

109<sup>TH</sup> CONGRESS  
2<sup>D</sup> SESSION

# S. 3909

To amend the Foreign Assistance Act of 1961 to provide assistance for developing countries to promote quality basic education and to establish the achievement of universal basic education in all developing countries as an objective of United States foreign assistance policy, and for other purposes.

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## IN THE SENATE OF THE UNITED STATES

SEPTEMBER 18, 2006

Mrs. CLINTON introduced the following bill; which was read twice and referred to the Committee on Foreign Relations

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## A BILL

To amend the Foreign Assistance Act of 1961 to provide assistance for developing countries to promote quality basic education and to establish the achievement of universal basic education in all developing countries as an objective of United States foreign assistance policy, and for other purposes.

1       *Be it enacted by the Senate and House of Representa-*  
2       *tives of the United States of America in Congress assembled,*

3       **SECTION 1. SHORT TITLE.**

4       This Act may be cited as the “Education for All Act  
5       of 2006”.

1 **SEC. 2. FINDINGS.**

2 Congress finds the following:

3 (1) Throughout the world, an alarming number  
4 of children are not receiving primary education. At  
5 least 115,000,000 children of primary school age are  
6 not in school, and  $\frac{3}{5}$  of such children are girls.  
7 Worldwide, half of school age children who start pri-  
8 mary school drop out. At least 70 countries are un-  
9 likely to achieve the goal of 100 percent of children  
10 completing primary school by 2015.

11 (2) The final report of the National Commis-  
12 sion on Terrorist Attacks Upon the United States  
13 (hereafter in this section referred to as the “Re-  
14 port”) concluded that education that teaches toler-  
15 ance, the dignity and value of each individual, and  
16 respect for different beliefs must be a key element  
17 in any global strategy to eliminate terrorism.

18 (3) Extending the vision of educational oppor-  
19 tunity described in the Report to all developing  
20 countries is critical to achieve the United Nations  
21 Millennium Development Goals and prevent the rise  
22 of violent extremism worldwide.

23 (4) The Report concluded that the United  
24 States Government must offer an example of moral  
25 leadership in the world and offer parents and their

1 children a vision of the future that emphasizes indi-  
2 vidual educational and economic opportunity.

3 (5) At the World Education Forum held in  
4 Dakar, Senegal in 2000, the United States joined  
5 more than 180 other nations in committing to the  
6 goal of universal basic education by 2015. Universal  
7 completion of primary school and eliminating gender  
8 disparity in all levels of education not later than  
9 2015 are part of the United Nations Millennium De-  
10 velopment Goals.

11 (6) According to the 2002 United Nations De-  
12 velopment Programme Arab Human Development  
13 Report, 10,000,000 children between the ages of 6  
14 through 15 in the Arab world do not attend school,  
15 and  $\frac{2}{3}$  of the 65,000,000 illiterate adults in the  
16 Arab world are women. At all educational stages, the  
17 most important challenge facing education in the  
18 Arab world is the declining quality of such edu-  
19 cation.

20 (7) The Report noted that the United Nations  
21 has rightly equated “literacy as freedom” and that  
22 the international community is moving toward set-  
23 ting a goal of reducing by half the illiteracy rate in  
24 the Middle East by 2010, through the implementa-

1       tion of education programs targeting women and  
2       girls and supporting programs for adult literacy.

3           (8) Basic education has been demonstrated to  
4       be fundamental to development. No country has  
5       reached sustained economic growth without achiev-  
6       ing near universal primary education. Education re-  
7       duces poverty and inequality, and lays the founda-  
8       tion for sound governance, civic participation, and  
9       strong institutions.

10          (9) Investing in girls' education delivers sub-  
11       stantial returns not only in educational attainment  
12       but also in increasing women's incomes, delaying the  
13       start of sexual activity, reducing infant mortality, in-  
14       creasing women's political participation, and spur-  
15       ring economic growth.

16          (10) The Report concluded that ensuring edu-  
17       cational opportunity is essential to the efforts of the  
18       United States to defeat global terrorism and rec-  
19       ommended that the United States Government  
20       “should offer to join with other nations in gener-  
21       ously supporting [spending funds] . . . directly on  
22       building and operating primary and secondary  
23       schools in those Muslim states that commit to sen-  
24       sibly investing financial resources in public edu-  
25       cation.”.



1           “(2) to provide incentives to encourage reform  
2 of the education system and improve educational  
3 services in countries that lack such commitment.

4           “(c) PRINCIPLES.—In developing the global commit-  
5 ment referred to in subsection (b), the policy of the United  
6 States shall be guided by the following principles:

7           “(1) UNITED STATES RESOURCES.—To lead a  
8 global commitment to achieving universal basic edu-  
9 cation, the United States shall commit substantial  
10 new resources for education in developing countries  
11 to inspire confidence in such countries that efforts to  
12 reform education in such countries will receive ade-  
13 quate resources.

14           “(2) OTHER MAJOR DONORS.—The United  
15 States Government shall encourage other donors to  
16 contribute commensurate amounts to support such a  
17 global commitment.

18           “(3) PRIVATE SECTOR AND NONGOVERN-  
19 MENTAL PARTICIPATION AND CONTRIBUTIONS.—  
20 United States efforts in leading such a global com-  
21 mitment shall include explicit strategies to encourage  
22 and integrate contributions of strategic direction and  
23 financial resources from indigenous and inter-  
24 national private sector and civil society organizations

1 interested in supporting quality universal basic edu-  
2 cation efforts.

3 “(4) SCHOOL ACCESS, QUALITY, AND COMPLE-  
4 TION.—United States assistance for basic education  
5 in developing countries shall seek to expand access  
6 to school for all children and to improve the quality  
7 of education in order to increase the number of chil-  
8 dren completing a basic education.

9 “(5) COORDINATION WITHIN THE UNITED  
10 STATES GOVERNMENT.—A comprehensive strategy  
11 shall improve coordination and collaboration among  
12 all departments and agencies of the United States  
13 Government involved in education assistance to en-  
14 sure efficient and effective use of the resources of  
15 the United States.

16 “(6) COORDINATION BETWEEN EDUCATION AND  
17 AIDS PREVENTION EFFORTS.—United States assist-  
18 ance shall support efforts to improve coordination  
19 between global health and education initiatives in  
20 United States Government programs and inter-  
21 nationally to reduce the adverse impact of HIV/  
22 AIDS on education systems, teaching forces, and  
23 vulnerable children in developing countries.

24 “(7) INTEGRATION OF EDUCATION PLANS  
25 WITHIN OVERALL NATIONAL ECONOMIC STRATE-

1 GIES.—United States policies and programs shall  
2 encourage poor countries to ensure that efforts are  
3 developed within an overall strategy of economic and  
4 market reforms to reduce poverty and spur sus-  
5 tained economic growth.

6 “(8) HIGH STANDARDS OF ACCOUNTABILITY  
7 AND TRANSPARENCY IN BUDGETING.—The United  
8 States shall develop procedures to monitor the ex-  
9 penditure of funds allocated for the purposes de-  
10 scribed in this section, and shall only provide funds  
11 to the government of a foreign country only if such  
12 government has developed high standards of budget  
13 transparency, independent monitoring, and account-  
14 ability.

15 “(d) DEFINITIONS.—In this section:

16 “(1) AIDS.—The term ‘AIDS’ has the meaning  
17 given that term in section 104A(g).

18 “(2) APPROPRIATE CONGRESSIONAL COMMIT-  
19 TEES.—The term ‘appropriate congressional com-  
20 mittees’ means the Committee on Appropriations  
21 and the Committee on Foreign Relations of the Sen-  
22 ate and the Committee on Appropriations and the  
23 Committee on International Relations of the House  
24 of Representatives.

1           “(3) BASIC EDUCATION.—The term ‘basic edu-  
2           cation’ means an education, generally consisting of  
3           completion of 9–10 years of schooling, including  
4           early childhood development, primary education,  
5           some secondary education, teacher training, literacy  
6           training, and life skills training.

7           “(4) HIV/AIDS.—The term ‘HIV/AIDS’ has  
8           the meaning given that term in section 104A(g).

9           “(5) EDUCATION FOR ALL FAST TRACK INITIA-  
10          TIVE.—The term ‘Education for All Fast Track Ini-  
11          tiative’ means the Fast Track Initiative launched in  
12          2002 to mobilize donor resources to support Edu-  
13          cation for All, an international commitment  
14          launched in 1990 to bring the benefits of education  
15          to every individual.

16          “(6) MEMBER STATES OF THE GROUP OF  
17          EIGHT.—The term ‘member states of the Group of  
18          Eight’ means the countries of Canada, France, Ger-  
19          many, Italy, Japan, Russia, the United Kingdom,  
20          and the United States.

21          “(e) DEVELOPMENT AND IMPLEMENTATION OF A  
22          COMPREHENSIVE UNITED STATES STRATEGY ON EDU-  
23          CATION FOR ALL.—

1           “(1) EDUCATION FOR ALL TASK FORCE.—The  
2 President shall establish an Education for All Task  
3 Force as described in this subsection.

4           “(2) PURPOSES.—The purposes of the Task  
5 Force are—

6                   “(A) to carry out the policy set out in sub-  
7 section (b); and

8                   “(B) to develop a unified strategy of the  
9 United States to promote universal basic edu-  
10 cation.

11           “(3) MEMBERSHIP.—The Task Force shall in-  
12 clude the following members:

13                   “(A) The Administrator of the United  
14 States Agency for International Development.

15                   “(B) The Secretary of the Treasury.

16                   “(C) The Secretary of Labor.

17                   “(D) The Secretary of Education.

18                   “(E) The Secretary of Health and Human  
19 Services.

20                   “(F) The Secretary of Agriculture.

21                   “(G) The Secretary of State.

22                   “(H) The Chief Executive Officer of the  
23 Millennium Challenge Corporation.

1           “(I) The Coordinator of United States  
2           Government Activities to Combat HIV/AIDS  
3           Globally.

4           “(J) The National Security Advisor.

5           “(K) The National Economic Advisor.

6           “(4) CO-CHAIRS AND HEADQUARTERS.—The  
7           Task Force shall be co-chaired by the National Se-  
8           curity Advisor and the National Economic Advisor,  
9           and the headquarters of the Task Force shall be lo-  
10          cated at both the National Security Council and the  
11          National Economic Council.

12          “(f) UNIFIED STRATEGY.—

13                 “(1) CONTENT.—The unified strategy devel-  
14                 oped by the Task Force should include a detailed de-  
15                 scription of the United States plan to promote uni-  
16                 versal basic education, including a description of the  
17                 following elements:

18                         “(A) The manner in which the resources of  
19                         the United States shall be used to achieve uni-  
20                         versal basic education, including—

21                                 “(i) the efforts of the United States to  
22                                 coordinate an international effort to  
23                                 achieve universal basic education by 2015;

24                                 “(ii) the activities of the United  
25                                 States to leverage contributions from mem-

1           ber states of the Group of Eight and other  
2           donors to provide universal basic education  
3           by 2015; and

4           “(iii) the assistance provided by the  
5           United States to leverage contributions  
6           from the private sector and civil society or-  
7           ganizations to achieve universal basic edu-  
8           cation.

9           “(B) The efforts of the United States to  
10          coordinate with other donors to reduce duplica-  
11          tion and waste at the global and country levels  
12          and ensure efficient coordination among all rel-  
13          evant departments and agencies of the United  
14          States Government.

15          “(C) The strategy of the United States to  
16          support efforts to overcome challenges to  
17          achieving universal basic education, including  
18          strategies to target hard-to-reach populations to  
19          promote education as a fundamental means to  
20          preventing the spread of HIV/AIDS, and to  
21          support efforts to reduce the adverse impact of  
22          HIV/AIDS on education systems.

23          “(2) REQUIREMENT TO CONSULT.—The Task  
24          Force shall consult with nongovernmental organiza-  
25          tions and individuals involved in the promotion and

1 implementation of education assistance programs in  
2 developing countries to give such organizations and  
3 individuals an opportunity to contribute to, and com-  
4 ment on, the unified strategy to promote universal  
5 basic education developed by the Task Force.

6 “(3) SCHEDULE FOR COMPLETION OF STRAT-  
7 EGY.—Not later than 180 days after the date of en-  
8 actment of the Education for All Act of 2006, the  
9 Task Force shall submit the unified strategy to the  
10 President and to appropriate congressional commit-  
11 tees.

12 “(g) NATIONAL EDUCATION PLANS.—

13 “(1) AUTHORITY.—The President is authorized  
14 to provide funds and other assistance to an eligible  
15 entity to assist a foreign country to create the poli-  
16 cies, processes, or infrastructure to develop and im-  
17 plement a comprehensive national education plan as  
18 described in this subsection to allow all citizens of  
19 such country to access and complete basic education.

20 “(2) ELIGIBLE ENTITY.—In this subsection, the  
21 term ‘eligible entity’ means—

22 “(A) the government of a foreign country;

23 or

1           “(B) a person that the President deter-  
2           mines is appropriate to receive assistance under  
3           this subsection.

4           “(3) CRITERIA FOR NATIONAL EDUCATION  
5           PLANS.—Assistance may be provided under this sub-  
6           section to an eligible entity to assist a foreign coun-  
7           try that is developing a comprehensive, national edu-  
8           cation plan, or to encourage a foreign country to de-  
9           velop a comprehensive national education plan. Such  
10          a national education plan shall—

11                   “(A) include explicit, credible strategies to  
12                   achieve universal basic education;

13                   “(B) be developed in accordance with the  
14                   provisions of—

15                           “(i) this section;

16                           “(ii) the Education for All Fast Track  
17                   Initiative;

18                           “(iii) the Poverty Reduction Strategy  
19                   Paper process administered by the World  
20                   Bank and the International Monetary  
21                   Fund; and

22                           “(iv) the Millennium Challenge Act of  
23                   2003 (22 U.S.C. 7701 et seq.);

1           “(C) be developed and implemented in con-  
2 sultation with indigenous, nongovernmental or-  
3 ganizations and civil society organizations;

4           “(D) demonstrate a clear commitment of  
5 political and financial resources to education by  
6 the foreign country to ensure that assistance  
7 made available under this subsection supple-  
8 ments, not supplants, the investment in edu-  
9 cation made by such country;

10           “(E) establish clear processes for the mon-  
11 itoring and tracking of funds committed to edu-  
12 cation, and clear standards for assessing  
13 progress toward achieving universal basic edu-  
14 cation; and

15           “(F) include special strategies—

16           “(i) to target hard-to-reach popu-  
17 lations, especially girls, out-of-school youth,  
18 children with disabilities, orphans, refu-  
19 gees, populations in emergency situations,  
20 and children impacted by AIDS;

21           “(ii) to improve coordination between  
22 education and other sectors, particularly  
23 the health sector, in order to address the  
24 role of education in preventing HIV/AIDS  
25 and other diseases and to specify efforts to

1 minimize the adverse impact of the disease  
2 on school systems and children’s access to  
3 schooling; and

4 “(iii) to ensure that schools provide  
5 quality education and are not incubators  
6 for violent extremism.

7 “(4) ACTIVITIES SUPPORTED.—Assistance pro-  
8 vided under this subsection may be used to support  
9 efforts to expand access and to improve the quality  
10 of basic education, including—

11 “(A) in a foreign country that has dem-  
12 onstrated a capacity to develop a national edu-  
13 cation plan, efforts—

14 “(i) to ensure an adequate supply of  
15 trained teachers, effective curriculum, and  
16 adequate infrastructure;

17 “(ii) to build systems to provide con-  
18 tinuing support, training, and professional  
19 development for all educators;

20 “(iii) to eliminate fees for educational  
21 services, including fees for tuition, uni-  
22 forms, and materials, and to provide access  
23 to education without additional costs to  
24 families;

1           “(iv) to build systems to ensure con-  
2           tinuing information collection, monitoring,  
3           and evaluation of education services and fi-  
4           nancing; and

5           “(v) to ensure that schools are not in-  
6           cubators for violent extremism; and

7           “(B) in a foreign country that has not  
8           demonstrated a capacity to develop a national  
9           education plan, efforts—

10           “(i) to assist such country in devel-  
11           oping such a capacity;

12           “(ii) to assist civil society organiza-  
13           tions, international organizations, and local  
14           governments that have demonstrated a  
15           commitment to education reform in imple-  
16           menting programs to provide basic edu-  
17           cation on a community level, with an em-  
18           phasis on such programs that could be ex-  
19           panded if such country demonstrates a na-  
20           tional commitment to basic education; and

21           “(iii) to assist civil society organiza-  
22           tions and international organizations to  
23           provide education in situations of humani-  
24           tarian emergency or armed conflict.

1           “(5) SUSPENSION OF ASSISTANCE.—The Presi-  
2           dent may suspend the provision of all or part of the  
3           assistance provided under this subsection for a for-  
4           eign country if there is substantial evidence that a  
5           government of such country—

6                   “(A)(i) is not tracking and monitoring the  
7                   use of foreign and domestic assistance to de-  
8                   velop or implement a comprehensive, national  
9                   education plan and making such tracking and  
10                  monitoring information available to the public;

11                  or

12                   “(ii) is using such assistance for unauthor-  
13                  ized purposes; and

14                   “(B) fails to come forward with an imme-  
15                  diate plan to address a deficiency described in  
16                  clause (i) or (ii) of subparagraph (A).

17           “(h) UNIVERSAL BASIC EDUCATION FELLOWSHIP  
18           PROGRAM.—

19                   “(1) AUTHORITY.—The Administrator of the  
20                   United States Agency for International Development  
21                   is authorized to establish an education fellowship  
22                   program at the United States Agency for Inter-  
23                   national Development to increase the expertise of  
24                   the personnel of the Agency in promoting universal

1 basic education and to carry out the provisions of  
2 this section.

3 “(2) TERM OF FELLOWSHIP.—An individual  
4 may participate in a fellowship under this subsection  
5 for a term of not more than 3 years.

6 “(3) QUALIFICATIONS.—An individual is quali-  
7 fied to participate in a fellowship under this sub-  
8 section if such individual has the specific expertise  
9 required—

10 “(A) to develop and implement the policies  
11 and programs of this section; and

12 “(B) to promote the exchange of knowl-  
13 edge and experience among the Agency, the  
14 education service delivery community, private  
15 business, and the academic and research com-  
16 munities.

17 “(i) RELATIONSHIP TO OTHER LAWS.—The Presi-  
18 dent shall exercise the authority provided in this section  
19 in accordance with other applicable law.

20 “(j) AUTHORIZATION OF APPROPRIATIONS.—

21 “(1) AUTHORIZATION OF APPROPRIATIONS.—  
22 There are authorized to be appropriated to the  
23 President to carry out the provisions of this section  
24 amounts as follows:

25 “(A) \$600,000,000 for fiscal year 2007.

1                   “(B) \$1,000,000,000 for fiscal year 2008.

2                   “(C) \$1,500,000,000 for fiscal year 2009.

3                   “(D) \$2,000,000,000 for fiscal year 2010.

4                   “(E) \$2,500,000,000 for fiscal year 2011.

5                   “(2) AVAILABILITY OF FUNDS.—Amounts made  
6                   available under paragraph (1) are authorized to re-  
7                   main available until expended and are in addition to  
8                   amounts otherwise available for such purposes.”.

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