in place to end child marriage.



6	National Plan of Action on Ending Child Marriage 2016-2021.	To obtain a better understanding of the implementation guide which provides strategies and specific targets on ending child marriage in Zambia.
7	National Advocacy and Communication Strategy on ending Child Marriage 2018-2021.	To assess how the implementation of the National Strategy on Ending Child Marriage was being used as a catalytic tool to enhance interventions from both government and civil society to end child marriage.
8	Zambia Demographic Health Survey 2018.	To obtain statistics on child marriages and teenage pregnancies in order to understand the prevalence of child marriages in Zambia.
9	Ministry of Education Statistics Bulletin 2020.	To obtain the national statistics on dropout rates and enrolment of learners after pregnancy and child marriage.
10	Gender Division Restructuring Report 2023.	To obtain an understanding of the Organisational structure of the Gender Division including roles and responsibilities of personnel involved in ending child marriage.
11	Qualitative Study of Child Marriage in Six Districts of Zambia 2015.	The study provided information on the status of child marriage in the six (6) districts implementing ECM programmes. This study was also used to identify districts to be sampled for the audit.
12	Analysis and Mapping of the Laws on Child Marriage in Zambia, August 2020.	To gain an understanding of laws which play a role in addressing child marriage in Zambia.
13	Guidelines on the Administration and Management of Guidance and Counselling in the Education System 2014.	To understand the guidelines on guidance and counselling provided to learners on ECM.
14	Katete and Senanga District Plans 2019 – 2021. ²⁸	To gain an understanding of the challenges faced and successes scored in the districts during the period under review.

Source: Performance Audit, 2023

3.3.2 Interviews

Semi-structured interviews were conducted with various personnel at the Division. The purpose of the interviews was to gain an understanding of their roles in ending child marriage, obtaining information on child marriage statistics, impact of traditional ceremonies on ending child marriage and corroborating data obtained from document review.

²⁸ As part of the national programme to design evidence-based interventions to reduce child marriage and teenage pregnancy, Katete and Senanga were selected as pilot districts.



Further, interviews were used to confirm whether policies and legal framework were in existence and developed in line with international protocols and bi-lateral agreements. Interviews were also used to obtain information on how the Division was coordinating ECM programmes with members of the Consortium Line Ministries.

Interviews were conducted with other stakeholders which included the MoH, MoE, MCDSS, MLGRD, MoJ and the Judiciary to obtain information on the strategic alliances created both at national and international levels in ensuring a conducive environment for ending child marriage.

Personnel interviewed are listed in **Appendix 1**.

3.3.3 Physical Inspections

Information collected from interviews and document review was supplemented with physical inspections of safety homes for children withdrawn from marriage. Seven (7) provinces and nineteen (19) districts were visited to verify implementation of strategies for ending child marriage such as availability of community reading and recreation facilities under MLGRD and safety homes under MCDSS, for children withdrawn from child marriage. See **Appendix 2**.

3.4. Data Analysis

The audit obtained quantitative and qualitative data from interviews, document reviews and noted information from observations. The data was subjected to relevant analysis as detailed below:

3.4.1. To what extent are the Gender Division and the Consortium Line Ministries effective in implementing measures to end child marriage?

i. Interviews

Qualitative data on measures implemented by the Gender Division and the Consortium Line Ministries to end child marriage was analysed using Content Analysis. Common themes and patterns were identified within the responses that highlighted strengths and weaknesses in the implementation of the Ending Child Marriage programme.

ii. Document Review

Data obtained from documents such as National Strategy on Ending Child Marriage in Zambia and National Plan of Action on Ending Child Marriage were analysed to extract key information about the planned and actual actions regarding measures implemented to end child marriage. Information from documents was cross referenced with interview findings to ensure consistency



and identify gaps or discrepancies on how the Gender Division facilitated ending child marriage programmes.

iii. Physical Inspection

Physical inspections were conducted to observe programme implementation by relevant stakeholders. Data on the availability of appropriate infrastructure for curbing child marriage was coded and tabulated to verify the extent of implementation.

3.4.2. How effective is coordination among stakeholders in the implementation of ending child marriage programmes?

i. Interviews

Qualitative data obtained from interviews on coordination among stakeholders during implementation of ending child marriage programmes was analysed using Content Analysis to identify common themes and patterns.

ii. Document Review

Data from key documents was analysed using Conceptual Analysis which focused on determining the frequency of specific concepts within the documents on ECM programmes. Common themes and patterns were identified to harmonise and rationalise the effectiveness of coordination among different stakeholders. Information from the documents was cross referenced with interviews to identify gaps on the coordination of ECM programmes.

3.4.3. How has Gender Division ensured effective monitoring of the implementation programmes to end child marriage?

i. Interviews

Qualitative data obtained through interviews on effective monitoring of the implementation of ECM programmes with relevant stakeholders was analysed using Content Analysis. The audit identified patterns and common themes in the responses that highlighted strengths and weaknesses in the monitoring of ECM programmes.

ii. Document Review

Data obtained from key documents such as Monitoring Reports and Annual Reports was analysed using Content Analysis and cross-referencing with interviews to ascertain whether the mid-term review and end-term evaluation of the strategy had been conducted. The data obtained was also corroborated with



information from interviews to ascertain effectiveness of monitoring of the implementation of ECM programmes. This allowed the audit to identify gaps in the monitoring process.

3.4.4. How has the Gender division ensured research on ending child marriage is conducted?

i. Interviews

Qualitative data on research related to ECM was analysed using Content Analysis to establish the developments that had taken place in the area of child marriage and related issues in the country for advocacy and decision making. This helped identify and understand the developments that had taken place in the area of child marriage and associated issues within the country.

ii. Document Review

Data obtained from the National Strategy on ECM was analysed using Content Analysis in which the frequency of research was tabulated. This information was cross-referenced with interviews to ascertain whether thematic studies on child marriage were conducted.



CHAPTER FOUR

DESCRIPTION OF THE AUDIT AREA

4.0 Introduction

The chapter describes the legal mandate, roles and responsibilities, funding arrangements and objectives of the Division. It also highlights the roles and responsibilities of key stakeholders in ending child marriage and the systems description of the audit area.

4.1 Mandate

The Gender Division draws its statutory mandate from Government Gazette Notice No. 1123 of 2021 and is responsible for promoting gender equality.

4.2 Roles and Responsibilities

The Division is under the Office of the President and is responsible for coordinating and monitoring the effective implementation of gender policies with Consortium Line Ministries and Cooperating Partners. The Division is committed to protecting and promoting women's rights, curbing Gender-Based Violence (GBV), formulating the Gender Policy and reducing gender inequalities by making progressive changes to legislation to strengthen the protective environment.²⁹ It aims to prioritise the advancement of women and strengthen their capacity to influence decision-making at the highest level on matters pertaining to gender equity and equality.

4.3 Organisation of the Gender Division

The Division is administered by a Permanent Secretary who is assisted by two (2) Directors responsible for Gender in Development and Gender Rights and Protection. The Division is supported by six (6) units namely; Human Resource and Administration, Planning and Information, Accounts, Internal Audit and Procurement which are headed by Assistant Director, Chief Planner, Senior Accountant, Internal Auditor and Procurement and Supplies Officer respectively. The Division also has presence in ten (10) provincial offices headed by Principal Gender Officers.

Relevant to this audit is the Gender Rights and Protection Department mandated to promote the rights of women and to ensure compliance to national, regional and international instruments on women's rights. These include: Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW); Convention on the Rights of the Child (CRC); and the African Charter on the People and the Rights of Women.

²⁹ Government Gazette Notice No. 1123 of 2021



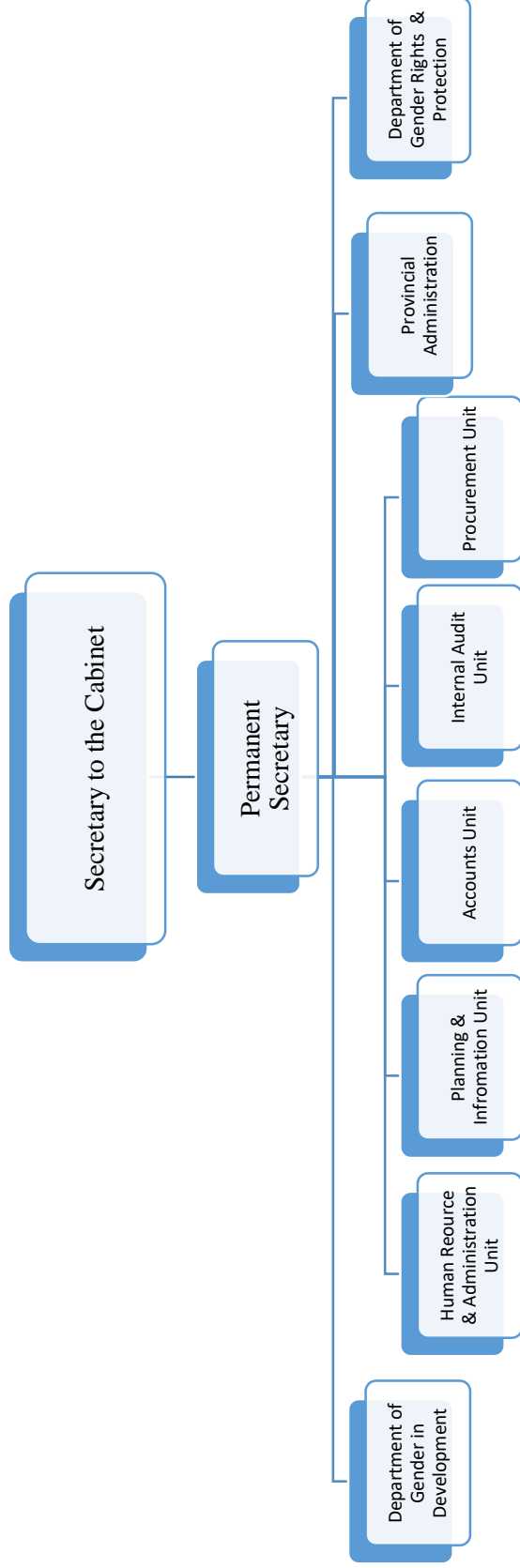
The Department has two sections, the Gender Rights Monitoring and Standards, and Anti-Gender Based Violence under which child marriage falls. The Anti-Gender Based Violence Section has the following specific functions:

- i. Coordinate the implementation of the National Action Plan on GBV;
- ii. Coordinate the implementation of the National Action Plan on Women and Girls;
- iii. Coordinate the implementation of the Provisions of the Anti- GBV Act;
- iv. Mobilise resources for the implementation of the Anti- GBV Act;
- v. Provide secretarial services to the Anti- GBV Committee; and
- vi. Disseminate standards for the establishment and management of shelters for survivors of GBV.

The Organisational structure for the Gender Division is as shown in figure 4.1 below while **Appendix 3** shows the Organisational structure for the Gender Division at Headquarters only.



Figure 4.1: Organogram for the Gender Division



Source: Gender Division Restructuring Report 2022



4.4 Funding Arrangements and Budgets

The Gender Rights and Protection Department had an approved budget of K3, 736,789 out of which K3, 251,013 was released by Ministry of Finance and National Planning (MoFNP) in the period under review. Table 4.1 below shows the budgetary allocation for the period 2020 to 2023.

Table 4.1: Funding Details for the Gender Rights and Protection Department

Year	Approved Budget K	Releases K	Variance K
2020	218,033	209,099	8,933
2021	1,023,834	1,023,834	-
2022	1,399,861	1,397,196	2,665
Oct-23	1,095,062	620,884	474,178
Total	3,736,789	3,251,013	485,776

Source: Estimates of Revenue and Expenditure 2020-2023

As can be seen in table 4.1 above, the Gender Rights and Protection Department had a total budget of K3, 736,789 out of which K3, 251,013 was released resulting in a variance of K485,776. However, it is important to note that there was no direct funding for ECM programmes during the period under review. This meant that the Division was unable to effectively carry out activities related to ECM such as sensitisation and monitoring visits.

4.5 Key Stakeholders and their Role in Ending Child Marriage

The Division coordinates with Consortium Line Ministries, Cooperating Partners such as United Nations Children's Fund (UNICEF)³⁰ and United Nations Population Fund (UNFPA) and Civil Society Organisations (CSOs) in the campaign against child marriage through the implementation of the National Action Plan on GBV and the National Action Plan on Women and Girls. The Division also disseminates standards for the protection of children.

The Consortium has representation from eleven (11) Government Ministries involved in both direct and indirect activities to end child marriage. However, the audit focused on six (6) Line Ministries directly involved in the implementation of interventions aimed at ending child marriage whose roles and responsibilities are detailed below:

³⁰ Formally United Nations International Children's Emergency Funds



4.5.1 Ministry of Health

The Ministry of Health is responsible for the following:

- i. Scaling up youth friendly sexual and reproductive health services and education; and
- ii. Enforcing the code of conduct for public and private health care providers to address rights of vulnerable persons including children and adolescents.

4.5.2 Ministry of Education

The Ministry of Education is responsible for the following:

- i. Facilitating the implementation of the Comprehensive Sexuality Education Curriculum;
- ii. Provision of bursaries to children that are susceptible to marriage;
- iii. Provision of educational materials and supplementary school feeding for vulnerable children;
- iv. Provision of formal education, vocational and entrepreneurship training to children and youths; and
- v. Provision of counselling and guidance to learners.

4.5.3 Ministry of Local Government and Rural Development

The Ministry of Local Government and Rural Development is responsible for the following:

- i. Ensuring the prevention of harmful cultural practices including child marriage;
- ii. Provision of Children's functional play parks and recreational facilities;
- iii. Provision of community libraries; and
- iv. Passing and enforcing of by-laws for the protection of children.

4.5.4 Ministry of Community Development and Social Services

The Ministry of Community Development and Social Services is responsible for the following:

- i. Coordinating all technical working groups under the Social Protection Sector Advisory Group;
- ii. Initiating the formulation of policies and legislation related to social protection;
- iii. Setting minimum standards and guidelines for programmes that have social protection interventions;
- iv. Providing grants and in-kind support;
- v. Disseminating information on social protection;
- vi. Providing counselling for victims of abuses related to child marriage;
- vii. Providing agricultural inputs, equipment and skills training; and places of safety including support to GBV victims; and



viii. Providing support on court preparations for children.

4.5.5 Ministry of Justice

The Ministry of Justice is responsible for:

- i. Facilitating legislative review of laws related to child marriage; and
- ii. Facilitating the domestication of international conventions and agreements related to ending child marriage.

4.5.6 The Judiciary

The Judiciary is responsible for:

- i. Fast tracking the judgement of child marriage related cases; and
- ii. Providing training on case management and support for child offenders and child victims of marriage.

4.6 Systems Description

This section describes the functioning of relevant systems, processes and activities relating to ending child marriage.

4.6.1 Monitoring of Ending Child Marriage Activities

The Gender Division Officers monitor ECM activities of the different stakeholders and the monitoring is dependent on the design of each stakeholder's programmes as they coordinate child marriage activities. Monitoring is done on an adhoc basis as their programmes mainly focus on monitoring the Global Programme for Ending Child Marriage (GPECM) that Government implements through Social Welfare, Education and Health with support from UNICEF and UNFPA. The monitoring team consists of National level Officers from UNICEF, Social Welfare and Gender Division. The following activities are carried out at the District:

- i. Follow-up on programmes that includes entry and exit meetings with the District teams;
- ii. Conduct field visits to selected communities where sessions are held with the traditional leaders, Guidance and Counselling teachers, Coaching Boys into Men (CBIM), Community Dialogue and Community Case Management. Once the monitoring is conducted, reports are compiled and submitted to the Permanent Secretary at Gender Division headquarters in Lusaka for further action.



4.6.2 Research

The Division through their Planning Officers and the Child Marriage Coordinators will on an annual basis conduct National Qualitative Studies on ECM. This will enable the Division to have information on exactly what is happening in the country in relation to child marriage. Once the studies are conducted and reports completed, depending on the Terms of Reference (TORs) and the Concept Note which determines the results of the study, the report will be submitted to the Division. Thereafter, the report will be disseminated to the intended stakeholders if the recommendations are broad based.

Finally, the TORs or Concept Notes are submitted to the Permanent Secretary who then makes relevant observations and recommendations on the course of action to be taken in relation to ECM.

4.6.3 Capturing Data on Child Marriage

The fight against child marriage involves many members of the Consortium Ministries and NGOs. Each member of the Consortium Ministries is required to routinely collect data on child marriage from all the districts. Once the data is collected, each Line Ministry will submit reports to the Division every year.

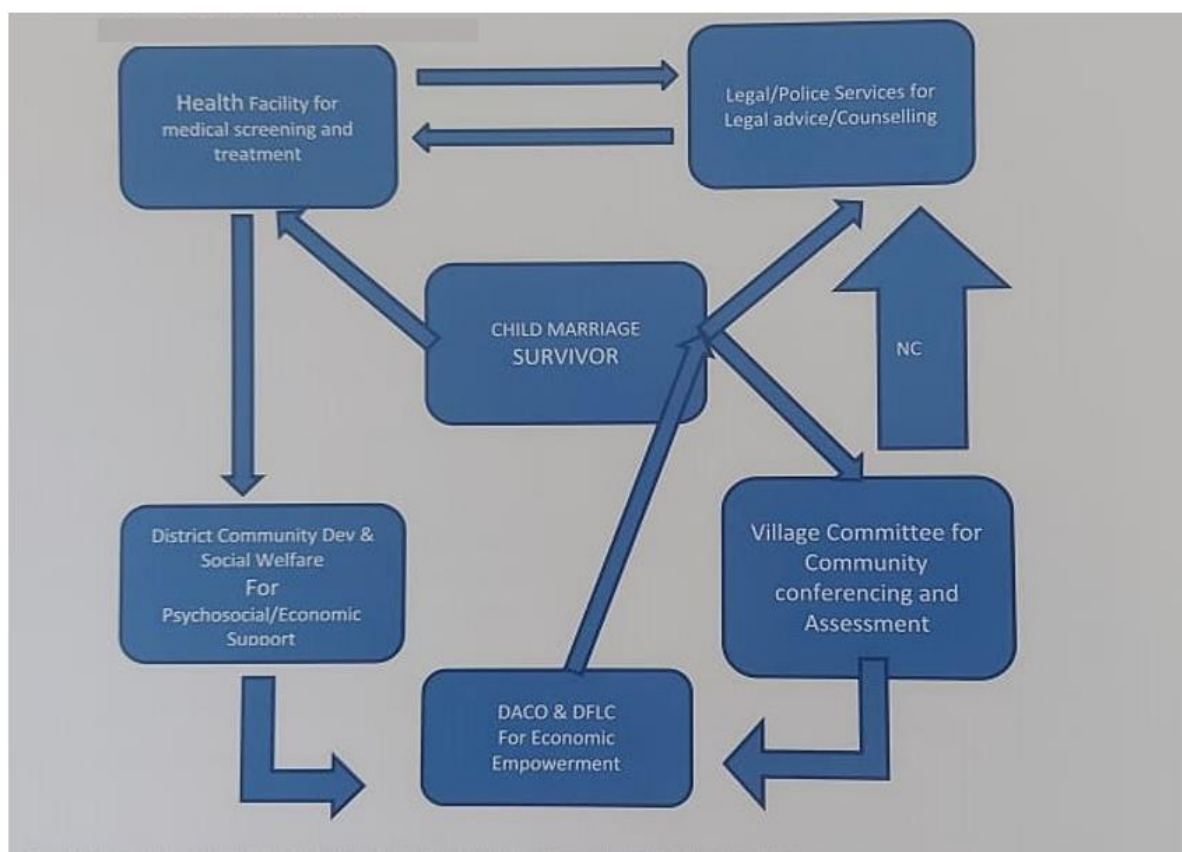
The Division merges the data from each Line Ministry and comes up with statistics that give a countrywide status of child marriage cases. This information is used by different stakeholders in making informed decisions regarding the child marriage situation in the country.

4.6.4 Referral Overview

Child marriage survivors need special conditions or environments since they are children and very sensitive to handle especially when it comes to disclosure and content. **Figure 4.1** below illustrates the main referral points:



Figure 4.1: Referral Model for Child Marriage Victims



Source: Guidelines / Standard Operating Procedures for Ending Child Marriage

Figure 4.1 above illustrates the recommended referral mechanism for managing child marriage survivors. The survivor is usually taken or reported to the traditional structure or directly to the police depending on the details of the case or which structure is easily accessible. The village committee will then conduct a preliminary assessment of the case and refer to appropriate government institution where the survivor will access the needed service.

The Police, through the Victim Support Unit will ensure the survivor details are recorded but allow the survivor to access health services in the shortest possible time. The health facility personnel will provide thorough health screening and treatment focusing on the best interest of the survivor's life, including first line counselling. Once the medical examinations are conducted, the survivor is referred to the Social Welfare Officer for further psychological counselling and possible linkage to education support and/or other economic empowerment opportunities available. Throughout this referral pathway, the survivor reserves the right of disclosure to a person of their choice under the principles of confidentiality and the right of choice for a final decision regarding their place of stay and safety.



4.6.5 Multi-sectorial Administrative Model

The administrative model illustrates the composition and expected working relationship among all identified stakeholders at the district administration level under the leadership of the District Commissioner. The team is multi-sectorial in that, it brings together services offered from different sectors under the main government service provision framework supported by different Line Ministries such as the Health, Community Development and Social Services, Local Government and Rural Development, Education and Justice. Others include NGOs and CBOs working in the area.

The multi-sectorial team is chaired by District Education Board Secretary (DEBS) and supervised by the District Administration Officer under the leadership of the District Commissioner. The MCDSS plays the secretarial role while the other members are committee members with specific service provision responsibilities. The community is represented through the community welfare representatives and zonal heads.³¹

³¹ Guidelines / Standard Operating Procedures for Ending Child Marriage



CHAPTER FIVE

AUDIT CRITERIA

5.0 Introduction

This chapter presents the criteria and its sources used to assess the performance of the Division with respect to its set targets and objectives.

5.1 Sources of Audit Criteria

The audit criteria for which the Division was assessed included the following main sources:

- i. Sustainable Development Goals;
- ii. Eight National Development Plan (8NDP) Implementation Plan 2022-2026;
- iii. Seventh National Development Plan (7NDP) Implementation Plan 2017-2021;
- iv. National Strategy on Ending Child Marriage in Zambia 2016-2021;
- v. National Plan of Action on Ending Child Marriage July 2016 to June 2020; and
- vi. Guidelines on the Administration and Management of Guidance and Counselling in the Education System of 2014.

5.2 Specific Criteria

The audit criteria for the audit questions are as outlined below:

5.2.1 Effectiveness of the Gender Division and the Consortium Line Ministries in implementing measures to end child marriage

- a. **Effective facilitation of programmes that end child marriage by the Gender Division**
 - i. **Implementation of interventions to reduce negative cultural and social norm practices among adolescent girls by the Division**
 - The Division shall ensure that negative culture and social norms practices are reduced through increasing the number of adolescent girls receiving prevention and care interventions to address teenage pregnancy and child marriage from a baseline of 11,851 in 2021, to 15, 000 in 2022, 35,000 in 2023 and to 100, 000 in 2026.³²
 - ii. **Prevention of negative attitudes, behaviours, beliefs, and practices to reduce incidences of child marriage by the Division**

³² 8NDP Implementation Plan 2022-2026, Development Outcome 4, Strategy 2, Pp.140 Soft Copy



- The Division shall ensure that 50% of targeted men, women and young people have positive attitudes, behaviours, beliefs and practices by 2021 as measured through a Knowledge Attitudes and Practices (KAP) survey.³³

b. Effectiveness of MoH's Measures in scaling up youth friendly Sexual Reproductive Health services

- Reduce the prevalence of teenage pregnancies from 27% in 2017 to 18% in 2021, MoH shall promote maternal child health care and family planning by increasing the number of adolescents accessing integrated Sexual Reproductive Health Services.³⁴
- MoH shall ensure that 20% of health facilities are offering adolescent friendly sexual and reproductive health services per district annually.³⁵
- MoH planned to scale up Youth Friendly Sexual Reproductive Health services by increasing the number of health professionals trained in adolescent friendly service delivery by 20% by 2018.³⁶

c. Effectiveness of measures put in place by MoE to ensure provision of guidance and counselling to learners

- MoE shall ensure that the staffing in the Guidance Office at a school shall be as follows:
 - Grade 2 School shall be staffed by three teachers being two males and one female or two females and one male.
 - Grade 3 School shall be staffed by one male and one female Guidance teacher.³⁷
- MoE shall train and recruit a total of 400 (80 in each year between 2022 and 2026), secondary school teachers qualified to provide guidance and counselling by 2026.³⁸
- MoE shall ensure enhanced access to quality, equitable and inclusive education by increasing teachers qualified to provide Guidance & Counselling services from 2,600 in 2016 to 5,200 in 2021³⁹.

³³National Strategy on Ending Child Marriage in Zambia 2016-2021, Objective 3, Strategy 1, (ii)

³⁴ 7NDP Implementation Plan 2017-2021, Strategy 1, Pp.51

³⁵ National Strategy on Ending Child Marriage 2016-2021, Objective 2, Strategy 2 (i)(i)

³⁶ National Strategy on Ending Child Marriage 2016-2021

³⁷ Guidelines on the Administration and Management of Guidance and Counselling in the Education System of 2014. Pp.7

³⁸ 8NDP National Implementation Plan (2022 to 2026), Output (b), Strategy 1, pp 108 soft copy

³⁹ 7NDP Implementation Plan (2017 to 2021), Output (b), Strategy 1, pp 58 soft copy



i. Effectiveness of measures put in place by MoE to improve access to and retention to quality education to learners

- MoE planned to increase primary completion rates (Grade 7) to 95% and secondary completion rates by 15% and 23% for boys and girls respectively by 2021⁴⁰.
- MoE planned to reduce the number of girls dropping out of school by 30% by 2021.⁴¹

d. Effective provision of child-sensitive services by MLGRD to reduce children's vulnerability to marriage

- The MLGRD planned to reduce children's vulnerability to child marriage by conducting a baseline survey to assess the number of recreational facilities requiring reclamation and areas where these were lacking.⁴²
- The MLGRD planned to establish and /or renovate one (1) community reading and recreation facility in each District by 2021.⁴³

i. Effectiveness of MLGRD measures in the prevention of harmful cultural practices, including child marriages

- SDG 5, Target 5.3 aims to “eliminate all harmful practices, such as child, early and forced marriage” by 2030.⁴⁴

e. Effective Implementation of Ending Child Marriage Activities by MCDSS

i. Strengthening the child and family welfare system

- In order to strengthen the child and family welfare system to prevent and respond to child marriage and other related protection concerns the MCDSS shall establish and implement safe space programmes in at least five provinces by 2021 with 10,000 (2,000 per province) girls participating in the Safe Space programmes per annum.⁴⁵
- In order to facilitate the provision of child sensitive services and reduce children's vulnerability to child marriage, the MCDSS shall construct safe houses in targeted districts.⁴⁶

⁴⁰ National Strategy on Ending Child Marriage, Objective 4, Strategy 3, (iii)

⁴¹ *ibid*

⁴² National Strategy on Ending Child Marriage 2016-2021, Objective, Strategy 5 (i) (i)

⁴³ *ibid*

⁴⁴ Sustainable Development Goal (SDG) No. 5, Target 5.3

⁴⁵ National Strategy on Ending Child Marriage in Zambia 2016-2021-Objective 4, Strategy 5 (iii) (iii)

⁴⁶ National Plan of Action on Ending Child Marriage -July 2016 to June 2021 Objective No. 4, Strategy No.3 (6) Pp.26



ii. Mainstreaming of interventions that end child marriage in social protection programmes

- In order to develop and implement a programme to institutionalise the ending of child marriage interventions in the social protection programmes, the MCDSS shall ensure ending child marriage interventions are mainstreamed in all social protection programmes by December 2021.⁴⁷ In addition, the MCDSS shall ensure that 50% of identified victims of child marriage are receiving support by 2021.⁴⁸

f. Effectiveness of Legislation and Regulations governing ending of child marriage by Ministry of Justice

i. Review and revision of existing policies and statutes to identify gaps regarding child marriage

- To facilitate the development and review of policies and legislation to ensure consistent interpretation and application of child related interventions, the MoJ shall harmonise existing policies and customary and statutory legislation on child marriage. The existing policies shall be reviewed with amendments to address ending child marriage proposed by 2021.⁴⁹

g. Effective Provision of Training on Case Management and Support for Child Offenders and Victims of Child Marriage by the Judiciary

- The Judiciary shall provide training on case management and provide support to offenders and victims of child marriage.⁵⁰

i. Effectiveness of measures to Fast-track Child Marriage-related Cases by the Judiciary

- The Judiciary shall fast track child marriage related cases.⁵¹

5.2.2 Effective Coordination in the Implementation of End Child Marriage Programmes

a. Strengthening of Coordination at all Levels by the Division

- The Division shall strengthen multi-sectorial responses to reduce children's vulnerability to marriage by strengthening coordination mechanisms at the national, provincial, district and community levels by ensuring that the TORs for the National coordinating body are developed and approved by June 2016.⁵²

⁴⁷ National Strategy on Ending Child Marriage in Zambia 2016-2021- Objective No.4, Strategy 1(i)(i)

⁴⁸ National Strategy on Ending Child Marriage in Zambia 2016-2021- Objective No.4, Strategy 1(ii)(ii)

⁴⁹ National Strategy on Ending Child Marriage 2016-2021, Objective 2, (ii) (i)

⁵⁰ National Strategy on Ending Child Marriage in Zambia 2016-2021 Pp. 21 Soft Copy

⁵¹ National Strategy on Ending Child Marriage in Zambia 2016-2021 Pp. 21 Soft Copy

⁵² National Plan of Action on Ending Child Marriage 2016-2021, Objective 1, Strategy 1(i)



- The Division shall develop and disseminate operational guidelines for sub-national levels to all levels by June 2016.⁵³
 - The Division shall establish a clear reporting structure and develop a format by June 2016 with progress reports being submitted from December 2016 every six months.⁵⁴
 - The Division shall have capacity-building programmes for various mechanisms (including Provincial Development Coordinating Committee (PDCC), District Development Coordinating Committee (DDCC), Area Coordinating Committees (ACC) and other relevant mechanisms) and stakeholders (including traditional authorities, CSOs, health workers, etc.) developed and implemented by December 2016 and train 1160 staff trained in interventions to end child marriage by June 2017.⁵⁵
- b. Mechanisms Developed by the Division to Harmonise and Rationalise Stakeholder Programmes on Ending Child Marriage**
- The Division shall ensure that all the Ministries involved in the consortium are reporting by 2018 on the impact of their activities to end vulnerability to child marriage. In addition, it shall ensure that all implementing stakeholder institutions submit annual reports.⁵⁶
 - The Division planned to develop mechanisms to harmonise and rationalise stakeholder programmes on ending child marriage with the National Strategy by ensuring a 40% reduction in incidences of marriage of persons below 18 years by 40% by 2021⁵⁷. In addition, they planned to reduce incidences of teen pregnancies by 40% by 2021.⁵⁸
- c. Awareness on Ending Child Marriage Among Stakeholders by the Gender Division**
- Government through the Division planned to reduce child marriage incidences from 31.4% in 2016 to 11.4% in 2021 through social and cultural re-setting.⁵⁹
- d. Establishment of Strategic Partnerships to Share Best Practices in Ending Child Marriage**
- The Division shall establish strategic partnerships to share best practices, by holding at least three (3) annual fora/symposia by December 2021.⁶⁰

⁵³ National Plan of Action on Ending Child Marriage 2016-2021, Objective 1, Strategy 1(iii)

⁵⁴ National Strategy on Ending Child Marriage in Zambia 2016-2021, Objective 1, Strategy 1(iv)(iv)

⁵⁵ National Strategy on Ending Child Marriage in Zambia 2016-2021, Objective 1, Strategy 1(iv)(iv)

⁵⁶ National Strategy on Ending Child Marriage 2016-2021, Objective 1, Strategy 4 (ii)

⁵⁷ National Strategy on Ending Child Marriage 2016-2021, Objective 1, Strategy 4 (vi)

⁵⁸ National Strategy on Ending Child Marriage 2016-2021, Objective 1, Strategy 4 (vii)

⁵⁹ 7NDP Implementation Plan (2017 to 2021), Objective 5, Strategy 3, pp 48 soft copy

⁶⁰ National Strategy on Ending Child Marriage, Objective 1, Strategy 5(ii)



5.2.3 Effective Monitoring of Ending Child Marriage Programmes by the Gender Division

- The Division shall develop and implement an M&E system (including information management system and M&E plan) on ending child marriage by August 2016. In addition, Gender Division shall conduct M&E activities on a quarterly basis and reports prepared.⁶¹
- The Division shall regularly update a National Database on child marriage.⁶²
- Mid-term review of the strategy shall be undertaken by June 2018 and the End-term evaluation shall be undertaken by December 2021.⁶³

5.2.4 Conducting Research on Ending Child Marriage by the Gender Division

- The Division planned to conduct at least one (1) thematic study on child marriage every two (2) years.⁶⁴

⁶¹ National Strategy on Ending Child Marriage, Objective 1, Strategy 3(i)(i)(iv)

⁶² National Strategy on Ending Child Marriage in Zambia 2016-2021, Objective 1, Strategy 3(iii)

⁶³ National Strategy on Ending Child Marriage, Objective 1, Strategy 3(ii)(iii)(iv)

⁶⁴ Analysis of Interviews 2023



CHAPTER SIX

FINDINGS

6.0 Introduction

This chapter highlights the findings generated based on the objectives of the audit. The findings were further enhanced by comparing sufficient and appropriate evidence to criteria, verifying the problem(s) and analysing causes to the problems based on audit criteria.

6.1 Effectiveness of the Gender Division and the Consortium Line Ministries in implementing measures to end child marriage

6.1.1 Effective facilitation of programmes that End Child Marriage by the Gender Division

6.1.1.1 Implementation of interventions to reduce negative cultural and social norm practices among adolescent girls by the Division

The Division planned to reduce negative culture and social norms practices through increasing the number of adolescent girls receiving prevention and care interventions to address teenage pregnancy and child marriage from a baseline of 11,851 in 2021, to 15, 000 in 2022, 35,000 in 2023 and to 100, 000 in 2026.⁶⁵

However, as of October 2023, the Division had not provided the necessary statistics on the number of adolescent girls who had received these prevention and care interventions. Consequently, the audit could not determine whether there had been a reduction in negative culture and social norms practices among adolescent girls with respect teenage pregnancy and child marriage between 2021 and 2023.

In response, the Division stated that the challenge faced was that of non-reporting by the consortium Line Ministries, which they planned to work on in the next strategy, commencing 2024. The Division further stated that their focus was the sensitisation of the Traditional Leaders and Chiefdoms. It was also stated the Division had since incorporated focus group discussions and dialogues with religious leaders, parents, marriage counsellors, teachers, boys and girls. The Division further submitted that they were not directly involved in the provision of care interventions though with the development of the National Gender Management System, the information would be provided from service providers.

⁶⁵ 8NDP Implementation Plan 2022-2026, Development Outcome 4, Strategy 2, Pp.140 Soft Copy



6.1.1.2 Prevention of negative attitudes, behaviours, beliefs, and practices to reduce incidences of child marriage by the Division

The Division planned to conduct a Knowledge, Attitudes and Practices (KAP) survey that would determine whether 50% of targeted men, women and young people have had positive attitudes, behaviours, beliefs and practices in 2021.⁶⁶

However, interviews with Gender Division management revealed that despite planning for the survey in 2021, it was not conducted as of October 2023. As a result, the Division was unable to determine the extent to which targeted men, women and young people had positive attitudes, behaviours, beliefs and practices in reducing incidences of child marriages.

In response, the Division stated that they had plans to undertake the KAP Survey under the new Strategy. They further submitted that the study conducted by the Division's Planning Unit included a KAP survey on Drivers of Child Marriage in 2023.

6.1.1.3 National Database on Child Marriage

According to the National Strategy on Ending Child Marriage, the Gender Division shall regularly update a national database on child marriage.

Although the Division had planned to update the National Database on a regular basis, interviews with officials at the Division revealed that there was no national database relating to victims of child marriage. The officials stated that line Ministries were involved in the fight against child marriage and each of them had their own areas of interest in which they captured the information on child marriage. For instance, MoE captured information on school dropouts whilst MoH captured information on teenage pregnancies. Consequently, the Gender Division did not have consolidated child marriage statistics held by the line Ministries, leading to the non-availability of the current and comprehensive statistics. As a result, there were no up to date statistics on child marriage as the Division did not update the national database on a regular basis. This also led to the Division not having information on the widespread nature of child marriages in the country.

In response, the Division stated that the major issue with the availability of these statistics was the periodicity of the major consolidated source, the ZDHS. The last ZDHS was undertaken in

⁶⁶National Strategy on Ending Child Marriage in Zambia 2016-2021, Objective 3, Strategy 1, (ii)



2018 while the subsequent one is expected in 2024 and it is expected that the revision will take into consideration the ZDHS.

6.1.2 Effectiveness of MoH's Measures in Scaling Up Youth Friendly Sexual Reproductive Health Services

6.1.2.1 Teenage Pregnancies Recorded

Ministry of Health planned to reduce the prevalence of teenage pregnancies from 27% in 2017 to 18% in 2021 and promote maternal child health care and family planning by increasing the number of adolescents accessing integrated Sexual Reproductive Health Services.⁶⁷

However, interviews with MoH management revealed that a decrease of 1.2% was recorded in teenage pregnancies in 2018, 5.8% in 2019, 5.9% in 2020 and 11.2% in 2021.

This showed that the Ministry did not meet the target decrease of 18% by 2021 as shown in table 6.2 below:

Table 6. 2-Percentage of Teenage Pregnancies Recorded in the Country

Year	Target (%)	Teen Pregnancies Recorded (%)	Variance (%)
2017	27	27	0
2018	25	26.2	-1.2
2019	21	26.8	-5.8
2020	19	24.9	-5.9
2021	18	29.2	-11.2

Source: Ministry of Health- 2023

According to the Ministry, failure to meet the target resulted from resistance to behavior change among adolescents despite sensitisation. As a result, the number of teenage pregnancies remained high.

In addition, a visit to nineteen (19) districts and interviews with management at District Health Offices (DHOs) revealed that only Lusaka DHO with a 17% prevalence of teenage pregnancies exceeded the 18% target for 2021 while the rest of the districts did not meet the target with the highest being Namwala DHO at 31% in 2021. See **Appendix 4**

Factors at individual level such as child marriage, exposure to media, knowledge about sexual and reproductive health (SRH) and contraception, contraceptive use, as well as risky sexual

⁶⁷ 7NDP Implementation Plan 2017-2021, Strategy 1, Pp.51



behaviours were found to be significantly associated with adolescent pregnancy. Consequently, an adolescent who falls pregnant may be more likely to get married and continue having more children. In addition, these adolescents may have complications relating to pregnancy and childbirth, which may lead to the death of the mother as well as the baby. For instance, interviews with MoH officials and an analysis of antenatal visit statistics revealed that a total of 232 adolescent girls who visited the health facilities, aged between 10 to 19 years died as a result of teenage pregnancies in the period 2020 to 2022. See table 6.3 below.

Table 6.3: Adolescent Girls (10-19 Years) Maternal Mortality

Year	Number of Deaths
2020	67
2021	74
2022	91
Total	232

Source: Ministry of Health, 2023

6.1.2.2 Prevention and care interventions for adolescent girls

Ministry of Health planned to reduce negative culture and social norm practices through increasing the number of adolescent girls receiving prevention and care interventions to address teenage pregnancy and child marriage from a baseline of 11,851 in 2021 to 15, 000 in 2022 to 35,000 in 2023 and to 100, 000 in 2026.⁶⁸

Interviews with management revealed that the Ministry exceeded the target of the planned number of adolescent girls that received prevention and care interventions to address teenage pregnancy and child marriage. For example, the target was exceeded by 411,411 in 2021, 453,447 in 2022 and 198,766 in 2023. See table 6.1 below.

Table 6.1: Number of Adolescent Girls Receiving Prevention and Care interventions to address Teenage Pregnancy and Child Marriage 2021-2023

Year	Planned Number of Adolescent Girls	Actual Number of Adolescent Girls	Variance
2021	11,851	423,262	-411411
2022	15,000	468,447	-453447
2023	35,000	233,766	-198766

Source: Ministry of Health 2023

⁶⁸ 8NDP Implementation Plan 2022-2026, Development Outcome 4, Strategy 2, Pp.140 Soft Copy



The increased number of adolescent girls receiving prevention and care interventions may lead to a decrease in the number of adolescent girls falling pregnant which may lead to a reduction in incidences of child marriage.

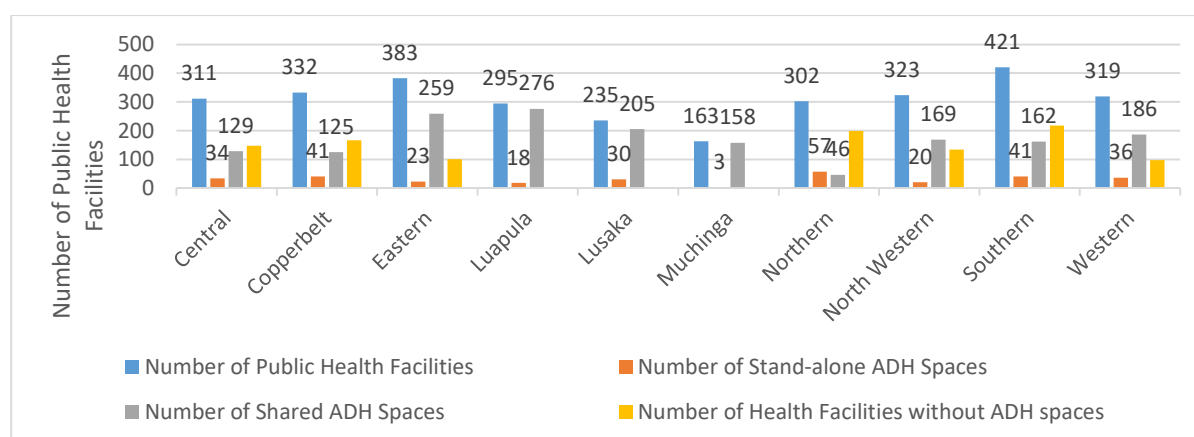
The MoH did not provide a response to this finding as at November 2024.

6.1.2.3 Health Facilities with Adolescents Friendly Sexual and Reproductive Health Spaces

MoH planned that 20% of health facilities should offer adolescents friendly sexual and reproductive health services per district.⁶⁹

Interviews conducted with officers from the MoH headquarters revealed that more than 20% of health facilities in the country were offering ADH Services thereby exceeding the planned target of 20%. However, despite most of the health facilities offering these services, the audit established that at national level 303 out of 3,084 public health facilities representing 10% were offering ADH services in stand-alone or permanent adolescent health safe spaces, whilst 1,715 representing 56% had improvised adolescent safe spaces. In addition, a total of 1,066 health facilities representing 35% neither had stand-alone nor improvised adolescent health safe spaces. Therefore, ADH services were offered alongside programmes such as Maternal and Child Health Services (MCH) resulting in adolescents not being separated from other clients. See **Appendix 5** and figure 6.1 below for the national picture of health facilities with ADH and reproductive health spaces.

Figure 6.1: Number of Health Facilities with Adolescents Friendly Sexual and Reproductive Health Spaces



Source: Ministry of Health 2023

As can be seen in chart 6.1 above, the number of health facilities with stand alone ADH spaces was lower than facilities with shared and without ADH spaces. This was attributed to

⁶⁹ National Strategy on Ending Child Marriage 2016-2021, Objective 2, Strategy 2 (i)(i)



inadequate space at health facilities to build stand-alone structures. As a result, adolescents would shun accessing ADH services in health facilities with shared spaces, as they were not free to interact with health care providers who were reportedly judgemental. In addition, the opportunity for adolescents who were not sick but, required ADH services for informed decision making regarding their health was not there, leading to an increase in teen pregnancies and child marriage.

Further, an analysis of statistics obtained from nineteen (19) DHOs visited revealed that out of 705 health facilities, a total of 181 health facilities had stand-alone ADH friendly spaces whereas 388 were providing ADH services in shared spaces.

In addition, a total of 136 health facilities did not have ADH friendly spaces leading to lack of privacy or confidentiality during sessions such as HIV testing, disclosure & adherence counselling, condom provision among others. The absence of stand-alone ADH friendly spaces led to compromised ADH services as adolescents accessed contraceptives, treatment for sexually transmitted infections (STIs) among other services with older people. This reduced attendance and access ADH services by Adolescents. See **Appendix 6** for the list of visited health facilities with standalone, shared and without ADH friendly spaces.

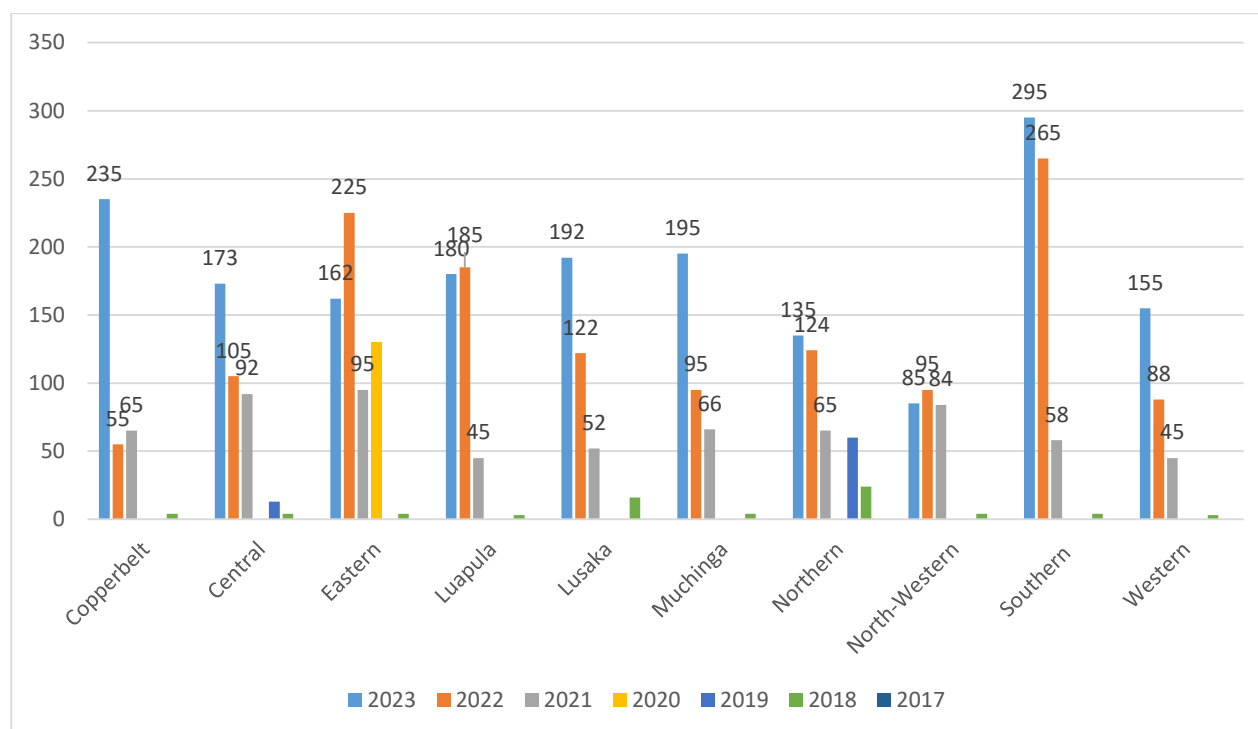
6.1.2.4 Training of Health Professionals in Adolescent Friendly Service Delivery

According to the National Strategy on Ending Child Marriage in Zambia 2016-2021, MoH planned to scale up Youth Friendly Sexual Reproductive Health services by increasing the number of health professionals trained in adolescent friendly service delivery by 20% by 2018.⁷⁰ An analysis of data obtained through document review from MoH revealed that the Ministry trained a total of 4,106 health professionals in ADH service provision between 2018 and 2020. The distribution of trained health professionals per province is shown in **figure 6.2.** below:

⁷⁰ National Strategy on Ending Child Marriage 2016-2021



Figure 6.2: Number of Health Care Workers Trained in Adolescent Health Services



Source: Ministry of Health 2023

Overall, the Ministry achieved the set target of scaling up Youth friendly Sexual Reproductive Health services by increasing the number of health professionals trained in adolescent friendly service delivery by 20% by 2018. As a result, the adolescents in all the provinces benefited from receiving professional ADH services, which may have resulted in informed decision making regarding their health.

6.1.3 Effectiveness of measures put in place by MoE to ensure provision of guidance and counselling to learners

6.1.3.1 Staffing levels - Guidance and Counselling Office

The staffing in the Guidance office at a school shall be as follows:

- Grade 2 schools shall be staffed by three teachers being two males and one female or two females and one male Guidance and Counselling teachers.
- Grade 3 schools shall be staffed by one male and one female Guidance and Counselling teacher.⁷¹

Interviews with MoE officials in nineteen (19) districts visited revealed that a total of 105 out of 1,738 Grade 2 and Grade 3 schools, representing 6%, were staffed by only female Guidance

⁷¹ Guidelines on the Administration and Management of Guidance and Counselling in the Education System 2014



and Counselling teachers as shown in **Appendix 7** whereas, a total of 133 Grade 2 and Grade 3 schools, representing 8%, as shown in **Appendix 8** had only male Guidance and Counselling teachers when the schools had both female and male learners. The MoE officials stated that most teachers were not willing to be appointed to provide Guidance and Counselling services due to lack of motivation in form of allowances for the additional responsibility given which resulted in work overload. As a result, learners of the opposite gender could not confide in the Guidance and Counselling teacher of the opposite sex whenever they needed Guidance and Counselling services thereby becoming susceptible to teen pregnancy and eventually child marriage.

In response, the MOE stated that there was unwillingness of teachers to be appointed as Guidance and Counselling teachers as most teachers were not willing to take up guidance and counselling as a training due to lack of motivation in form of career progression and allowances.

6.1.3.2 Training and Recruitment of Guidance and Counselling Teachers

MoE planned to train and recruit a total of 400 (80 in each year between 2022 and 2026) secondary school teachers qualified to provide guidance and counselling by 2026.⁷²

However, interviews with MoE officials at headquarters revealed that as of October 2023, the Ministry had neither trained nor recruited secondary school teachers qualified to provide Guidance and Counselling services. It was stated that the Ministry did not prioritise Guidance and Counselling in training and recruitment leading to a low number of teachers providing Guidance and Counselling services to learners thereby limiting access to the service.

In addition, MoE planned to increase the number of teachers trained to provide Guidance and Counselling to learners from 2,600 in 2016 to 5,200 in 2021.⁷³

However, interviews conducted with MoE officials at headquarters revealed that a total of 1,033 teachers were trained in Guidance and Counselling in the period under review bringing the total to 3,633 which was below the planned target of 5,200 due to resource constraints. This meant that the Ministry failed to meet the 2021 target thereby limiting the number of learners accessing information through Guidance and Counselling services as the teachers were less capacitated. This may result in an increase in the number of learners having no access to information needed to prevent them from falling pregnant and engaging in early marriage. See Table 6.5 below.

⁷² 8NDP National Implementation Plan (2022 to 2026), Output (b), Strategy 1, pp 108

⁷³ 7NDP Implementation Plan (2017 to 2021), Output (b), Strategy 1, pp 58



Table 6.5: Number of Trained Guidance and Counselling Teachers by Province

No.	Province	Level of Qualification				Total
		Certificate	Diploma	Degree	Masters	
1	Eastern	3	48	30	1	82
2	Copperbelt	19	148	51		218
3	Luapula	2	41	27	4	74
4	Lusaka	7	90	87	8	192
5	Muchinga	0	6	10	0	16
6	Northern	6	27	12	2	47
7	North Western	4	30	21	4	59
8	Southern	9	20	44	2	75
9	Central	2	21	49	3	75
10	Western	12	159	21	3	195
	Sub-Total	64	590	352	27	1033
	Base Year Figure in 2016					2600
	Total					3633

Source: MoE Directorate of Teacher Education and Specialised Services -2023

In addition, an analysis of the school database from nineteen (19) districts visited revealed that out 1,738 schools, a total of 321 schools representing 16% had no guidance and counselling teachers as shown in **Appendix 9**. It was stated that some teachers could not be appointed to offer guidance and counselling services to learners as they were neither trained nor oriented through Continuous Professional Development (CPD). Consequently, learners were not receiving the guidance and counselling needed to encourage them in their academic, social, emotional and personal development.

Further, out of a total of 2,596 guidance and counselling teachers in nineteen (19) districts visited, a total of 1,486 teachers representing 57% had been oriented through CPD while 1,261 teachers representing 49% were providing guidance and counselling services to learners without having undergone any form of training or orientation as shown in **Appendix 10**. The MoE officials stated that the District Education Board Secretary (DEBS) office had other competing needs such as construction of schools and increasing the number of science and mathematics teachers. Therefore, training of guidance and counselling teachers was not prioritised. Consequently, learners were not receiving quality guidance and counselling needed to encourage them in their academic, social, emotional and personal development.

In their response dated 17th April, MOE stated that they intended to recruit 160 Guidance and Counselling teachers during the 2024 teacher recruitment exercise in some selected districts and schools in order to beef up the staffing levels. Further, the Ministry stated that through the Provincial Education Offices, they shall ensure that as new teachers take up the positions,



adherence to the criteria for the required staff in the Guidance and Counselling office will be followed.

6.1.3.3 Guidance and Counselling Office Spaces

Interviews with personnel from MoE headquarters, Provincial Education and District Education offices revealed that not all schools in the country had guidance and counselling offices for offering guidance and counselling services to learners.

In addition, at district level, a visit to nineteen (19) districts and a review of the documents provided revealed that 543 out of 1,738 schools did not have guidance and counselling offices. See **Appendix 11**.

Further, a physical inspection to nineteen (19) schools randomly selected in the districts visited revealed that only (9) schools had guidance and counselling offices as can be seen in table 6.6 below:

Table 6.6: List of Schools Visited with and without Guidance and Counselling Offices

S/N	Province	District	Name of School	Does School have a Guidance and Counselling
1	Central	Kabwe	Bwacha Secondary School	No
2		Chadiza	Chadiza Day Secondary School	No
3	Eastern	Katete	Katete Day Secondary School	Yes
4		Mansa	Chakopo Primary School	No
5	Luapula	Samfya	Samfya Secondary Boarding School	Yes
6		Chongwe	Chongwe Primary School	No
7		Chongwe	Chongwe Boarding School	No
8		Luangwa	Kaunga Primary School	No
9		Luangwa	Kakaro Primary School	No
10	Lusaka	Lusaka	Chilenje South Secondary School	No
11		Mungwi	Musenga Secondary School	Yes
12		Mpulungu	Mpulungu Secondary Boarding School	Yes
13	Northern	Kasama	Ituna Secondary School	Yes
14		Kazungula	Riverview Combined School	Yes
15	Southern	Namwala	Lubanga Combined School	No
16		Mongu	Mulambwa Secondary School	No
17		Senanga	Senanga Secondary Boarding School	Yes
18		Sesheke	Sesheke Secondary Boarding School	Yes
19	Western	Sesheke	Nakatindi Secondary School	Yes

Source: Performance Audit, 2023

Interviews further revealed that the reason for not having guidance and counselling offices in the ten (10) schools was due to the school infrastructural plan not providing for a guidance and counselling office. This may result in learners shunning away from attending counselling sessions due to lack of privacy.



6.1.3.4 Effectiveness of Measures Put in Place By MoE to Improve Access to and Retention to Quality Education

a. Primary and Secondary Completion Rates for Girls

MoE planned to increase primary completion rates (Grade 7) to 95% and secondary completion rates by 15% and 23% for boys and girls respectively by 2021.⁷⁴

A review of statistics from MoE headquarters revealed that at national level, there was a decrease of 11% in completion rates for Grade 7 from 97% in 2019 to 86% in 2020. The completion rates for primary school boys decreased by 3.10% from 97% in 2019 to 94% in 2020. This was still less than the planned increase in the completion rate of 15%. Further, the completion rate for girls reduced by 6% from 99% in 2019 to 86% in 2020. This was less than the planned increase in the completion rate of 23% for girls as shown in table 6.7 below.

Table 6.7: 2020 National Picture of the Completion Rate for Grade 7 and 12 by Gender

		Year			
Grade/Gender/Year		Base Year 2019	2020	Variance	% Increase/ Decrease
Grade 7	Boys	96.90%	93.90%	3.00%	-3.10%
	Girls	99.54%	93.30%	6.24%	-6.27%
	Total	97.00%	86.40%	10.60%	
Grade 12	Boys	35.30%	36.40%	-1.10%	3.11%
	Girls	32.80%	31.40%	1.40%	-4.26%
	Total	34.10%	32.00%	2.10%	

Source: Ministry of Education Statistical Bulletin for 2020

In addition, the completion rates for secondary school boys increased by 3% from 35% in 2019 to 36% in 2020. This was still less than the planned increase in the completion rate of 15%. Further, the completion rate for girls reduced by 4% from 33% in 2019 to 31% in 2020. This was less than the planned increase in the completion rate of 23% for girls. Statistics for 2021 to 2023 were not provided by the Ministry as they were not yet official, therefore, the trend for these years could not be determined.

The decrease in the completion rate for girls may be attributed to them having dropped out of school due to pregnancy and child marriage. As a result, they are less likely to work and earn income thereby remaining vulnerable and susceptible to child marriage.

⁷⁴ National Strategy on Ending Child Marriage, Objective 4, Strategy 3, (iii)



b. Dropout Rates for Learners after Pregnancy

MoE planned to reduce the number of girls dropping out of school by 30% by 2021.⁷⁵

However, interviews with officials from MoE headquarters and a review of the 2020 Statistical Bulletin revealed that at national level, there was an increase of 5% in dropout rates from 1.9% in 2019 to 2% in 2020 for grade 1 to 7.

Further, the dropout rates for grades 8 to 12 remained unchanged at 1.8% for 2019 and 2020. The Ministry did not provide statistics for 2021 to 2023, stating that the data was not yet official, therefore, the trend for the years could not be determined as shown in Table 6.8 below:

Table 6.8: National Picture of the Dropout Rates for 2019 to 2020

Grade	Year		Percentage Increase/ Decrease
	2019	2020	
1 to 7	1.90%	2.00%	5%
8 to 12	1.80%	1.80%	0%

Source: Ministry of Education Statistical Bulletin for 2020

In addition, a visit to nineteen (19) districts in six (6) provinces revealed that between 2020 and 2022, a total number of 6,831 and 646 girls dropped out of school due to pregnancy and child marriage respectively. Of the nineteen (19) districts visited, Mansa district had the highest number of girls dropping out of school whilst Luangwa district had the lowest numbers of girls dropping out of school between 2020 and 2022. **See Appendix 12.** As a result, girl's education maybe delayed and chances of them getting back to school after delivery and marriage may be reduced thereby making them more vulnerable.

6.1.4 Effective Provision of Child-sensitive Services by MLGRD to Reduce Children's Vulnerability to Marriage

6.1.4.1 Baseline Survey to Assess Number of Recreational Facilities

The MLGRD planned to reduce children's vulnerability to child marriage by conducting a baseline survey to assess the number of recreational facilities requiring reclamation and areas where these were lacking.⁷⁶

However, interviews with officials from MLGRD at headquarters revealed that a baseline survey had not been conducted by December 2023 citing that there were no funds released by Treasury to undertake the assessment. Therefore, there were no statistics to show the number

⁷⁵ *ibid*

⁷⁶ National Strategy on Ending Child Marriage 2016-2021, Objective, Strategy 5 (i) (i)



of recreation facilities which needed to be reclaimed and areas where they were lacking, which could help young people to be preoccupied with meaningful social activities.

6.1.4.2 Recreation and Reading Facilities

The MLGRD planned to establish and /or renovate one (1) community reading and recreation facility in each District by 2021.⁷⁷

However, interviews with officials at the MLGRD headquarters revealed that the Ministry had no consolidated data to determine whether each district in the country had established and/ or renovated one (1) community reading and recreation facility.

Document review and interviews with seven (7) Provincial Local Government Officers revealed that out of eighty-three (83) districts in the seven (7) provinces visited, two (2) districts namely Nyimba and Mambwe had established new community reading facilities while four (4) namely Kasenengwa, Petauke, Lusaka and Mazabuka had renovated the existing community reading facilities bringing the total to six (6) community reading facilities. Further, fifty (50) districts had neither established nor renovated the existing community reading facilities. The remaining twenty-seven (27) districts did not provide information needed to determine whether there were new reading facilities established or renovated existing facilities as of December 2023.

In terms of recreation facilities, it was revealed that seven (7) out of eighty-three (83) districts had established new and/ or renovated existing recreation facilities while twenty-five (25) districts had neither established new nor renovated the existing recreation facilities as of December 2023.

Furthermore, fifty-one (51) districts did not provide information to enable the audit determine the existence of these facilities. Reasons cited were that despite the strategy on ending child marriage having stated that the MLGRD was supposed to establish and renovate reading and recreational facilities in all districts, the Ministry did not plan for the activities hence they were not prioritised. Consequently, the lack of community recreational and reading facilities may result in children engaging in wrong vices such as premarital sex which may lead to early pregnancies as there are no adequate community facilities to keep them occupied. **See Appendix 13.**

⁷⁷ ibid



6.1.4.3 Effectiveness of MLGRD measures in the prevention of harmful cultural practices, including child marriages

Government through MLGRD planned to implement SDG 5, Target 5.3 which aims to “eliminate all harmful practices, such as child, early and forced marriage” by 2030.⁷⁸

Interviews with MLGRD officials at headquarters indicated that measures were in place to prevent harmful cultural practices such as the development of by-laws on ending child marriage in chiefdoms. The by-laws were meant to deter parents from marrying off their child who was below the age of 18 and no girl below the age of 18 was to be found pregnant as doing so would be tantamount to punishment or fine on the child, parent and the boy/man.

However, it was revealed that out of 288 chiefdoms in the country, only ten (10) chiefdoms, representing 3%, with the support of an NGO, Plan International Zambia formulated by-laws for ending child marriage and teen pregnancies in 2018. This meant that parents in chiefdoms with no by-laws on ending child marriage continued to marry off their children who were below the age of 18 without being reprimanded.

In addition, the audit established that girls under the age of 18 who were found pregnant together with the perpetrator went unpunished. An interview with Chieftainess Kawaza of the Chewa people in Katete district of Eastern Province reaffirmed that despite the chiefdom having by-laws on ending child marriage, they faced a challenge of enforcing punishment on the perpetrators of child marriage as Customary Law was not backed by Constitutional Law. The low number of chiefdoms having by-laws may result in failure to eliminate harmful practices as per target.

Further, interviews with Chief Provincial Officers in the seven (7) provinces visited revealed that harmful traditional initiation ceremonies such as Chinamwali in Eastern province, Mwalanjo in Western province and Chisungu in Northern Province were still being practiced on girls who had reached puberty. While there were no statistics on the number of girls who underwent these ceremonies, MLGRD stated that these ceremonies were widespread, age-inappropriate and promoted gender-role stereotypes. As a result, these ceremonies discouraged girls’ education and ultimately made teenagers more vulnerable to sexual abuse, child marriage, and Pregnancy.

⁷⁸ National Strategy on Ending Child Marriage, 2016-2021 Pp.5



6.1.5 Effective Implementation of Ending Child Marriage Activities by MCDSS

6.1.5.1 Strengthening the child and family welfare system to prevent and respond to child marriage and other related protection concerns

In order to strengthen the child and family welfare system to prevent and respond to child marriage and other related protection concerns the MCDSS shall establish and implement safe space programmes in at least five provinces by 2021 with 10, 000 (2,000 per province) girls participating in the Safe Space programmes per annum.⁷⁹

Interviews with MCDSS revealed that as of October 2023, the Ministry implemented the safe space programme in three (3) out of five (5) provinces namely, Lusaka – Lusaka District, Western – Senanga District, and Eastern – Katete District through a multi sectorial approach involving MoE and MoH in which 12,121, 6,108, 6,899 and 9,235 girls participated in 2020, 2021, 2022 and 2023 respectively.

An inquiry as to why the programme was only implemented in three (3) provinces established that the safe space programme was still at pilot stage with support from UNFPA and UNICEF. As a result, there has been no roll out to other districts resulting in ECM victims not having access to safe space programmes. See **table 6.9** below.

Table 6.9: Number of Girls Participating in Safe Space Programme

No.	Province	District	2020	2021	2022	2023
1	Eastern	Katete	-	-	2,397	3,430
2	Lusaka	Lusaka	-	-	1,285	2,200
3	Western	Senanga	12,121	6108	3,217	3,605
	Total		12,121	8,129	6,899	9,235

Source: MCDSS Data base of Safe Space Enrolments 2023

As can be seen in table 6.9 above, the safe space programme was only implemented in Senanga district of Western province by 2020, with Eastern and Lusaka provinces participating in 2022 and 2023. Despite the Ministry having implemented the safe space programme in the three (3) districts in 2022, Lusaka did not meet the target of 2,000 girls per province. Interviews further revealed that the safe space programme was implemented in only one (1) district for each of the three (3) provinces. The MCDSS had not prioritised the implementation of the safe space programme due to other competing social protection programmes such as Social Cash Transfer and Keeping Girls in School. As a result, girls in provinces that had not implemented the

⁷⁹ National Strategy on Ending Child Marriage in Zambia 2016-2021-Objective 4, Strategy 5 (iii) (iii)



programme were deprived from benefiting from platforms for life skill building such as sexual reproductive health, interaction with peers and mentorship.

6.1.5.2 Safe Houses

MCDSS planned to construct safe houses in targeted districts to facilitate the provision of child sensitive services and reduce children's vulnerability to child marriage.⁸⁰

Interviews with MCDSS officials at headquarters revealed that the Ministry planned to construct one (1) safe house in each of the ten (10) provinces. However, six (6) safe houses were constructed in five (5) provinces namely Lusaka – Chongwe and Lusaka, Eastern - Chipata, Western - Sesheke, Luapula - Mansa and Northern - Mungwi while one (1) transit home was constructed in Central Province - Kabwe. This was due to inadequate funding despite the MCDSS having planned for the construction of safe houses.

Safe houses were not constructed in five (5) provinces namely Muchinga, North-western, Copperbelt, Southern and Central resulting in the need for victims to be taken to other provinces for safety. This discouraged victims from seeking refuge in the safe houses, thereby making them more susceptible to child marriage. In addition, it was costly on the part of Government in cases where the child was appearing before court as they had to be transported to and from the district where the court and safe house were located.

A visit to nineteen (19) districts and interviews with Social Welfare Officers confirmed that only five (5) districts had government owned safe houses while the rest had privately owned safe houses. These were run by private organisations and the Department of Social welfare had the mandate to supervise them by designing the minimum standard of care which they were supposed to adhere to. The reasons cited as to why Government did not own safe houses, was that MCDSS did not prioritise the activity of constructing safe spaces, despite having planned for them. See table 6.10 below.

⁸⁰National Plan of Action on Ending Child Marriage -July 2016 to June 2021 Objective No. 4, Strategy No.3 (6) Pp.26



Table 6.10: Number of Government and Privately-owned safe Houses Per Province

No.	Province	District	Number of Government House of Safety	Number of Private House of Safety
1	Central	Chisamba	0	0
2		Kabwe	0	0
3	Eastern	Chipata	1	1
4		Chadiza	0	0
5		Katete	0	0
6	Luapula	Mansa	1	2
7		Samfya	0	0
8	Lusaka	Chongwe	1	0
9		Luangwa	0	0
10		Lusaka	1	0
11	Northern	Kasama	0	4
12		Mpulungu	0	0
13		Mungwi	1	0
14	Southern	Namwala	0	0
15		Choma	0	3
16		Kazungula	0	5
17	Western	Mongu	0	2
18		Senanga	0	0
19		Sesheke	1	0

Source: MCDSS 2023

Consequently, whenever there was a victim of child marriage in need of safety, MCDSS would send them to privately owned safe houses, which may not have space to accommodate them due to inadequate space.

In their response dated 26th March 2024, MCDSS stated that the Ministry were working in collaboration with UNICEF and UNFPA in the implementation of the GPECM has since provided Twelve (12) Safe Houses in eight (8) Provinces which include Lusaka, Western, Northern, North- Western, Muchinga, Eastern, Central and Copperbelt Provinces.

In their response dated 26th March, 2024 MCDSS indicated that the Ministry was implementing Phase II of the Global Programme on Ending Child Marriage (GPECM) which came to an end in December 2023 in the two (2) Provinces; Eastern and Western as pilots of the programme. In addition, the Ministry stated that despite Lusaka Province not being among the implementing Provinces, the district had two existing Safe Houses.

6.1.5.3 Mainstreaming of interventions that end child marriage in social protection programmes

Ministry of Community Development and Social Services shall ensure ECM interventions are mainstreamed in all social protection programmes and ensure that 50% of identified victims of child marriage are receiving support by December 2021.

The audit revealed that MCDSS had mainstreamed ECM in its Social Protection Programmes such as Keeping Girls in School (KGS), Public Welfare Assistant Scheme (PWAS), Village banking, Food Security Pack (FSP) and Social Cash Transfer (SCT).



Interviews also revealed that despite the ECM victims receiving social protection support, the MCDSS was not able to provide statistics of ECM victims receiving social protection support. As a result, the audit could not determine whether they had achieved the target of ensuring that 50% of identified child marriage victims were receiving support due to non-segregation of data between ECM beneficiaries and other social protection programmes beneficiaries. Therefore, the statistics of child marriage beneficiaries from the social protection programmes was not known.

In their response dated 26th March 2024, MCDSS stated that the Ministry through SW4 (Social Welfare Reporting Statistical Package) had incorporated deliberate indicators to take account of the number of children retrieved from Child Marriages and a number of child marriage victims linked to social protection programmes.

6.1.6 Effectiveness of Legislation and Regulations governing ending of child marriage by Ministry of Justice

6.1.6.1 Review and revision of existing policies and statutes to identify gaps regarding child marriage

To facilitate the development and review of policies and legislation to ensure consistent interpretation and application of child related interventions, the MoJ shall harmonise existing policies and customary and statutory legislation on child marriage. The existing policies shall be reviewed with amendments to address ending child marriage proposed by 2021.⁸¹

Interviews with the MoJ revealed that harmonising policies or legislation related to customary law did not fall within their mandate. This was because customary law was unwritten and varied across the different tribes of Zambia. However, the MoJ was responsible for statute law, which primarily consisted of older legislation. Legislative responsibilities were distributed among different Line Ministries, with child legislation falling under the Ministry of Community Development and Social Services (MCDSS), as designated by Gazette Notice No. 1123 of 2021.

Furthermore, interviews with officials from the Ministry of Justice (MoJ) indicated that, historically, there were multiple statutes defining the term 'child'. However, they noted that the harmonization of child-related legislation was accomplished through the Children Code Act of 2022. This Act consolidated various child-related laws and standardized the definition of a 'child' as an individual below the age of 18.

⁸¹ National Strategy on Ending Child Marriage 2016-2021, Objective 2, (ii) (i)



However, the law is still not clear on the minimum age for engaging in marriage and as a result, children continue being victims of child marriage as the law cannot be enforced on perpetrators.

In response, the Division stated that review of legislation was on-going and was a multi sectorial effort and that they had thus far participated in the review of the Marriage Act and the Anti-GBV Act.

The MoJ did not provide a response to this finding as at November 2024.

6.1.7 Effective Provision of Training on Case Management and Support for Child Offenders and Victims of Child Marriage by the Judiciary

6.1.7.1 Effectiveness of Measures to Fast-track Child Marriage-related Cases by the Judiciary

The Judiciary planned to fast track all child marriage related cases.⁸²

A review of documents provided by the Judiciary revealed that despite the Judiciary giving preference to Gender Based Violence (GBV) in accordance with the dictates of the Law, the Judiciary did not maintain separate statistics on child marriage as the Gender Based Violence statistics were not segregated between the category of child marriage and defilement cases due to inadequate manpower. In addition, cases relating to children often came to court as defilement cases or abduction of girls under the age of sixteen. The absence of separate statistics may lead to underreporting of child marriage cases. Some cases might be misclassified as defilement or other offences, resulting in inaccurate data. Therefore, tracking progress in reducing child marriage becomes difficult.

6.1.7.2 Training on Case Management

The Judiciary shall provide training on case management and provide support to offenders and victims of child marriage.⁸³

A review of documents provided by the Judiciary revealed that out of 209 Magistrates that were planned to be trained in case management, only eighteen (18) representing 9% were trained in Southern and Western Provinces between 2020 and 6th May 2024.

The Judiciary stated that this was due to inadequate funding for capacity building. There is thus a risk that inconsistent case management may result in unfairness as untrained Magistrates may apply different standards leading to disparities in outcomes.

⁸² National Strategy on Ending Child Marriage in Zambia 2016-2021 Pp. 21 Soft Copy

⁸³ National Strategy on Ending Child Marriage in Zambia 2016-2021 Pp. 21 Soft Copy



6.1.7.3 Support to Victims and Offenders of Child Marriage

The Judiciary planned to provide support to victims and offenders of child marriage.⁸⁴

A review of documents provided by the Judiciary revealed that offenders and victims of child marriage were often supported through the Victim Support Unit (VSU) at Zambia Police and MCDSS. The Judiciary stated that owing to the need to maintain the Judiciary's neutrality in adjudication, it seldom offered direct support to offenders. The audit also established that victims of child marriage often suffered from trauma, emotional distress and feelings of helplessness. There is thus a risk that the absence of judicial support may exacerbate these negative emotions and without proper legal guidance, victims may struggle to follow the complex legal processes.

6.2 Effective Coordination in the Implementation of End Child Marriage Programmes

6.2.1 Strengthening of Coordination at all Levels by the Division

To strengthen multi-sectorial responses for the purpose of reducing children's vulnerability to marriage, the Division was supposed to develop and approve the ToRs to define the purpose and structures of the National Coordinating Body.⁸⁵

However, interviews with officials from the Division HQ revealed that the Division had not developed the ToRs for the National Coordinating Body and therefore, there were no approved ToRs. The reason given was that there was a lack of prioritisation for the activity despite it being planned for in the annual work plans. The absence of specified ToRs could result in the lack of guidance on the purpose and structure of the National Coordinating body.

In response, the Division stated that the absence of funding to undertake activities on ending child marriage mainly affected the undertaking of the activities, also affecting the review and development of the terms of reference as the Division intended to have successor National Strategy for Ending Child Marriage developed first. They further stated that efforts to review the 2016 to 2021 Strategy commenced in July, 2021 though the process had stalled due to lack of resources for the review process.

Additionally, the Gender Division stated that the absence of the ToRs was due to staff movements which affected the activity as new staff may not have known of the requirement at the time. The Division further stated that, the new strategy on ECM, which was nearing finalization had made provisions for the TORs for the NCU to be produced.

⁸⁴ National Strategy on Ending Child Marriage in Zambia 2016-2021 Pp. 21 Soft Copy

⁸⁵ National Plan of Action on Ending Child Marriage 2016-2021, Objective 1, Strategy 1 (i)



6.2.1.1 Operational Guidelines for Coordinating Committee at PDCC and DDCC

The Gender Division shall develop and disseminate operational guidelines for sub-national levels to all levels by June 2016.⁸⁶

The Division had planned to develop and disseminate operational guidelines for PDCCs and DDCCs. However, interviews with Gender Division revealed that there were no specific operational guidelines for the Coordinating Committee at PDCC and DDCC levels. The reason cited was that despite them having planned to develop and disseminate operational guidelines, there was no specific funding for this activity. Consequently, leading to weaknesses in the system as most of the PDCCs and DDCCs may not be aware of what they were supposed to do resulting in them addressing ECM programmes in an uncoordinated manner.

In their submission dated 8th August 2024, the Division acknowledged not having guidelines for the operations of the PDCC and DDCC. It was however submitted that the following documents were developed to guide work on GBV in general and child marriage in particular: Guidelines/Standard Operational Procedures (SOPS); Terms of Reference (TORs) for the Provincial and District Gender Sub-Committees (DGSCs); TORs for Anti Gender-GBV Task Forces (A-GBV TFs) and the TORS for the Anti -GBV National Technical Working Group (TWG). The Division further stated that the implementation of the Guidelines/SOPs had not been scaled-up and as such it had not been widely disseminated nationwide to bring it to speed with the current legal, policy and operational environment. As such, it was earmarked for review after the development of the Successor National Strategy on Ending Child Marriage (NS-ECM).

6.2.1.2 Reporting Structure for Provincial and District Development Coordinating Committees

The Gender division shall establish a clear reporting structure and develop a format by June 2016 with progress reports being submitted from December 2016 every six months.⁸⁷

Interviews with Gender Division personnel at headquarters revealed that the Division had not established a clear reporting structure for PDCC and DDCC and had not developed a format at the time of the audit in December 2023. This was because the Division did not prioritise establishment of a clear reporting structure.

In addition, the Division stated that the PDCC and DDCC had not been submitting progress reports to the Coordination Committee (NDCC) as per the national setup as there was no clear

⁸⁶ National Plan of Action on Ending Child Marriage 2016-2021, Objective 1, Strategy 1 (i)

⁸⁷ National Strategy on Ending Child Marriage in Zambia 2016-2021, OBJECTIVE 1, Strategy 1 (iii), (iv)



reporting structure. This resulted in operational inefficiency as the Division did not provide clarity to the PDCC and DDCC on the reporting structure thus not executing their roles to achieve objectives of the ECM programme.

In response, the Division stated that they were currently present at provincial level after the appointment of Provincial Gender Officers which would result in streamlining of the reporting structure as these were members of the Provincial Sub-Committees.

6.2.1.3 Capacity-Building Programmes for Various Coordination Mechanisms

The Gender division planned to hold capacity-building programmes for various mechanisms (including PDCC, DDCC, ACC and other relevant mechanism) and stakeholders (including traditional authorities, CSOs, health workers, etc.) developed and implemented by December 2016 and train 1,160 staff trained in interventions to end child marriage by June 2017.⁸⁸

Interviews with officials from the Division revealed that the Division did not develop and implement the capacity-building programmes for various coordination mechanisms by December, 2023. The non-development and implementation of the capacity-building programme was attributed to absence of a dedicated budget line and resource mobilisation plan, and the absence of a Capacity Building Plan. As a result, the targeted 1,160 staff that were supposed to be trained in interventions to end child marriage were not trained. Therefore, there were no trained staff to implement the ECM interventions in provinces and districts, thereby hindering implementation of child marriage interventions.

In response, the Division stated the non-development and implementation of the capacity-building programme was attributed Absence of budget line, absence of resource mobilisation plan and absence of a Capacity Building Plan.

In a further response, the Division stated that they were cognizant of the fact that trainings on ECM had been undertaken by the various stakeholders and cooperating partners. They further submitted that the implementation of the ECM programmes was multi-sectorial. However, the Division had not conducted any mapping exercise to establish which institutions had conducted what capacity building programmes because it has never been funded for ECM.

⁸⁸ National Strategy on Ending Child Marriage in Zambia 2016-2021, OBJECTIVE 1, Strategy 2 (i), (i)



The Division has since trained its Provincial Gender Officers in Monitoring and Evaluation of all Gender programmes including ECM. The Gender Division noted the need to undertake further capacity building and that budget lines for the same have been factored in.

Additionally, in their submission dated 8th August ,2024, the Division stated that they had undertaken a multi-sectorial approach through the consortium members and as such had undertaken the following activities: Strengthening of Gender Sub Committees through on-site capacity building; Development of Training Manual such as Ending Child Marriage in Zambia; Training of Trainers Module for service Providers of Child Marriage Survivors; Life and Business Skills Training Manual for Child Marriage and GBV Survivors and a GBV Resource Pack Guide for Resource Persons; and Convening of the National Anti-GBV Coordination TWG between 2023 and 2024. However, the Division did not provide evidence to show the total number of staff trained.

6.2.2 Harmonisation and Rationalisation of Stakeholder Programmes

All consortium Ministries shall strengthen multi-sectorial responses in order to reduce children's vulnerability to marriage by developing mechanisms to harmonise stakeholder programmes on ending child marriage with the National Strategy.⁸⁹

Interviews with MoH officials revealed that MoH in collaboration with MoE had introduced school outreach programmes meant to equip learners with reliable, age-appropriate information on their sexuality and empower them to access health services needed to protect themselves from unfavourable Sexual Reproductive Health.

However, interviews with MoE established that the school outreach programmes were not acceptable in schools, as MoH was promoting the use of family planning and safe abortion methods among learners as a way of preventing pregnancy. This in turn encouraged the practice of sexuality among learners which led to new infections in STIs such as Human Immuno Virus (HIV) from 8,198 in 2020, 7,581 in 2021 and to 8,525 in 2022 as shown in table 6.4 below:

Table 6.4: Number of HIV Positive Adolescents

Year	Number of HIV Positive Adolescents
2020	8,198
2021	7,581
2022	8,525

Source: MoH, 2023

⁸⁹ National Strategy on ending child marriage 2016-2021, Objective 1, Strategy 4



As can be seen in table 6.4 above, while learners were prevented from getting pregnant, MoH reported 8,198 new HIV infections in 2020 which reduced to 7,581 in 2021 representing 8% and increased to 8,525 in 2022 representing 11%.

In addition, interviews with MoH officials from four (4) out of nineteen (19) districts namely Sesheke, Kazungula, Luangwa and Mongu revealed that there was no coordination among different stakeholders involved in ending child marriage. Further, it was revealed that alcohol abuse was rampant among adolescents in the four (4) districts due to bar owners not restricting under age children from entering bars and drinking places despite there being by-laws prohibiting under age drinking. The reason cited was that the Local Authorities under Ministry of Local Government and Rural Development did not enforce the by-laws of prohibiting young people from entering bars and drinking places.⁹⁰ This contributed to an increase in incidences of teenage pregnancies and child marriages.

In response, the Ministry of Health stated that while discussions on sexuality among school going adolescents was discouraged, they actively supported sensitisation messages through drama, debates, immunisation campaigns and sporting activities.

6.2.3 Awareness on Ending Child Marriage through Cultural Resetting

Government through the Division planned to reduce child marriage incidences from 31.4% in 2016 to 11.4% in 2021 through social and cultural re-setting.⁹¹

Interviews with the management revealed that in trying to end incidences of child marriage, the Division conducted sensitisation and capacity building programmes on cultural resetting beginning 2019. In this regard meetings were held with traditional leaders and counsellors for the purpose of engaging them on strategies to reduce child marriage as it was believed that culture had an effect on child marriage.

During the period under review, the Division targeted to sensitise 288 chiefs across the country by 2030. However, interviews revealed that as of December 2023 the Division had only reached out to seventy-three (73) chiefs, who pledged to end child marriages in their chiefdoms. This meant that 75% of chiefs were not sensitised through cultural resetting, which may lead to an increase in incidences of child marriage.

In addition, since the Division had planned to reduce incidences of child marriage through social and cultural resetting, the impact could not be determined using the 2018 statistics⁹² which were

⁹⁰ The Liquor Licensing ACT No. 20 of 2011, Chapter 167 of the Laws of Zambia 36. (1)

⁹¹ 7NDP Implementation Plan (2017 to 2021), Objective 5, Strategy 3, pp 48 soft copy

⁹² ZDHS statistics on child marriage 2018



the most current. The ZDHS showed that child marriage statistics in 2018 remained at 31% implying that the target was not met by 4%. The audit further established that the ZDHS was not all encompassing as it only provided statistics on married women between the 15- and 49-years age group which limited the ability of the Division to assess the prevalence of child marriage in the age group below 15 years.

As a result, the absence of comprehensive statistics on child marriage may prevent the Division from fully comprehending the prevalence of child marriage and making informed decisions to end it.

In response, the Division stated that they were on course as there were seven (7) years remaining to 2030 and that were in the process of mobilising resources to host a conference for Traditional and Religious Leaders (TRLs) to share best practices on Ending Child Marriage in 2024. Further, they submitted that evidence showing the impact of social and cultural resetting needed a follow-up study to the affected Chiefdoms and this required a budget line which was not available. The Division also stated that they planned for a study as a baseline study for the new ECM strategy which was constrained by lack of resources.

6.2.4 Establishment of Strategic Partnerships to Share Best Practices in Ending Child Marriage

The Division shall establish strategic partnerships to share best practices, by holding at least three (3) annual fora/symposia by December 2021.⁹³

The Division planned to hold at least three (3) annual fora/symposia with the aim of establishing strategic partnerships and sharing best practices by December 2021. The strategic partnerships were local, regional and international in nature with participants from representatives of the Southern African Development Community (SADC) and other African Union (AU) member states. The Division would have benefitted from strategic partnerships through knowledge sharing with countries at regional and international level who had effective child marriage interventions. However, interviews with the management revealed that as of December 2023, no annual fora/symposia had been held by the Division due to competing needs as they had inadequate financial resources despite the Division having budgeted amounts totalling

⁹³ National Strategy on Ending Child Marriage, Objective 1, Strategy 5(ii)



K31, 295.89 for the activity. As a result, the Division did not benefit from the knowledge shared on best practices with countries who had effective interventions aimed at ending child marriage.

In response, the Gender Division stated that they did not host any national fora/symposium specifically on Child Marriage. However, other smaller learning activities were held especially under the GRZ-UNICEF Annual Review Meetings.

6.2.4.1 Submission of Annual Reports on ECM Activities by Consortium Ministries

The Gender Division shall ensure that all the Ministries involved in the consortium are reporting on the impact of their activities to end vulnerability to child marriage by 2018. In addition, it shall ensure that all implementing stakeholder institutions submit Annual Reports.⁹⁴

Interviews with management at the Division revealed that consortium Ministries did not submit annual reports on the impact of their activities. The Division indicated that despite requests for the submission of annual reports, these were not prioritised. It was however, noted that consortium Ministries prioritised the submission of annual reports to Cooperating Partners that funded their programmes and that other partners reported within their institutional arrangements. Without Annual Reports from the consortium Ministries, the Division may not have up to date and comprehensive information on ending child marriage. This may impact timely decision making and may further make the assessment of the impact of the activities of the consortium Ministries difficult.

In response, the Division stated that they were working to improve the situation particularly under the Successor Strategy. In addition, they submitted that stakeholders have since been requested to submit copies of their reports to the Division.

In a further submission dated 8th August, 2024, the Division acknowledged not receiving reports from Consortium Ministries and that they were in the process of streamlining the reporting format via the Anti GBV Coordination Technical Working Group (TWG). It was further stated the reporting format was developed in the 2nd quarterly meeting and was yet to be discussed and implemented. The Division also submitted that they were being integrated in the Adolescent Health TWGs chaired by the MoH at both national and provincial levels and that child marriage and teen pregnancies would be explored at this forum.

⁹⁴ National Strategy on Ending Child Marriage 2016-2021, Objective 1, Strategy 4 (ii)



6.3 Extent to which Gender Division has developed and implemented a Monitoring and Evaluation system

6.3.1 Monitoring and Evaluation System

The Gender Division was supposed to develop a Monitoring and Evaluation (M&E) system on ending child marriage. However, the audit established that the Division had not established a comprehensive M & E system for monitoring ECM activities. It was revealed that the cause for not establishing a comprehensive M & E system for monitoring ECM activities was due to inadequate resources. Without a specific system, it may be difficult to assess the performance and progress of ECM activities as they were being monitored on an ad hoc basis using an M & E system that was developed to monitor Gender related issues.

It was also revealed that the provincial centres did not have officers to spearhead the monitoring of the implementation of ECM activities as the Division only recruited Provincial Gender Officers (PGOs) towards the end of 2022. Further, interviews with the newly recruited PGOS in Luapula, Southern and Western Provinces revealed that despite them being deployed in their respective stations, they had not been allocated funding to undertake their activities. Consequently, they could not monitor the ECM activities being implemented in the districts. In addition, programmes relating to ECM such as mobilisation of stakeholders and resources to assist in the monitoring and evaluation of ECM programmes in the districts were not well coordinated.

In response, the Division stated that PGOs were given a mandate to coordinate programmes in their respective provinces and each allocated K100, 000 with support from the Girl's Education and Women's Empowerment and Livelihood Project (GEWEL) Project. They further stated that the process to develop an M&E for the new Strategy was underway as the development of the Strategy was still work in progress.

6.3.2 Mid-term Review and End-term Evaluation of the Ending Child Marriage Strategy

The Division planned to undertake a mid-term review of the strategy by June 2018 and end-term evaluation by December 2021 with a budgeted amount of K191, 128 for the mid-term review. However, interviews with management and a review of the National Plan of Action on Ending Child Marriage revealed that both the mid-term review and end-term evaluation of the strategy had not been conducted as of December 2023 as the budgeted amounts to conduct the review and the evaluation were not released. As a result, the Division was not able to evaluate



the performance of the ECM strategy as they did not have the necessary information to make an informed assessment.

In their submission dated 8th August 2024, the Division acknowledged not having undertaken the Mid-term Review, due to budget constraints and further stated that the End-term Review was also not done at scale for the same reasons. The Division further stated that they undertook a workshop-based End-term Review with stakeholders via a Gap Analysis, as a means of assessing the progress made and challenges faced during the implementation of the expired Strategy.

6.4 Conducting Research on Ending Child Marriage by the Gender Division

6.4.1 Thematic Studies on Child Marriage

To develop and review policies and legislation for the consistent interpretation and application of child interventions, the Division planned to conduct at least one (1) thematic study on child marriage every two (2) years.⁹⁵ The aim of the thematic study was to establish the developments that had taken place in the area of child marriage and related issues in the country for advocacy and decision making.

Interviews with management revealed that the Division did not carry out thematic studies on child marriage between 2016 and 2022 due to financial constraints and movement of key staff during the restructuring of the Ministry into a Division. In their submission dated 8th August 2024, the Division indicated that they had since undertaken one research on the drivers of Child Marriage in some selected districts of Zambia through the Planning and Information Unit (PIU) in November 2023. However, actions taken based on the research results were not availed for audit scrutiny.

⁹⁵ Analysis of interviews 2023



CHAPTER SEVEN

CONCLUSIONS

The audit concludes that the measures put in place by Government through the Gender Division and members of the Consortium Line Ministries to end child marriage in Zambia have not been effective. This is evidenced from the fact that despite having come up with a National Strategy for Ending Child Marriage, the child marriage situation in the country remains worrisome as child marriage cases continue to be recorded. The specific conclusions are:

7.1 Implementation of measures to end child marriage

The implementation of measures to end child marriage by the Gender Division and the Consortium Line Ministries has shown some progress but faces significant challenges. Efforts such as the planned increases in adolescent girls receiving prevention and care interventions, and the establishment of safe space programmes, have fallen short due to, insufficient funding, and lack of prioritisation. Health services for adolescents and the training of health professionals have seen some success with health care workers being distributed across the country. The Ministry of Education's guidance and counselling services are under-resourced, leading to gaps in support for learners.

Additionally, the Ministry of Local Government and Rural Development's initiatives to establish recreational facilities and enforce by-laws in chiefdoms are limited by funding constraints and insufficient implementation. The Judiciary's role is also hindered by inadequate case management training and the lack of segregated statistics on child marriage.

7.2 Coordination among stakeholders

The objective of assessing the effectiveness of coordination between the Gender Division and the Consortium Line Ministries in ending child marriages reveals that while efforts have been made, significant gaps hinder overall progress. The Ministry of Health, in collaboration with the Ministry of Education, initiated school outreach programmes to equip learners with crucial information about their sexual health. However, conflicts over programme content and lack of acceptance in schools, along with rising STI rates, indicate that the intended impact was not fully realised. Additionally, the absence of clear terms of reference, operational guidelines, and a reporting structure for coordination bodies such as the PDCC and DDCC highlights organisational weaknesses and inefficiencies that impede coordinated efforts. The lack of



capacity-building initiatives and the non-submission of annual reports further worsen these challenges, resulting in inadequate monitoring and evaluation of child marriage interventions. Moreover, the Gender Division's efforts to engage traditional leaders and implement cultural resetting initiatives have reached only a fraction of the targeted chiefs, limiting the potential impact on reducing child marriage. The failure to hold annual fora or symposia to share best practices and develop a successor strategy due to financial constraints further illustrates the resource limitations affecting these efforts. Overall, the findings demonstrate that while some initiatives are in place, the lack of clear guidelines, effective coordination, and sufficient resources significantly undermines the effectiveness of the coordination of activities aimed at ending child marriages. Addressing these gaps through strengthened organizational structures, dedicated funding, and comprehensive data collection is crucial to achieving the objective of ending child marriage.

7.3 Monitoring programme implementation

The objective of assessing the effectiveness of the Gender Division in monitoring the implementation of activities to end child marriage revealed significant shortcomings. The delay in recruiting Provincial Gender Officers and the lack of allocated funding impeded the monitoring efforts at the provincial level. Additionally, the absence of a national database on child marriage victims and the uncoordinated efforts among line ministries hindered the consolidation of comprehensive and current statistics. The failure to conduct both the mid-term review and end-term evaluation of the National Plan of Action further prevented the Division from assessing the strategy's performance and making informed decisions. These gaps underscore the urgent need for better coordination, adequate funding, and regular data updates to enhance the effectiveness of monitoring and evaluating child marriage interventions.

7.4 Thematic studies on child marriage

The assessment revealed that the Gender Division did not conduct thematic studies on child marriage between 2016 and 2022 due to financial constraints and the movement of key staff during the restructuring of the Ministry into a Division. This lack of research indicates a significant challenge in generating necessary data and insights to inform strategies for ending child marriage.



CHAPTER EIGHT

RECOMMENDATIONS

i. Introduction

Based on the root causes of the audit findings, the OAG recommends the following practical measures to facilitate the end of child marriages.

a. Implementation of measures to end child marriage

i. Gender Division should:

- establish a clear data collection framework for data collection that specifies the types of data to be collected by the responsible consortium Line Ministries, and the timelines. This will ensure that all relevant data is consistently gathered and documented;
- put measures in place to ensure that the Knowledge, Attitudes and Practices (KAP) survey at baseline and end-line is conducted. This will enable the Division determine the extent to which targeted men, women and young people have positive attitudes, behaviour, beliefs and practices in reducing incidences of child marriage; and
- ensure that the national database for child marriage is in place and updated on an annual basis so that there is accurate information for improved decision making.

ii. Ministry of Health should:

- ensure that ADH services are offered in stand-alone adolescent health safe spaces so that adolescents are free to access the services;
- continue sensitising adolescents on the importance of behavioural change so as to reduce teenage pregnancies and HIV infections;
- train more health care professionals in ADH service provision so that health facilities have qualified personnel to provide quality ADH services to adolescents; and
- put in place mechanisms to validate data and statistics obtained from implementing partners to ensure availability of up to date and accurate data on health care professionals trained in provision of ADH services.



iii. Ministry of Education should:

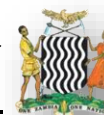
- ensure that all schools have both male and female Guidance and Counselling teachers so that learners can comfortably seek support from someone they feel at ease with. This approach respects the personal preferences of learners and enhances their willingness to seek help;
- ensure there is a comprehensive training plan to increase the number of teachers offering Guidance and Counselling services. By empowering more teachers with essential skills and knowledge, learners will receive well-rounded guidance on their academic, social, emotional, and personal growth;
- ensure that every school allocates a designated space for a Guidance and Counselling office to provide services to learners so that learners have a dedicated area where they can seek support and guidance;
- ensure Guidance and Counselling Teachers are not overloaded with other duties so they can prioritise providing these essential services to students; and
- enhance sensitisation to learners on the effects of premature sexual activities and child marriage on their education so that they understand the serious consequences and make informed decisions that prioritise their health and academic goals.

iv. Ministry of Local Government and Rural Development should:

- facilitate the development and implementation of by-laws on ending child marriage in all chiefdoms;
- ensure that a baseline survey is conducted so as to have statistics on the number of recreation facilities that need to be reclaimed and areas where they are lacking; and
- device strategies to ensure there is national data to establish which districts have established and/ or renovated community reading and recreation facilities in the country.

v. Ministry of Community Development and Social Services should:

- put in place systems that will help identify ECM victims receiving social protection support;
- ensure that the safe space programme is extended to and implemented in all provinces; and



- develop measures to ensure that the planned safe houses are implemented in the five (5) provinces.

b. Coordination among stakeholders

- i. Gender Division should ensure that coordination mechanisms of ECM activities at all levels are strengthened by developing and approving Terms of Reference of the National Coordinating Body. This will entail putting in place specific operational guidelines on ECM for the Coordinating Committees at PDCC and DDCC levels; putting in place a clear reporting structure and developing and implementing the capacity-building plan for various coordination mechanisms;
- ii. The Consortium Line Ministries should ensure effective coordination with cooperating partners to enhance awareness of communities on child marriage in provinces and districts;

c. Monitoring programme implementation

- i. Gender Division should put in place an M & E system that will help Gender Division to track progress made in implementation of the ECM strategy;
- ii. Ministry of Community Development and Social Services should enforce child marriage inspections in areas where they do not have a presence in order to have up to date statistics on incidences of child marriage; and
- iii. The Judiciary should prioritise segregation of child marriage statistics to protect vulnerable children and promoting their well-being. Maintaining separate statistics for child marriage is crucial for addressing this harmful practice. It ensures better resource allocation, targeted intervention and progress monitoring.

d. Thematic studies on child marriage

- i. Gender Division should ensure that research on child marriage is carried out regularly so as to gain new insights on ending child marriage.



APPENDICES

Appendix 1: List of Interviewees

No.	Province	Institution/Place	Personnel Interviewed
1.	Lusaka	Gender Division	<ul style="list-style-type: none"> Assistant Director Gender Specialist- Gender Rights Protection Gender Analyst - Gender Rights Protection Department Principal Gender Officer- Gender Rights Protection Planner
		Ministry of Community Development and Social Services	
		Lusaka	<ul style="list-style-type: none"> Chief Social Welfare Officer Acting Senior Social Welfare Officer/ ECM Focal Point Person
		Chongwe	<ul style="list-style-type: none"> District Social Welfare Officer
		Luangwa	<ul style="list-style-type: none"> District Social Welfare Officer
		Ministry of Education	
		Lusaka	<ul style="list-style-type: none"> Senior Statistician- Data Management / ICT Directorate Planner- Budgets and Projects Senior Education Officer- Career Guidance Grievance Redress Mechanism Officer
		Chongwe	<ul style="list-style-type: none"> District Planning Officer District Guidance and Counselling Teacher School Headteacher Guidance and Counselling Teacher
		Luangwa	<ul style="list-style-type: none"> District Planning Officer District Guidance and Counselling Teacher School Headteacher Guidance and Counselling Teacher
		Ministry of Health	
		Lusaka	<ul style="list-style-type: none"> Assistant Director Adolescent Health
		Chongwe	<ul style="list-style-type: none"> Adolescent & Sexual Reproductive Health Seconded to MoH by SIDA M & E Officer
		Ministry of Local Government and Rural Development	
		Lusaka	<ul style="list-style-type: none"> Principal Chiefs Affairs Officer Senior Chiefs Affairs Officer
		Chongwe	<ul style="list-style-type: none"> District Social Welfare Officer Chiefs and Traditional Affairs Officer
		Luangwa	<ul style="list-style-type: none"> District Social Welfare Officer Chiefs and Traditional Affairs Officer
		Ministry of Justice	
		Lusaka	<ul style="list-style-type: none"> Acting Deputy Chief Parliamentary Counsel



2.	Central	Ministry of Community Development and Social Services	
		Kabwe	<ul style="list-style-type: none"> Provincial Social Welfare Officer Senior Social Welfare Officer
		Chisamba	<ul style="list-style-type: none"> District Social Welfare Officer
		Ministry of Education	
		Kabwe	<ul style="list-style-type: none"> PEO DEBs Provincial Planner Provincial Statistician District Guidance and Counselling Teacher District Planner School Headteacher Guidance and Counselling Teacher
		Chisamba	<ul style="list-style-type: none"> District Guidance and Counselling Teacher District Planner School Headteacher Guidance and Counselling Teacher
		Ministry of Health	
		Kabwe	<ul style="list-style-type: none"> District Health Director Provincial Adolescent Health Focal Point Person
		Chisamba	<ul style="list-style-type: none"> District Adolescent Health Focal Point Person
		Ministry of Local Government and Rural Development	
		Kabwe	<ul style="list-style-type: none"> Provincial Local Government Officer Provincial Chief Affairs Officer
3.	Eastern	Ministry of Community Development and Social Services	
		Chipata	<ul style="list-style-type: none"> Provincial Social Welfare Officer Senior Social Welfare Officer
		Chadiza	<ul style="list-style-type: none"> Social Welfare Officer
		Katete	<ul style="list-style-type: none"> Social Welfare Officer
		Ministry of Education	
		Chipata	<ul style="list-style-type: none"> PEO DEBs Provincial Planner Provincial Statistician District Guidance and Counselling Teacher District Planner School Headteacher Guidance and Counselling Teacher
		Chadiza	<ul style="list-style-type: none"> District Guidance and Counselling Teacher District Statistician District Planner School Headteacher Guidance and Counselling Teacher
		Katete	<ul style="list-style-type: none"> District Guidance and Counselling Teacher District Statistician



			<ul style="list-style-type: none">• District Planner• School Headteacher• Guidance and Counselling Teacher
		Ministry of Health	
	Chipata	<ul style="list-style-type: none">• Provincial Adolescent Health Focal Point Person• District Adolescent Health Focal Point Person/ Principal Nursing Officer-Standards• District Adolescent Health Focal Point Person/ Principal Nursing Officer-MNCH	
	Chadiza	<ul style="list-style-type: none">• District Health Director	
	Katete	<ul style="list-style-type: none">• District Adolescent Health Focal Point Person	
	Ministry of Local Government and Rural Development		
	Chipata	<ul style="list-style-type: none">• Provincial Local Government Officer• Provincial Chief Affairs Officer	
4.	Luapula	Gender Division	
		Mansa	<ul style="list-style-type: none">• Provincial Gender Focal Point Person
		Ministry of Community Development and Social Services	
		Mansa	<ul style="list-style-type: none">• Provincial Social Welfare Officer• Senior Social Welfare Officer
		Samfya	<ul style="list-style-type: none">• Social Welfare Officer
		Ministry of Education	
		Mansa	<ul style="list-style-type: none">• PEO• DEBs• Provincial Planner• Provincial Statistician• District Guidance and Counselling Teacher• District Planner• School Headteacher• Guidance and Counselling Teacher
		Samfya	<ul style="list-style-type: none">• District Guidance and Counselling Teacher• District Statistician• District Planner• School Headteacher• Guidance and Counselling Teacher
		Ministry of Health	
		Mansa	<ul style="list-style-type: none">• Provincial Adolescent Health Focal Point Person• District Health Director• District Adolescent Health Focal Point Person
		Samfya	<ul style="list-style-type: none">• District Health Director• District Adolescent Health Focal Point Person
		Ministry of Local Government and Rural Development	
		Mansa	<ul style="list-style-type: none">• Provincial Local Government Officer• Provincial Chief Affairs Officer



5.	Northern	Ministry of Community Development and Social Services	
		Kasama	<ul style="list-style-type: none"> Provincial Social Welfare Officer Senior Social Welfare Officer
		Mungwi	<ul style="list-style-type: none"> District Social Welfare Officer
		Mpulungu	<ul style="list-style-type: none"> District Social Welfare Officer
		Ministry of Education	
		Kasama	<ul style="list-style-type: none"> PEO DEBs Provincial Planner Provincial Statistician District Guidance and Counselling Teacher District Planner School Headteacher Guidance and Counselling Teacher
		Mungwi	<ul style="list-style-type: none"> District Guidance and Counselling Teacher District Statistician District Planner School Headteacher Guidance and Counselling Teacher
		Mpulungu	<ul style="list-style-type: none"> District Guidance and Counselling Teacher District Statistician District Planner School Headteacher Guidance and Counselling Teacher
		Ministry of Health	
		Kasama	<ul style="list-style-type: none"> Provincial Adolescent Health Focal Point Person District Adolescent Health Focal Point Person
		Mungwi	<ul style="list-style-type: none"> District Health Director District Adolescent Health Focal Point Person
		Mpulungu	<ul style="list-style-type: none"> District Adolescent Health Focal Point Person
		Ministry of Local Government and Rural Development	
		Kasama	<ul style="list-style-type: none"> Provincial Local Government Officer Provincial Chief Affairs Officer
6.	Southern	Gender Division	
		Choma	<ul style="list-style-type: none"> Provincial Gender Focal Point Person
		Ministry of Community Development and Social Services	
		Choma	<ul style="list-style-type: none"> Provincial Social Welfare Officer Senior Social Welfare Officer
		Kazungula	<ul style="list-style-type: none"> Social Welfare Officer
		Namwala	<ul style="list-style-type: none"> Social Welfare Officer
		Ministry of Education	
		Choma	<ul style="list-style-type: none"> PEO DEBs Provincial Planner Provincial Statistician



			<ul style="list-style-type: none"> District Guidance and Counselling Teacher District Planner School Headteacher Guidance and Counselling Teacher
		Kazungula	<ul style="list-style-type: none"> District Guidance and Counselling Teacher District Statistician District Planner School Headteacher Guidance and Counselling Teacher
		Namwala	<ul style="list-style-type: none"> District Guidance and Counselling Teacher District Statistician District Planner School Headteacher Guidance and Counselling Teacher
		Ministry of Health	
		Choma	<ul style="list-style-type: none"> Provincial Adolescent Health Focal Point Person District Adolescent Health Focal Point Person
		Kazungula	<ul style="list-style-type: none"> District Health Director
		Namwala	<ul style="list-style-type: none"> Assistant District Adolescent Health Focal Point Person
		Ministry of Local Government and Rural Development	
		Choma	<ul style="list-style-type: none"> Provincial Local Government Officer Provincial Chief Affairs Officer
7.	Western	Gender Division	
		Mongu	<ul style="list-style-type: none"> Provincial Gender Focal Point Person
		Ministry of Community Development and Social Services	
		Mongu	<ul style="list-style-type: none"> Provincial Social Welfare Officer Senior Social Welfare Officer
		Senanga	<ul style="list-style-type: none"> Social Welfare Officer
		Sesheke	<ul style="list-style-type: none"> Social Welfare Officer
		Ministry of Education	
		Mongu	<ul style="list-style-type: none"> PEO DEBs Provincial Planner Provincial Statistician District Guidance and Counselling Teacher District Planner School Headteacher Guidance and Counselling Teacher
		Senanga	<ul style="list-style-type: none"> District Guidance and Counselling Teacher District Statistician District Planner School Headteacher Guidance and Counselling Teacher
		Sesheke	<ul style="list-style-type: none"> District Guidance and Counselling Teacher District Statistician District Planner School Headteacher Guidance and Counselling Teacher



		Ministry of Health	
		Mongu	<ul style="list-style-type: none"> Provincial Adolescent Health Focal Point Person District Adolescent Health Focal Point Person
		Senanga	<ul style="list-style-type: none"> District Adolescent Health Focal Point Person Assistant District Adolescent Health Focal Point Person
		Sesheke	<ul style="list-style-type: none"> Ending Child Marriage Programme Focal Point Person
		Ministry of Local Government and Rural Development	
		Mongu	<ul style="list-style-type: none"> Provincial Local Government Officer Provincial Chief Affairs Officer

Source: Performance Audit, 2023



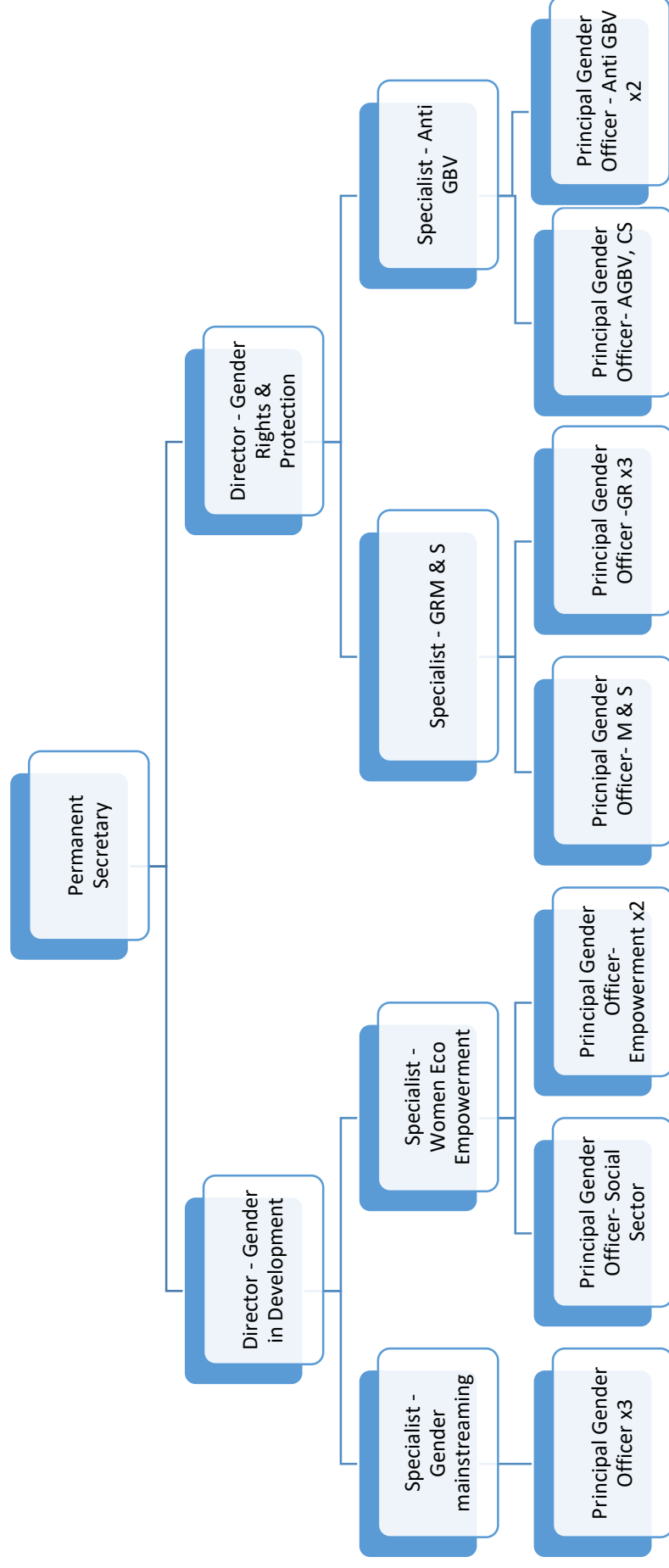
Appendix 2: List of Places Visited

No.	Province	District
1	Central	Chisamba
2		Kabwe
3		Chadiza
4	Eastern	Chipata
5		Katete
6		Mansa
7	Luapula	Samfya
8	Lusaka	Chongwe
9		Luangwa
10		Lusaka
11	Northern	Kasama
12		Mungwi
13		Mpulungu
14	Southern	Choma
15		Kazungula
16		Namwala
17	Western	Mongu
18		Senanga
19		Sesheke

Source: Performance Audit, 2023



Appendix 3: Organogram: Department of Gender in Development and Department of Gender Rights and Protection





Appendix 4: Prevalence Rate of Teenage Pregnancies in Districts Visited

Year			2020	2021	2022
No.	Province	District	Percentage (%)		
1	Central	Chisamba	28.8	26.2	28.4
2		Kabwe	31	30	29
3	Eastern	Chadiza	31	29	31
4		Chipata	27.9	23.8	24.3
5		Katete	30.2	29.8	31.8
6	Lusaka	Chongwe	7	51	52
7		Lusaka	19	17	7
8		Luangwa	28.2	25.3	31
9	Luapula	Mansa	25.1	23.9	21.4
10		Samfya	20.3	21.7	20.4
11	Northern	Kasama	23	24	24
12		Mungwi	29	20	23
13		Mpulungu	32	36	26
14	Southern	Choma	24.7	22.8	25.4
15		Kazungula	29	29.4	29.5
16		Namwala	30.5	30.6	30.8
17	Western	Mongu	24.7	22.4	26.4
18		Senanga	24.3	22.4	26.4
19		Sesheke	25.3	25	24.3

Source: Performance Audit 2023



Appendix 5: National Picture of Health Facilities with Adolescents Friendly Sexual and Reproductive Health Spaces

No.	Province	Number of Public Health Facilities	Number of Stand-alone ADH Spaces	Number of Shared ADH Spaces	Number of Health Facilities without ADH spaces
1	Central	311	34	129	148
2	Copperbelt	332	41	125	166
3	Eastern	383	23	259	101
4	Luapula	295	18	276	1
5	Lusaka	235	30	205	0
6	Muchinga	163	3	158	2
7	Northern	302	57	46	199
8	North Western	323	20	169	134
9	Southern	421	41	162	218
10	Western	319	36	186	97
	Total	3084	303	1715	1066

Source: Ministry of Health 2023



Appendix 6: List of Health Facilities with Stand-Alone, Shared and Without Adolescent Friendly Safe Spaces

No.	Province	District	Total No. of Health Facilities	Number of Health Facilities with Stand alone ADH Friendly Spaces	Number of Health Facilities With Shared ADH Friendly Spaces	Number of Health Facilities Without Adolescent Friendly Spaces
1	Central	Chisamba	20	0	20	0
2		Kabwe	44	3	18	23
3	Eastern	Chadiza	22	7	15	0
4		Chipata	36	6	29	1
5		Katete	37	6	18	13
6	Lusaka	Chongwe	38	7	31	0
7		Luangwa	17	1	14	2
8		Lusaka	95	17	51	27
9	Luapula	Mansa	84	73	5	6
10		Samfya	29	4	25	0
11	Northern	Kasama	46	12	20	14
12		Mungwi	35	4	11	20
13		Mpulungu	28	7	21	0
14	Southern	Choma	35	2	33	0
15		Namwala	28	0	28	0
16		Kazungula	30	4	26	0
17	Western	Mongu	41	6	5	30
18		Sesheke	21	12	9	0
19		Senanga	19	10	9	0
		Total	705	181	388	136

Source: Performance Audit 2023



Appendix 7: Number of Schools with one (1) Female Guidance and Counselling Teacher

No.	Province	District	Name of School	Total No. of Guidance & Counselling Teachers	Male	Female
1		Mansa	Chimese Primary	1	0	1
2			Holy Trinity Girls' Secondary	1	0	1
3			Kaole (Senama) Primary	1	0	1
4			Kombaniya Combined	1	0	1
5			Luchinka Primary	1	0	1
6			Mabumba Secondary	1	0	1
7			Mansa Trades Secondary	1	0	1
8			St Clements Secondary	1	0	1
9		Chisamba	Bombwe Primary	1	0	1
10			Brunelli Primary	1	0	1
11			Brunneli Day Secondary	1	0	1
12			Chabusha B Primary	1	0	1
13			Chabusha Primary	1	0	1
14			Chamuka Primary	1	0	1
15			Chankumba Primary	1	0	1
16			Chikuse Primary	1	0	1
17			Chipandaike Primary	1	0	1
18			Chisamba Catholic Primary	1	0	1
19			Chisamba Day Secondary	1	0	1
20			Chisamba Primary	1	0	1
21			Chisamba Ranch Secondary	1	0	1
22			Chowa Mpanga Day Sec	1	0	1
23			Chunga Primary School	1	0	1
24			Kalimina Primary	1	0	1
25			Kalwelwe Primary	1	0	1
26			Kamano Primary	1	0	1
27			Kaminembe Primary	1	0	1
28			Kampekete Primary	1	0	1
29			Kampekete Sec	1	0	1
30			Kamulobwe Primary	1	0	1
31			Kanakantapa Primary	1	0	1
32			Kaputi Primary	1	0	1
33			Kasamba Primary	1	0	1
34			Kasosolo Primary	1	0	1
35			Kasosolo Secondary	1	0	1
36			Kizito Primary	1	0	1



37			Lifemalewambula Primary	1	0	1
38			Liteta Primary	1	0	1
39			Little Canada Primary	1	0	1
40			Lombwa Primary	1	0	1
41			Lwamabwe Primary	1	0	1
42			Malombe Primary	1	0	1
43			Matubila Primary	1	0	1
44			Momboshi Primary	1	0	1
45			Munano Primary	1	0	1
46			Munema Primary	1	0	1
47			Mupelekese Primary	1	0	1
48			Muswishi Agro Primary	1	0	1
49			Muswishi Primary	1	0	1
50			Mututu Primary	1	0	1
51			Mwantaya Primary	1	0	1
52			Mwapula Primary	1	0	1
53			Mweemba Primary	1	0	1
54			Nalufemalewi Primary	1	0	1
55			Nkongolo Primary	1	0	1
56			Nkonje Primary	1	0	1
57			Nyankanga Primary	1	0	1
58	Northern		African Vision of Hope Secondary	1	0	1
59			Chandamukulu Primary	1	0	1
60		Kasama	Chilekwa Mwamba Primary	1	0	1
61			Chilongoshi Primary	1	0	1
62			Chiwala Primary	1	0	1
63			Kasenga Primary	1	0	1
64			Kateshi Primary	1	0	1
65			Lukulu South Primary	1	0	1
66			Mankalala Primary	1	0	1
67			Milungu Secondary	1	0	1
68			Mulobola Primary	1	0	1
69			Mutale Munkonge Primary	1	0	1
70			Mwasha Primary	1	0	1
71			Paul-Kalemba Primary	1	0	1
72			Safwa Primary	1	0	1
73		Mungwi	Chamfubu	1	0	1
74			Chisali	1	0	1
75			Chitungulu	1	0	1



76			Chomba	1	0	1
77			Kalembo	1	0	1
78			Katumba	1	0	1
79			Metetele	1	0	1
80			Mulilo	1	0	1
81			Shula	1	0	1
82			Sompe	1	0	1
83			Peas Kabuta	1	0	1
84			St Johns Day	1	0	1
85			Kaizya Primary School	1	0	1
86			Makaye Primary	1	0	1
87			Makola Primary	1	0	1
88			Mpulungu Primary School	1	0	1
89			Mulilanondo	1	0	1
90			Musombizi Primary	1	0	1
91			Onzye Primary School	1	0	1
92			Chilukusha Primary	1	0	1
93			Kaunga B Primary	1	0	1
94			Bwanunkha Primary	1	0	1
95			Chafulu Primary	1	0	1
96			C1hamphanda Primary	1	0	1
97			Chanida Primary	1	0	1
98			Chanunkha Primary	1	0	1
99			Chilenga Primary	1	0	1
100			Mwala Primary	1	0	1
101			Tadyela Primary School	1	0	1
102			Tigwirizane Primary	1	0	1
103			Madalitso Community	1	0	1
104			Mainga Community	1	0	1
105			St. Scholastica Primary	1	0	1

Source: Performance Audit, 2023



Appendix 8: Number of Schools with one (1) Male Guidance and Counselling Teacher

No.	Province	District	Name of School	Total No. of Guidance and Counseling Teachers	Male	Female
1	Luapula	Mansa	Chakopo Primary	1	1	0
2			Don Bosco Secondary	1	1	0
3			Kalaba Combined	1	1	0
4			Chipilepile Primary	1	1	0
5			Chowa Primary School	1	1	0
6			Kabakombo Primary	1	1	0
7			Kachangwa Primary	1	1	0
8			Kalangwa Primary	1	1	0
9			Kaputi Day Secondary	1	1	0
10			Lukoshi Primary	1	1	0
11			Malombe Secondary	1	1	0
12			Momboshi Day Secondary	1	1	0
13			Monang'ombe Primary	1	1	0
14			Moombe Primary	1	1	0
15			Mufemaleunda Primary	1	1	0
16			Mulungushi Agro Day Sec	1	1	0
17			Mulungushi West Pri	1	1	0
18			Mupamapamo Day Secondary	1	1	0
19			Mupamapamo Primary	1	1	0
20			Chileshe Mukulu Primary	1	1	0
21			Malonda Primary	1	1	0
22			Mbusa Primary	1	1	0
23			Milima Primary	1	1	0
24			Milima Secondary	1	1	0
25			Moboshi Primary	1	1	0
26			Mponda Primary	1	1	0
27			Munkonge Secondary	1	1	0
28			Nkole Mwanakulya Primary	1	1	0
29			Shimumbo Primary	1	1	0
30			Tibi Primary	1	1	0
31			Twiluke Primary	1	1	0
32			Chanda-Weyaya	1	1	0
33			Chandamali	1	1	0
34			Changala	1	1	0
35			Chanundu	1	1	0
36			Chifulo	1	1	0
37			Chikulu	1	1	0
38			Chilombwa	1	1	0



39			Chitanga	1	1	0
40			Kalulu	1	1	0
41			Kayambi Day	1	1	0
42			Kasoma	1	1	0
43			Lupundu	1	1	0
44			Maliko-Mpange	1	1	0
45			Milando	1	1	0
46			Mukundi	1	1	0
47			Mulombelwa	1	1	0
48			Mipango	1	1	0
49			Mumena	1	1	0
50			Musondo	1	1	0
51			Mutale Mukulu	1	1	0
52			Mutale-Namutimba	1	1	0
53			Muyala	1	1	0
54			Ndakala	1	1	0
55			Ngulula	1	1	0
56			Nkomena	1	1	0
57			Nkweto	1	1	0
58			St Francis	1	1	0
59			Chaulu Primary	1	1	0
60			Chibote Primary	1	1	0
61			Chinyungulu Primary	1	1	0
62			Chitili Primary	1	1	0
63			Fundiamali Primary	1	1	0
64			Isoko Day	1	1	0
65			Isoko Primary	1	1	0
66			Itimbwe Primary	1	1	0
67			Kapembwa	1	1	0
68			Kapoko Primary	1	1	0
69			Kasakalawe Primary	1	1	0
70			Kombe Primary	1	1	0
71			Kopeka Day Sec	1	1	0
72			Kopeka Primary	1	1	0
73			Mankonga Day	1	1	0
74			Mengo Primary	1	1	0
75			Mululwe Primary	1	1	0
76			Muswilo Primary	1	1	0
77			Katondwe Girls Secondary	1	1	0
78			Chankhasi Primary	1	1	0
79	Eastern	Chadiza	Ambidzi Primary	1	1	0
80			Bwanunkha Day	1	1	0



81		Chadiza Primary	1	1	0
82		Chamandala Primary	1	1	0
83		Chamaseche Primary	1	1	0
84		Chanida	1	1	0
85		Chanjowe	1	1	0
86		Chisewa Primary	1	1	0
87		Chiwongo Primary	1	1	0
88		Chiyambi Primary	1	1	0
89		John Primary	1	1	0
90		Kabvumo Primary	1	1	0
91		Kadzionere Primary	1	1	0
92		Kalemba Day	1	1	0
93		Kalemba Primary	1	1	0
94		Kalongwezi Primary	1	1	0
95		Kaluma Primary	1	1	0
96		Kamchacha Primary	1	1	0
97		Kampini Primary	1	1	0
98		Kandongwe Community	1	1	0
99		Kapirimphika Primary	1	1	0
100		Kasiya Primary School	1	1	0
101		Katantha Day	1	1	0
102		Katantha Primary	1	1	0
103		Katosha Community	1	1	0
104		Kaundu Primary	1	1	0
105		Khomani Primary	1	1	0
106		Luli Primary	1	1	0
107		Madzaela Primary	1	1	0
108		Mangwe Primary	1	1	0
109		Manje Primary	1	1	0
110		Mbinga Community	1	1	0
111		Mkumbudzi Primary	1	1	0
112		Msakanyama Primary	1	1	0
113		Msokosera Primary	1	1	0
114		Mtaya Primary	1	1	0
115		Mwangala Primary	1	1	0
116		Mwangazi Primary	1	1	0
117		Namwela Primary	1	1	0
118		Naviruli Day	1	1	0
119		Naviruli Primary	1	1	0
120		Ndapsya Primary	1	1	0
121		Ngala Primary	1	1	0
122		Nsadzu Primary	1	1	0



123			Robbie Primary	1	1	0
124			Sinalo Primary School	1	1	0
125			Taferansoni Primary	1	1	0
126			Taferansoni Day Sec	1	1	0
127			Tikondane Primary	1	1	0
128			Yalumba Primary	1	1	0
129			Zemba Day Sec	1	1	0
130			Zemba Primary	1	1	0
131			Zingalume Primary	1	1	0
132		Chipata	Chibale Primary School	1	1	0
133			Chifunge Primary School	1	1	0

Source: Performance Audit 2023



Appendix 9: Number of Schools without Guidance and Counselling Teachers

No.	Name of School	Total number of Teachers	No. of Guidance and Counselling Teachers
Luapula Province - Mansa			
1	Bahati Primary	13	0
2	Bukanda Primary	8	0
4	Chalwe Primary	4	0
5	Chansa Primary	6	0
6	Chansunsu Community	4	0
7	Chibalashi Primary	14	0
8	Chibinda Primary	14	0
9	Chibinde Community	5	0
10	Chikonshi Primary	7	0
11	Chikumbi Community	3	0
12	Chile Community	37	0
13	Chilila Primary	9	0
14	Chililanshindo Community	4	0
15	Chimfula Primary	12	0
16	Chisongo Primary	14	0
17	Chisunka Combined	11	0
18	Chitamba Day Secondary	45	0
19	Chofoshi Primary	14	0
20	Chofwe Primary	7	0
21	Don Bosco Community	18	0
22	Fibale Primary	30	0
23	Fimpulu Combined	19	0
24	Fiyongoli Primary	22	0
25	James Community	4	0
26	James Secondary	14	0
27	Kabende Primary	15	0
28	Kabunda Combined	32	0
29	Kabwabwa Community	3	0
30	Kafuula Community	5	0
31	Kalanga Day Secondary	32	0
32	Kale Combined	22	0
33	Kambili Community	3	0
34	Kamfungo Community	2	0
35	Kamimbi Community	2	0
36	Kamipundu Community	5	0
37	Kampalala Primary	14	0
38	Kansenga Primary	12	0
39	Kapanda Primary	26	0



40	Kapansa Primary	7	0
41	Kapapa Community	3	0
42	Kapisha Community	2	0
43	Kapyata Primary	14	0
44	Kasamba Primary	8	0
45	Kasanse Primary	9	0
46	Katangwe Primary	10	0
47	Lofoi Community	3	0
48	Luamfumu Primary	7	0
49	Lubende Combined	19	0
50	Luchibya Community	2	0
51	Lufubu Community	4	0
52	Lukali Community	3	0
53	Lukangaba Primary	18	0
54	Lukundushi Community	3	0
55	Lukwinu Community	5	0
56	Lule Community	4	0
57	Lupende Primary	5	0
58	Mabondo Community	6	0
59	Mabumba Primary	30	0
60	Malamba Primary	15	0
61	Mano Primary	12	0
62	Mansa School For Continuing Education	46	0
63	Mantumbusa Primary	30	0
64	Masaba Primary	11	0
65	Mashimi Community	3	0
66	Matanda Combined	27	0
67	Matelo Primary	7	0
68	Matenda Community	3	0
69	Mbaso Primary	12	0
70	Mercy Orphanage Community	17	0
71	Mibenge Combined	22	0
72	Mikaili Community	6	0
73	Mikula Primary	10	0
74	Mipolombo Community	5	0
75	Misunsa Community	2	0
76	Moloshi Primary	11	0
77	Monga Primary	9	0
78	Muchinka Combined	88	0
79	Mufuma Community	8	0
80	Mulonga Primary	7	0
81	Munimbwe Community	5	0



82	Mupita Primary	4	0
83	Mupofwe Community	4	0
84	Musaba Primary	9	0
85	Musaika Community	5	0
86	Musaila Combined	23	0
87	Musendeka Primary	5	0
88	Musenga Community	3	0
89	Musenga Primary	39	0
90	Musungushi Community	3	0
91	Mutende Combined	93	0
92	Mutiti Primary	24	0
93	Mutwewankoko Primary	8	0
94	Mwanda Community	3	0
95	Mwela Community	8	0
96	Mwense Primary	4	0
97	Nachibibi Community	5	0
98	Nambulu Community	3	0
99	Namwandwe Combined	81	0
100	Ndoba Primary	10	0
101	Nsonga Primary	7	0
102	Ntoposhi Combined	18	0
103	Samba Nangela Community	3	0
104	Sepe Commuity	3	0
105	Tayali Primary	9	0
106	Tubi Community	3	0
107	Twatasha Community	5	0
108	Yambayamba Community	4	0
Western Province - Sesheke			
109	Chivula Primary	9	0
110	Mandila Primary	3	0
111	Namikuta Primary	7	0
112	Neyanda Primary	6	0
113	Simatapa Primary	4	0
114	Katonto Primary	1	0
Southern Province - Kazungula			
115	Siachabakubi	Not Provided	0
116	Kalamba Combined	Not Provided	0
117	Mabwe Combined	Not Provided	0
118	Sitondo Combined	Not Provided	0
119	Kasusu Combined	Not Provided	0
120	Bushama Combined	Not Provided	0
121	Riverview	Not Provided	3



122	Kazungula Boarding	Not Provided	3
123	Kazungula Grz	Not Provided	0
124	Mambova	Not Provided	0
125	Namapande	Not Provided	0
126	Ngweze Malo	Not Provided	0
127	Chuunga	Not Provided	0
128	Siamasimbi	Not Provided	0
Northern Province - Kasama			
129	Chafwa Primary	Not Provided	0
130	Chasasha Primary	Not Provided	0
131	Chikalipa Primary	Not Provided	0
132	Chileshe Mwamba Primary	Not Provided	0
133	Chilubanama Day Sec	Not Provided	0
134	Chilufya Primary	Not Provided	0
135	Chimalilo Primary	Not Provided	0
136	Chimbele Primary	Not Provided	0
137	Chintandu Primary	Not Provided	0
138	Chitwe Primary	Not Provided	0
139	Ituna Secondary	Not Provided	0
140	Kalolesha Primary	Not Provided	0
141	Kanchule Primary	Not Provided	0
142	Kankonshi Primary	Not Provided	0
143	Kansobe Primary	Not Provided	0
144	Kapanda Primary	Not Provided	0
145	Kapulanga Primary	Not Provided	0
146	Kasakula Primary	Not Provided	0
147	Kashinka Primary	Not Provided	0
148	Kasonde Chisuna Primary	Not Provided	0
149	Kasonde Chisuna Secondary	Not Provided	0
150	Kasonde Mutokwa Primary	Not Provided	2
151	Kawama Primary	Not Provided	0
152	Laura Girls Secondary	Not Provided	0
153	Lualuo Primary	Not Provided	0
154	Lukashi Primary	Not Provided	0
155	Lukashya Secondary	Not Provided	0
156	Lwabwe Secondary	Not Provided	0
157	Lwenge Primary	Not Provided	0
158	Lwimbo Primary	Not Provided	0
159	Mapango Primary	Not Provided	0
160	Milenge Primary	Not Provided	0
161	Milenge Secondary	Not Provided	0



162	Misambo Primary	Not Provided	0
163	Misamfu Secondary	Not Provided	0
164	Misengo Primary	Not Provided	0
165	Mukumbe Primary	Not Provided	0
166	Mulanshi Primary	Not Provided	0
167	Mulanshi Secondary	Not Provided	0
168	Mulobola Secondary	Not Provided	0
169	Mumbi Mukulu Primary	Not Provided	0
170	Munkonge Primary	Not Provided	0
171	Mwamba Secondary	Not Provided	0
172	Ndoloka Primary	Not Provided	0
173	Ngoli Primary	Not Provided	0
174	Ntumpa Boarding Secondary	Not Provided	0
175	Ntumpa Primary	Not Provided	0
176	Pontini Primary	Not Provided	0
177	Simeo Mwanakonde Primary	Not Provided	0
178	Sume Primary	Not Provided	0
179	Twatasha Primary	Not Provided	0
180	Twikatane Primary	Not Provided	0
Northern Province - Mungwi			
181	Kabwenko	1	0
182	Kabisha	2	0
183	Kafusha	10	0
184	Kawanga	Not Provided	0
185	Lusenga	3	0
186	Mpoopo	8	0
187	Mulila-Nkwashi	2	0
188	Ngo'ma	1	0
189	Njebelwa	1	0
190	Pulumwe	2	0
191	Chavimba Community	2	0
192	Chechamu Community	7	0
193	Chifungo Pri	3	0
194	Chilapwa Primary	3	0
195	Chilwa Primary	6	0
196	Chinakila Day	10	0
197	Chinakila Primary	10	0
198	Chipote Primary	6	0
199	Chipwa Primary	5	0
200	Chisanza Primary	13	0
201	Chitimbwa Primary School	6	0
202	Chitinta Primary School	13	0



203	Chituta primary	5	0
204	Chomba Wakasaba	2	0
205	Kabamba Primary	7	0
206	Kakusu	8	0
207	Kalambwe Primary	3	0
208	Kalonda Primary	7	0
209	Kalongola Primary	12	0
210	Kamba Comm	1	0
211	Kambole Pri	4	0
212	Kamiyanga Primary	2	0
213	Kamukwamba	5	0
214	Kapambwe	1	0
215	Kapondwe Primary	3	0
216	Kasakamulwa Community	3	0
217	Kase Community School	2	0
218	Katulo Primary	6	0
219	Kaula Primary	4	0
220	Kavumbu Day Sec	6	0
221	Kavumbu Primary	6	0
222	Kawama Primary	2	0
223	Kawe Community	3	0
224	Lolesha Community	6	0
225	Lufubu	6	0
226	Lupongwe Primary School	7	0
227	Lusekese Community	1	0
228	Makabe Community	2	0
229	Mankonga	13	0
230	Mbaza Community School	3	0
231	Mbete Primary	5	0
232	Misepa	3	0
233	Mombo	2	0
234	Mpulungu Boarding	35	0
235	Mpulungu Central Day Secondary School	29	0
236	Mumila Community School	2	0
237	Mungela	3	0
238	Mungula Primary School	5	0
239	Musakala Primary	3	0
240	Musakanya Community	2	0
241	Musende Primary	39	0
242	Musenkele Primary School	4	0
243	Mutondwe Primary	12	0
244	Muyakasi	3	0



245	Myamba Primary	2	0
246	Nachupo Primary	6	0
247	Norady	3	0
248	Ntema Community	3	0
249	Nzovwe Community	3	0
250	Ponkwe	3	0
251	Shapi Community	2	0
252	Shimwalota Primary	4	0
253	Tongwa	2	0
254	Tulemane Community	1	0
255	Vyamba Primary School	8	0
256	Vyamba Secondary	15	0
257	Yamwela	2	0
Lusaka Province - Lusaka			
258	Bauleni Secondary	Not Provided	0
259	Bauleni Special Needs Secondary	Not Provided	0
260	Chakunkula Secondary	Not Provided	0
261	Chawama Secondary	Not Provided	0
262	Chazanga Secondary	Not Provided	0
263	Chibolya Secondary	Not Provided	0
264	Chilenje 'B' Secondary	Not Provided	0
265	Chinika Secondary	Not Provided	0
266	Chitanda Secondary	Not Provided	0
267	Daina Kaimba Primary	Not Provided	0
268	David Kaunda Stem Secondary	63	0
269	Garden Open Community Primary	Not Provided	0
270	Highland Secondary	Not Provided	0
271	Jacaranda Secondary	Not Provided	0
272	Lilanda Catholic Secondary	Not Provided	0
273	Lilanda Secondary	Not Provided	0
274	Mandevu Secondary	Not Provided	0
275	New Chunga Primary	Not Provided	0
276	New Kamulanga Secondary	Not Provided	0
277	St. Monica's Girls Secondary	Not Provided	0
278	St. Patrick's Girls' Secondary	Not Provided	0
279	Thornpark Primary	Not Provided	0
Lusaka Province - Chongwe			
280	Chainda Secondary	10	0
281	Chasha	6	0
282	Chinkuli	28	0
283	Chinkuli	61	0
284	Chitentabunga	5	0



285	Christ The Redeemer	15	0
286	Hill Crest	8	0
287	K.D.K	24	0
288	Kasenga	8	0
289	Katoba	15	0
290	Katoba Secondary	15	0
291	Lukoshi	45	0
292	Lwimba Primary	7	0
293	Margret Mwachiyeya	6	0
294	Mausa Community	6	0
295	Mikango Primary	13	0
296	Mpango Hope Secondary	8	0
297	Mpemba Primary	8	0
298	Mphango Primary	27	0
299	Musolekeni	13	0
300	Mwalukanga	13	0
301	Nangombe Iri Community	8	0
302	Nchute Primary	21	0
303	Ndombwi Iri Community	7	0
304	Nyabombwe Iri Community	49	0
305	Nyanshishi Community	38	0
306	Palabana Children's Village	32	0
Eastern Province - Chadiza			
307	Chanthomba Community	3	0
308	Chikanga Community	3	0
309	Mangwiro Community	3	0
310	Kamphandeni Community	Not Provided	0
311	Nzewe Community	Not Provided	0
Eastern Province - Chipata			
312	Chawila Community	Not Provided	0
313	Chinyama Community	1	0
314	Chiyembekezo Jimoli Community	2	0
315	Kadamsana	1	0
316	Kafoteka Community School	1	0
317	Mafemula Community School	2	0
318	Magazine Welfare Community School	Not Provided	0
319	Mshambo Wa Round Community School	2	0
320	Tiimbe Primary	1	0
321	Walira Primary School	4	0

Source: Performance Audit 2023



Appendix 10: Number of Trained of Guidance and Counselling Teachers in the Districts Visited

No.	Province	District	Total number of Schools	No. of Guidance & Counselling Teachers	No. of Guidance & Counselling Teachers Fully Trained	No. of Guidance & Counselling Teachers Oriented through CPD	No. of Guidance & Counselling Teachers Not Trained and not Oriented
1	Central	Chisamba	77	236	8	77	68
2		Kabwe	100	81	119	26	350
3	Eastern	Chadiza	72	72	4	68	0
4		Chipata	Not Provided	Not Provided	Not Provided	Not Provided	Not Provided
5		Katete	75	189	46	173	69
6	Luapula	Mansa	581	161	17	0	107
7		Samfya	72	171	11	133	0
8	Lusaka	Chongwe	88	88	10	65	13
9		Luangwa	27	50	4	54	0
10		Lusaka	147	320	110	226	127
11	Northern	Kasama	147	213	7	0	113
12		Mpulungu	98	38	5	115	Not Provided
13		Mungwi	141	171	7	61	96
14	Southern	Choma	110	143	0	143	NP
15		Kazungula	100	114	10	50	52
16		Namwala	102	50	3	99	0

Source: Performance Audit 2023



Appendix 11: Number of Schools with and without Guidance and Counselling Offices

No.	Province	District	Total Number of Schools in the District	Total Number of Schools with Guidance and Counselling Offices	Total Number of Schools without Guidance and Counselling Offices	Number of Schools that Have Not Provided Information
1	Central	Chisamba	83	2	81	0
2		Kabwe	100	Not Provided	Not Provided	100
3	Eastern	Chadiza	72	Not Provided	Not Provided	72
4		Chipata	100	Not Provided	Not Provided	100
5		Katete	131	Not Provided	Not Provided	131
6	Lusaka	Chongwe	88	10	78	0
7		Lusaka	147	94	18	35
8		Luangwa	27	Not Provided	Not Provided	27
9	Luapula	Mansa	121	8	113	0
10		Samfya	74	Not Provided	Not Provided	74
11	Northern	Kasama	135	Not Provided	Not Provided	135
12		Mungwi	113	Not Provided	Not Provided	113
13		Mpulungu	72	10	62	0
14	Southern	Choma	110	Not Provided	Not Provided	110
15		Kazungula	100	Not Provided	Not Provided	100
16		Namwala	49	2	47	0
17	Western	Mongu	99	26	73	0
18		Senanga	69	2	67	0
19		Sesheke	46	2	4	0
	Total		1736	156	543	997

Source: Performance Audit 2023



Appendix 12: Dropouts Due to Pregnancy and Child Marriage

No.	Province	District	PREGNANCY						CHILD MARRIAGE					
			2020		2021		2022		2020		2021		2022	
		District	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls
1	Central	Chisamba	0	No data	0	No data	0	No data	91	99	85	95	70	94
2		Kabwe	0		0	No data	0	24		0		79		40
3		Chipata	0	88	0	No data	0	332	0	18	0	23	0	71
4	Eastern	Chadiza	0	174	0	No data	0	63	No data	No data	No data	No data	No data	No data
5		Katete	0	302	0	No data	0	269	No data	No data	No data	No data	No data	No data
6	Lusaka	Chongwe	0	0	0	No data	0	83	0	8	0	20	0	8
7		Lusaka	0	20	0	No data	0	210	0	0	0	0	0	0
8		Luangwa	0	17	0	No data	0	14	No data	No data	No data	No data	No data	No data
9	Luapula	Mansa	0	219	0	No data	0	144	13	56	10	68	27	106
10		Samfya	0	150	0	No data	0	260	No data	No data	No data	No data	No data	No data
11	Northern	Kasama	0	293	0	No data	0	127	No data	No data	No data	No data	No data	No data
12		Mungwi	0	77	0	No data	0	126	0	17	0	101		214
13		Mpulungu	0	10	0	No data	0	16		10		260		18
14	Sounthern	Choma	0	321	0	No data	0	No Data	No Data	No Data	No Data	No Data	No Data	No Data
15		Namwala	0	75	0	No data	0	82	0	25	0	13	0	32
16	Western	Kazungula	0	No data	0	No data	0	No data	0	No data	No data	No data	No data	No data
17		Mongu	0	87	0	No data	0	261	0	23		19		109
18		Sesheke	0	125	0	No data	0	134	0	12	0	15	0	12
19		Senanga	0	104	0	No data	0	48	0	14	0	38	0	5
				2062		0		2193	104	282	95	731	97	709

Source: Ministry of Education 2023



Appendix 13: Community Recreation and Reading Facilities

No.	Province	Name of District	Districts With Newly Established/ Renovated Existing Community Reading Facilities between 2016 to Date	Districts With Newly Established/ Renovated Existing Recreation Facilities between 2016 to Date
1	Central	Chibombo	Not Provided	Not Provided
2		Chisamba	Not Provided	Not Provided
3		Chitambo	Not Provided	Not Provided
4		Kabwe	Not Provided	Not Provided
5		Kapiri Mposhi	Not Provided	Not Provided
6		Luano	Not Provided	Not Provided
7		Mkushi	Not Provided	Not Provided
8		Mumbwa	Not Provided	Not Provided
9		Ngabwe	Not Provided	Not Provided
10		Serenje	Not Provided	Not Provided
11		Shibuyunji	Not Provided	Not Provided
12	Eastern	Sinda	No	No
13		Katete	No	No
14		Chadiza	No	No
15		Vubwi	No	No
16		Chama	Yes	Yes
17		Kasenengwa	Yes	Yes
18		Chipata	Yes	No
19		Nyimba	Yes	Yes
20		Mambwe	Yes	No
21		Lundazi	No	Yes
22		Petauke	No	Yes
23	Lusaka	Kafue	No	Not Provided
24		Luangwa	Not Provided	Not Provided
25		Chongwe	Not Provided	Not Provided
26		Rufunsa	Not Provided	Not Provided
27		Chilanga	Not Provided	Not Provided
28		Lusaka	Yes	Yes
29	Luapula	Chembe	Not Provided	Not provided
30		Chiengi	Not Provided	Not provided
31		Chifunabuli	Not Provided	Not provided
32		Chipili	Not Provided	Not provided
33		Kawambwa	Not Provided	Not provided
34		Lunga	Not Provided	Not provided
35		Mansa	Not Provided	Not provided
36		Milenge	Not Provided	Not provided
37		Mwansabombwe	Not Provided	Not provided
38		Mwense	Not Provided	Not provided
39		Nchelenge	Not Provided	Not provided
40		Samfya	Not Provided	Not provided
41	Northern	Chilubi	No	No
42		Kaputa	No	No
43		Kasama	No	No
44		Luwingu	No	No
45		Mbala	No	No
46		Mporokoso	No	No
47		Mpulungu	No	No
48		Mungwi	No	No
49		Nsama	No	No



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50		Lupososhi	No	No
51		Lunte	No	No
52		Senga Hill	No	No
53	Southern	Chikankata	No	No
54		Chirundu	No	No
55		Choma	No	No
56		Gwembe	Not Provided	Not Provided
57		Itezi-tezhi	Not Provided	Not Provided
58		Kalomo	Not Provided	Not Provided
59		Livingstone	Not Provided	Not Provided
60		Mazabuka	No	Yes
61		Monze	No	No
62		Namwala	No	No
63		Pemba	Not Provided	Not Provided
64		Sinazongwe	No	No
65		Siavonga	Not Provided	Not Provided
66		Sinazongwe	No	No
67		Zimba	Not Provided	Not Provided
68	Western	Mongu	Not Provided	Not Provided
69		Kaoma	Not Provided	Not Provided
70		Sesheke	Not Provided	Not Provided
71		Senanga	Not Provided	Not Provided
72		Kalabo	Not Provided	Not Provided
73		Lukulu	Not Provided	Not Provided
74		Shangombo	Not Provided	Not Provided
75		Sikongo	Not Provided	Not Provided
76		Limulunga	Not Provided	Not Provided
77		Nalolo	Not Provided	Not Provided
78		Mulobezi	Not Provided	Not Provided
79		Mitete	Not Provided	Not Provided
80		Luampa	Not Provided	Not Provided
81		Nkeyema	Not Provided	Not Provided
82		Sioma	Not Provided	Not Provided
83		Mwandi	Not Provided	Not Provided

Source: Performance Audit 2023



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