

108TH CONGRESS
2D SESSION

S. 2862

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.

IN THE SENATE OF THE UNITED STATES

SEPTEMBER 29, 2004

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

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 2004”.

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 104,000,000 children ages 6 through 11 are
6 not in school, and 57 percent of such children are
7 girls. Another 150,000,000 children are at risk of
8 dropping out before completing primary school, and
9 at least 66 percent of such children are girls. At
10 least 86 countries are unlikely to achieve the goal of
11 100 percent of children completing primary school
12 by 2015.

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

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

25 (4) The Report concluded that the United
26 States Government must offer an example of moral

1 leadership in the world and offer parents and their
2 children a vision of the future that emphasizes indi-
3 vidual educational and economic opportunity.

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

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

21 (7) The Report noted that the United Nations
22 has rightly equated “literacy as freedom” and that
23 the international community is moving toward set-
24 ting a goal of reducing by half the illiteracy rate in
25 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 (11) Credible estimates indicate that at least an
2 additional \$7,000,000,000 to \$10,000,000,000 per
3 year of external development assistance is necessary
4 for developing countries to achieve universal basic
5 education by 2015.

6 **SEC. 3. ASSISTANCE TO ACHIEVE UNIVERSAL BASIC EDU-**
7 **CATION.**

8 The Foreign Assistance Act of 1961 (22 U.S.C. 2151
9 et seq.) is amended by inserting after section 105 the fol-
10 lowing new section:

11 **“SEC. 105A. UNIVERSAL BASIC EDUCATION.**

12 “(a) PURPOSE.—It is the purpose of this section to
13 ensure that the United States provides the resources and
14 leadership to ensure a successful international effort to
15 provide all children with a quality basic education in order
16 to achieve the goal of universal basic education by 2015
17 agreed to at the World Education Forum held in Dakar,
18 Senegal in 2000.

19 “(b) POLICY.—It is the policy of the United States
20 to work with foreign countries and international organiza-
21 tions to increase the global commitment to achieving uni-
22 versal basic education to—

23 “(1) assist developing countries committed to
24 serious reforms to provide all children with a quality
25 elementary education and secondary education; and

1 “(2) provide incentives to encourage reform of
2 the education system and improve educational serv-
3 ices 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 2004, 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 to—

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

21 “(ii) 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) ensure that schools provide qual-
5 ity education and are not incubators for
6 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 to—

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

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

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

5 “(v) ensure that schools are not incu-
6 bators 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 to—

10 “(i) assist such country in developing
11 such a capacity;

12 “(ii) assist civil society organizations,
13 international organizations, and local gov-
14 ernments that have demonstrated a com-
15 mitment 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) assist civil society organizations
22 and international organizations to provide
23 education in situations of humanitarian
24 emergency or armed conflict.

1 “(4) 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) 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) \$500,000,000 for fiscal year 2005.

1 “(B) \$1,000,000,000 for fiscal year 2006.

2 “(C) \$1,500,000,000 for fiscal year 2007.

3 “(D) \$2,000,000,000 for fiscal year 2008.

4 “(E) \$2,500,000,000 for fiscal year 2009.

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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