

Position Paper
Working Group for Basic Education and Child Labour
Poverty & Development Unit
G8 2008 NGO Japan Forum

“We reaffirm our commitment that no government seriously committed to achieving education for all will be thwarted in this achievement by lack of resources.” (G8 COMMUNIQUÉ OKINAWA 2000)

Why is aid for basic education needed?

Basic education refers to education that fulfils the fundamental learning need of human beings, and that consists of early childhood development, primary education, lower secondary education and life skills education including adult literacy. Basic education is significant in two respects. First, basic education is a right itself. The right is identified as a universal right in the Universal Declaration of Human Rights (1948) and the Convention on the Rights of the Child (1989). When children are out of school and adults are unable to read and write, these are violations of a fundamental human right. Therefore, nations and international community have a duty to ensure basic education for all the people.

Secondly, education is a necessary means for economic development and poverty reduction. At the Genoa Summit in 2001, Mr. Koizumi, then prime minister of Japan, introduced the “Spirit of one hundred sacks of rice (*Kome hyappyou*)¹” and stressed the importance of human development for the prosperity of a country. It is demonstrated in the experience of East Asian countries, including Japan, that universal primary education was the pre-condition for economic development accompanying equality. Moreover, basic education contributes to poverty reduction, as well. For example, the HIV infection rate of women who have completed primary education is half the rate of those who have not. Also, the child mortality rate decreases 9 % in the case of the former compared to the latter. This fact leads to the estimate that about there would be a 0.7 million decrease in HIV infected youth and 1 million more infants would survive if universal primary education were achieved.

77 million children are out of school and 781 million adults cannot read and write.

Today, 77 million children of countries which data is available are out of school and 781 million adults can not read and write. Among those, women compose two thirds. Dangerous labour takes away children’s rights from 218 million children. Goal 3 of the United Nations Millennium Development Goals (MDGs), that is, to “eliminate gender disparity in primary and secondary education preferably by 2005, and at all levels by 2015”, failed in 2005 to be achieved in one third of the developing countries. UNESCO has estimated that the MDG 2, to “ensure that all boys and girls complete a full course of primary schooling by 2015”, is likely not to be achieved in 67 countries if the present level of progress continues.

¹ "Spirit of the one hundred sacks of rice"

At the beginning of the Meiji period, the desperately impoverished Nagaoka fiefdom received one hundred sacks of rice as relief aid. One of the leaders of the clan, Torasaburo Kobayashi, counseled that if they just distributed the rice to the fiefdom's samurai and residents, the rice would be gone in a few days. Instead, he proposed to use the rice to secure funds to build a school, and thus to increase one hundred sacks of rice to thousands or tens of thousands sacks of rice in the future. The plan was carried out, and, as a result, a steady stream of valuable human resources was produced by the school. This foresight is called the "spirit of the one hundred sacks of rice" in Japan, and it emphasizes that investment in education is one of the most vital investments for nation-building.
<http://www.mofa.go.jp/region/africa/education3.html#1>

The gender gap in education is serious and accelerates the "feminization of the poverty" or poverty being a problem for women. At first, because of the custom of adhocacy that remains in many areas in the world, particularly when education can be a burden to the household expenses, girls are in a position where their attendance of school is given the least priority, and they are first to be withdrawn from school among their family members.

Whether one takes on an education just reinforces the disproportion of power relations between men and women, and supports violence based on gender. In addition, female experts, particularly professionals in the health and medical care sector, are few compared with that of male experts, because the gender gap in secondary and higher education is even bigger. It is often the case that women are put to work in inferior working conditions even if they are able to get jobs at all. For instance, female nurses have to treat the blood of patients without rubber gloves being provided at a hospital in an area where HIV infection is about a concern.

It is imperative for poverty reduction and the dissolution of the gap that the viewpoint of women engaging in "care labour", the economic contribution of which is not acknowledged often, is be reflected in decision-making of the society. However, it is difficult for the viewpoint of the women to be reflected in policy without their expression of opinion being possible, because they often do not receive education. As a result, the immobilization of the gender gap is taking place.

The international community affirmed that "no government seriously committed to achieving education for all will be thwarted in this achievement by lack of resources" in the Dakar Framework for Action in 2000, and developed countries, the G8 countries in particular, made necessity of an increase of the basic education support clear. "EFA fast track initiative (FTI)", that is, international fund mobilization mechanism to realize this pledge, began from 2002. However, the amount of real aid is only 4.4 billion dollars though the amount of necessary aid fund is estimated at 11 billion dollars a year to achieve the EFA target.

Efforts of developing countries' governments: Abolition of school fee

The achievement of the EFA target is critical, as mentioned above. However, the achievement of EFA target is possible in terms of both ability and funding. Many developing countries made an effort and accomplished the following big developments over a short term:

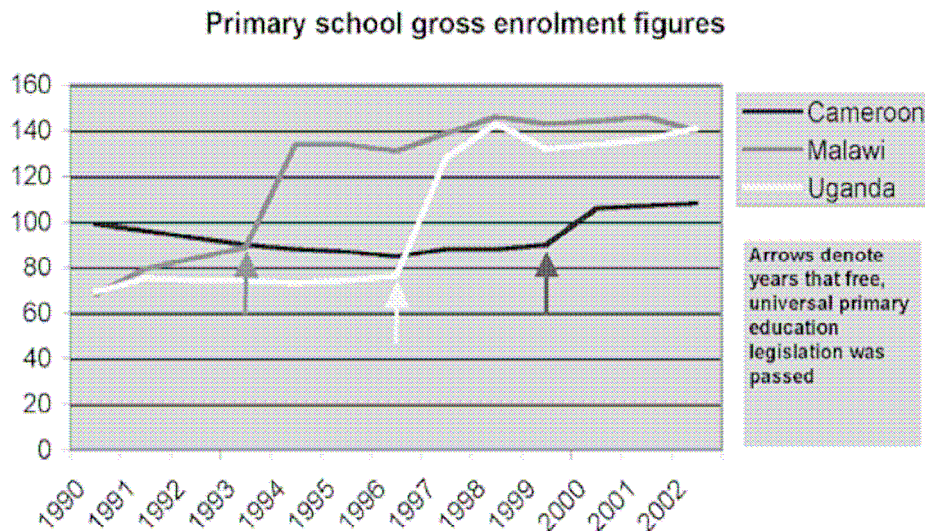
- In Burundi, as a result of having exempted tuition from students of primary education, 500,000 children newly enrolled in schools on the first day.
- In Bangladesh, the primary school enrolment rate of girl roses to the double that of the whole country in the area where a scholarship for girls from the government was introduced. .
- In Lesotho, children infected with HIV used to drop out of schools, but with the abolition of tuition fees and the introduction of school meals, many HIV positive children returned to school.

The reason why these countries achieved those results is because the government executed system reforms, such as the abolition of tuition fees, and incentive provisions, such as scholarships and school meals, on a large scale: The government was not just satisfied with small-scale pilot projects. These examples show that the achievement of EFA is possible if the government wrestles with political intention. The abolition of tuition fees, in particular, has achieved a big effect. Fourteen African countries and Cambodia and East Timor in Asia abolished tuition fees after 1994².

² The 14 countries that abolished tuition fees are as follow: Malawi (1994), Ethiopia (1996) Ghana (1996) Uganda

One year after the abolition of tuition fees, the school enrolment rate increased 68% in Malawi and Uganda, and 22% in Kenya, as the graph below shows. The countries that abolished tuition fees use more than 20% of the national budget on education. Education expenditure rose to 40% of government expenditure after tuition was abolished in Kenya in 2003.

It is whether factors obstructing enrolment to school can be cleared that greatly controls whether a country can get closer to the achievement of the EFA target. And it is the role of the developed countries to support the efforts of developing countries effectively.



Source : School Fee Abolition Initiative (2006)

The role of the G8

More: Is the G8 aid for basic education enough?

The graph below shows a comparison of the amount of aid to primary education to African countries from G8 countries in 2005. The graph compares the shared fairly amount of aid in the field of basic education of 5 billion dollars that African countries needed based on the wealth of each G7 country with the amount of real aid for African primary education. The graph indicates that, except U.K. and Canada, G7 countries do not provide fair share of aid amount for universal primary education in Africa.

U.K. and Canada as active countries

- **The U.K.** has announced to support 15 billion dollars in ten years until 2015 for basic education in predictable manner.
- **Canada** has increased the amount of aid to education by four times compared with that in 2000 and has pledged to increase the amount of annual bilateral aid in the field of education for African countries to 130 million dollars by four years after.

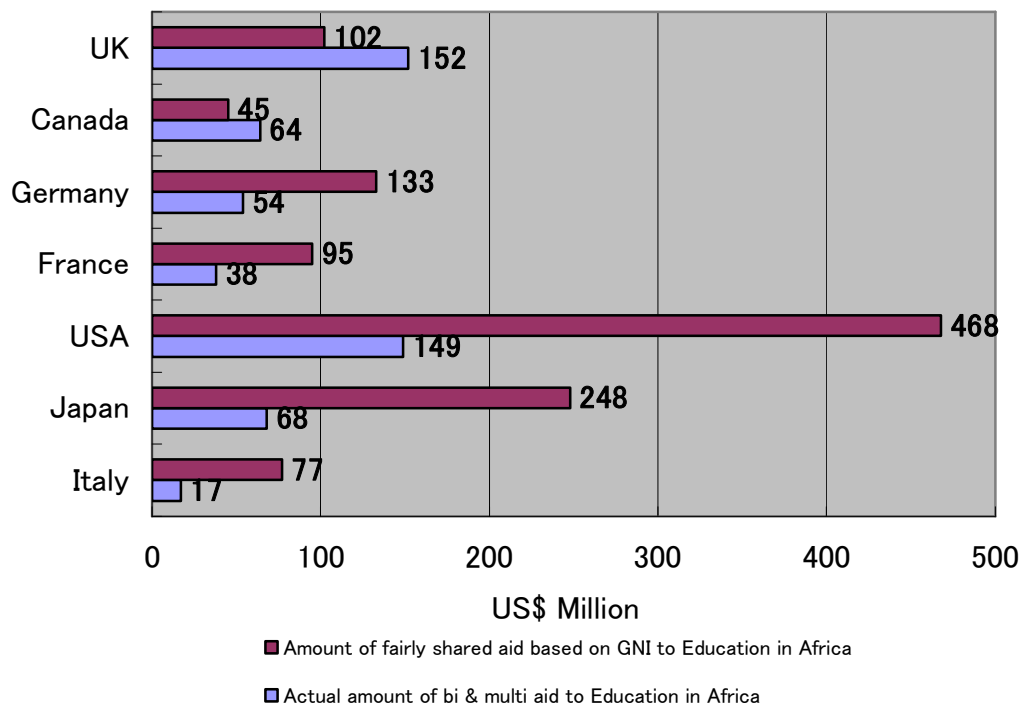
Germany, France, U.S.A., Japan and Italy as passive countries

- **Germany** used to focus on higher education but in later years expands primary education support. The amount of the annual target of primary education support after 2007 is 153 million dollars.

(1997) Lesotho (1999), Cameroon (1999) Madagascar (2002), Tanzania (2002), Zambia (2002), Kenya (2003) Benin (2004), Mozambique (2005), the Democratic Republic of Congo (2005), and Burundi (2005).

- The contribution degree of **France** to the fair share was 40%. France is shifting to primary education, but the most assistance to education is still to higher education and scholarship for university students from students. Such support does not contribute to the development target of the education sector of the developing countries directly.
- The amount of aid of **U.S.A.** is far below the needed amount of money. The budget bill in 2008 reduces about 25% of assistance to education in comparison with the 2006 budget.
- The contribution degree of **Japan** to the fair allotment was 27%. The ratio of the amount of basic education support to Japanese education assistance is only 18%.
- Until now, **Italy** has not announced a plan to increase primary education support to Africa.

Actual amount committed and the amount of fair share for Universal Primary Education in Africa (2005)



Source : DATA (2007)

0.7% aid target and debt cancellation

It is necessary to increase the total sum of ODA itself so that an increase in basic education support does not sacrifice support for other important development sectors. The ratio of the ODA of G8 countries to the total Gross Domestic Income (GDI) ratio was 0.33% in 2005. In order to achieve the international target of “0.7%”, it is necessary for all G8 countries to make a road map to achieve 0.7% target within a specific year.

Debt relief helps the short supply of funds. The reason is because liquidation strongly suppresses the education budget. The Dakar Framework for Action mentions, “providing earlier, more extensive and broader debt relief and/or debt cancellation for poverty reduction, with a strong commitment to basic education”. Twenty-nine countries that had become object countries in the expanded debt relief initiative for heavily indebted poor countries (HIPC) were able to increase basic education budgets. For example, Tanzania could increase its

education budgets per capita to double by debt relief and was able to abolish tuition fees. As a result, 1.6 million children were able to enrol in school. Niger allocated 40% to primary education among the funds, which no longer have to be paid back due to debt relief.

However, the debt relief carried out so far has been too small-scale and intended for only a limited number of countries. At the G8 Gleneagles summit in 2005, it was agreed that “the debt of the country where the debt was a hindrance in achieving MDGs would be exempted” for the first time, and debt cancellation of HIPC countries was decided. However, there are many countries that have not been endorsed as HIPC countries, though under the same above-mentioned conditions. The number of countries needing debt cancellation for achieving the MDGs amounted to nearly 60 countries in total. The Sub-Saharan African countries spent a sum equal to double of the budget for fundamental social services (health, education, etc.) for liquidation in 2003. In order to achieve the MDGs, it is necessary for the debt of all countries needing debt cancellation to be exempted, and not only some countries chosen arbitrarily.

On the occasion of debt cancellation, it is necessary for the creditor nations to pay attention to two issues. First, policy conditions that obstruct achievement of MDGs should not be made. The creditors have imposed economic liberalization, the reduction of the public expenditure, the privatization of the public sector and a market opening on the debt countries as conditionalities for the debt forgiveness. The World Bank that had aggressively promoted these conditions has recognized that these policies brought the expansion of poverty and gap in many developing countries. Secondly, debt cancellation should be performed separately from and additionally to existing aid pledges. Most donor countries presently appropriate debt cancellation in the ODA budget. This means that part of the aid budget disappears by fund transfer between the ministries and government offices of the creditor nation. As a result, the amount of aid received by the subject developing countries decreases and those developing countries and the poor suffer from the side effects.

We call upon the G8 countries to:

- 1. Announce a road map to achieve the UN target that 0.7% of GNI is allocated for ODA.**
- 2. Increase basic education aid to meet their fair share of US\$11 billion annual external financing requirement, particularly on low-income countries where per capita education expenditure is low.**
- 3. Cancel the debt of countries at risk of not achieving MDGs without imposing negative conditionalities or reducing current aid flows.**

Faster: Accelerating EFA through Fast Track Initiative (FTI)

The EFA fast track initiative (FTI) was formulated by an agreement of the G8 in 2002 as a mechanism to aid countries, giving priority to those with a reliable clear plan for achievement of the EFA and a will to carry out the plan. The characteristics of FTI are mainly three. First, ownership by the developing country government is respected, and aid that is consistent with the national educational program is carried out not led by the donor but by the recipient government. Secondly, the aid harmonization would be promoted, and the transaction costs on the part of the developing country's government is to be reduced. Thirdly, the aid for ordinal/recurrent expenses (teachers' salaries, textbooks etc.) is strengthened. In FTI, all low-income countries may become endorsed countries if the condition is met that there is an approved poverty reduction strategy paper (PRSP) and an education sector development

program endorsed by the donor at a country level.

The aid to the FTI-endorsed country is executed through bilateral and multilateral aid to the field of basic education and two FTI funds: the Catalyst Fund and Education Program Development Fund. As of 2006, the capital needed for universal primary education in the 20 FTI-endorsed countries was 51.3 billion dollars. And of this, the developing countries' governments contributed 3,536 million dollars. The amount of aid demand was 1,118 million dollars, but the real aid amounted to 604 million dollars and was 513 million dollars were short.

The list below shows a ratio of the real amount of aid to the FTI endorsed countries to: 1) the amount of each bilateral aid for the FTI endorsed country, 2) the two funds of FTI, and 3) the total of the two, which should be contributed based on the wealth (GNI) of the G7 countries when the amount of contribution among those countries is fairly shared, from 2003 to 2005. Other than U.K. and Canada, no country performed well.

Commitment to FTI by G7 countries (2003-2005)

Rank	Country	Donor GNI as % of total DAC GNI	①Amount committed to FTI fund US\$ Million	②Amount committed to the FTI-endorsed countries bilateral aid to basic education US\$ Million	③Total amount committed to FTI (①+②)	④Fair share of finance required to fill the financing gap for the FTI endorsed countries, based on GNI. US\$ Million	Amount committed as % of fair share ③/④%
1	Canada	3.4%	21	180	201	75	268%
2	UK	7.0%	133	192	325	154	211%
3	France	6.5%	0.00	91	91	143	64%
4	Japan	14.4%	0.00	157	157	317	50%
5	Germany	8.6%	0.00	89	89	189	47%
6	USA	38.1%	0.00	100	100	838	12%
7	Italy	5.4%	1	9	10	119	8%

Source: OECD (2006), FTI Secretariat (2006)

We call upon the G8 countries to:

- 4. Report on progress on the commitments in the Heiligendamm G8 Communiqué, which promised to fill the 2007 financing gap of US\$500 million of EFA Fast Track Initiative, by mapping country-specific financing gaps against G8 country programs and identifying the potential to scale-up within existing bilateral efforts.**
- 5. Admit and rectify the failure to date to fulfil the promise that no country seriously committed to “Education for All” will be thwarted in their achievement of EFA goals by lack of resources.**
- 6. Agree to back an annual replenishment framework for the FTI Catalytic Fund, which responds appropriately to the urgency and scale of the need without undermining the fundamental principles and practices of FTI.**
- 7. Establish a G8 Task Team within the FTI Partnership for generating political will for the benefit of FTI.**

Better: Improving aid effectiveness

The G8 should employ four policy measures to improve the quality and effectiveness of aid to basic education. First, they need to improve the predictability of aid. Aid to education is different from aid to infrastructure, including the construction of ports and roads because education spending requires recurrent expenditure such as teachers’ salaries and textbook costs. UNESCO estimates that 18 million new teachers are needed to provide primary education to all children by 2015. Governments are not able to decide on employing new teachers with just a one-year increase in aid to education, because firing teachers once they are employed is not easy. The same logic is applied to the abolition of school fees. It is difficult to charge school fees once abolished. Therefore, to support abolishing school fees and employing new teachers, G8 countries should improve predictability in aid delivery.

Second, aid to basic education should include recurrent costs in addition to capital cost. Eighty to ninety percent of the education expenditure of developing countries is recurrent expenditure, and 10 to 20 percent of it is capital. The majority of aid to education by Japan, the US and Germany goes to project aid, which supports capital costs and results in the failure to address important issues such as school fees and teacher recruitment and employment. However, some argue that support for recurrent expenditure increases aid dependency and undermines the aid absorptive capacity, which lead to misuse of aid money. In our view, the FTI mechanism is created to avoid these excuses because the FTI endorsement process requires that countries must have a good plan and capacity. Therefore, G8 countries should support recurrent expenditure in education of FTI endorsed countries.

Third, G8 countries should improve aid effectiveness. Most G8 countries pay a lot to consultants but not so much to the low salaries of teachers. The World Bank estimates that one-third of aid amounts to education by all donors go to consultancy. In Mozambique, donors pay US\$350 million to consultants, whereas the total amount of 100,000 public servants’ salaries is only US\$ 74 million. Technical assistance is necessary to support institutional capacity building. However, the G8 should reconsider the balance between technical assistance and grants from the viewpoint of cost-effectiveness. The G8 also should fully untie aid to improve aid effectiveness. Untying aid allows governments to contact the best and cheapest agencies through competitive biddings. G8 countries, except for the UK,

still tie part of the aid, where procurement of goods and services must be made from the donor countries' agencies.

Fourth, G8 should ensure its accountability and transparency. Donors always impose accountability and transparency on recipient governments regarding the use of aid money. However, G8 should also ensure accountability and transparency for citizens in developing countries and taxpayers in donor countries. One of the promising measures to improve accountability and transparency of aid delivery is to support the capacity of civil society organizations working for EFA in developing countries, which monitors the status of EFA achievement and aid flow and its effectiveness at the grassroots level. Therefore, G8 should endorse the "Civil Society Education Fund" proposed by the Global Campaign for Education, that one percent of both bilateral and multilateral aid to education should be used for capacity building of civil society organizations for EFA.

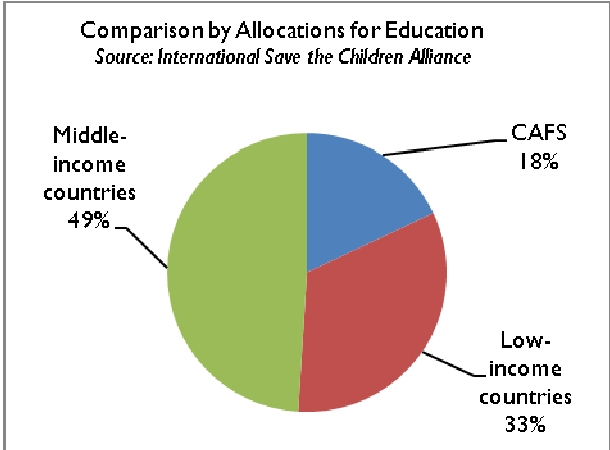
We call upon the G8 countries to:

- 8. Expand support for recurrent expenditure in basic education, and promote sector-wide approaches and budgetary support in a long term and predictable manner.**
- 9. Untie aid to improve aid efficiency and ensure aid reaches those who are most in need, including marginalized populations.**
- 10. Expand support for capacity-building of civil society organizations working for advocacy in EFA.**

Education aid in humanitarian crisis and conflict-affected fragile states

Amongst 77 million children missing out on primary education, more than half – 39 million – live in conflict-affected fragile states (CAFS). In CAFS, one in three children is out of school. Despite this, almost half of all education aid has been allocated to middle-income countries, whilst the proportion being channelled to CAFS remains seriously lower.

Reasons for the low prioritisation of education aid to CAFS are weak government capacity and efficiency. Although there is a significant proportion of aid to CAFS, it is not just for education. When looking at aid allocations for social development in CAFS, the proportion of social infrastructure and services receives 43%, compared to only 12% allocated for education. In low-income countries, 30% is funded for education. Education aid is a low priority in the low-income countries, in particular CAFS; thus, fair aid allocations are critically important in order to meet the EFA goals.



In addition, education has been sidelined in the field of international humanitarian assistance for emergencies and reconstruction aid. It is therefore essential to position education as an important component of humanitarian aid and ensure active support for education in emergency situations or/and early stages of post-conflict. Particularly in the context of

emergencies, it is urgently needed to enhance education assistance undertaken by various donors and aid agencies, and to meet minimum standards for education in emergencies, chronic crises and early reconstruction³.

We call upon the G8 countries to:

- 11. Increase long-term, predictable aid for basic education in conflict-affected fragile states.**
- 12. Prioritize education in humanitarian policy and response and comply with the Minimum Standard for Education in Emergencies, Chronic Crises and Early Reconstruction.**

Child labour hinders universal primary education

Child labour is defined by ILO Minimum Age Convention (No. 138), which prohibits employment of children before the completion of compulsory education. The Worst Forms of Child Labour Convention (No.182) also defines “the worst forms” which are hazardous and detrimental work by children under 18. The International Labour Organization (ILO) estimates that 218 million children are engaged in child labour, of which 100 million engage in hazardous work.

Child labour is one of the biggest impediments in achieving universal primary education. The study shows a negative correlation between child economic activity and school attendance, indicating that work is one of the factors lowering school enrolments (Understanding Children’s Work, 2006). Overall child labour has decreased from 2000 to 2004, with a drop in Asia and larger drop in Latin America, but the number has increased in Sub-Saharan Africa as shown in the graph.

	2000	2004	(Million) % change from 2000 to 2004
Child Population	1,531.4	1,566.3	2.3
Of which: economically active children	351.9	317.4	-9.8
Of which: child labourers	245.5	217.7	-11.3
Of which: children in hazardous work	170.5	126.3	-25.9

(ILO 2006)

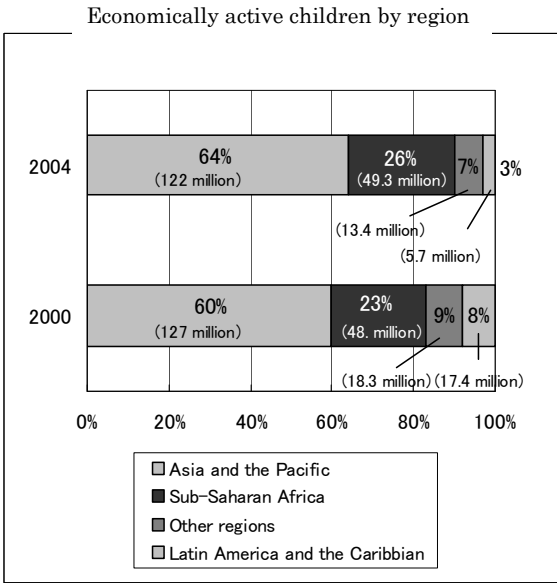
The largest number of children is engaged in agriculture, including fishing and foresting. In fact, one study shows that one-third of children from cacao farms have never been to school in four countries in West Africa (IITA, 2002). It is also reported that factors that strongly affect the likelihood of primary school attendance are poverty, rural residence, region of residence, and gender (Education Policy Data Center, 2007). Child labour is closely related with the MDGs (ACE, 2006).

³ The Minimum Standard for Education in Emergencies, Chronic Crises and Early Reconstruction (MSEE) was formulated in 2004 by international organisations, such as UNICEF, UNESCO, UNHCR, World Bank and NGOs.

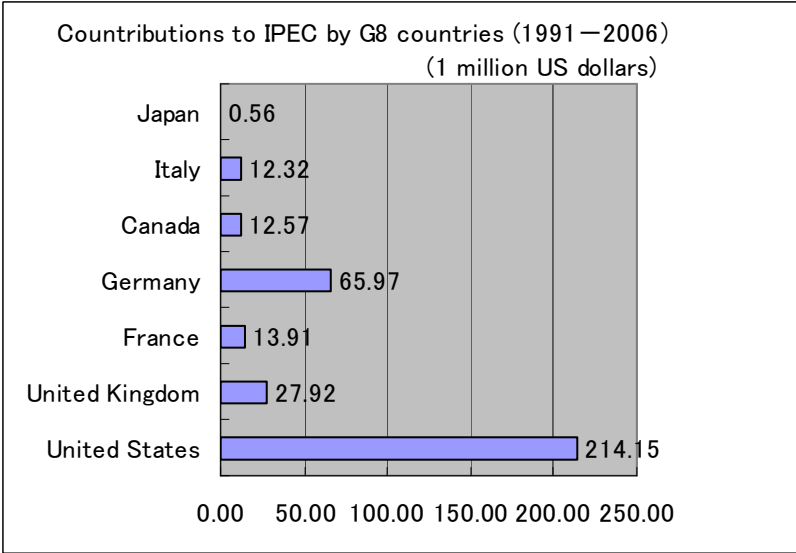
An education policy that addresses different factors, such as child labour, girls, minorities, the physically challenged, is needed, particularly to areas where the progress of spreading basic education is rather slow.

Child Labour and the role of G8 and Japan

In the communiqué of the Genoa Summit in 2001, G8 countries stated, "We will also work with the International Labour Organisation (ILO) to support efforts to fight child labour and we will develop incentives to increase school enrolment", and, thus, acknowledged the grievance of the child labour issue. At the end of 2005, the Global Task Force for Child Labour (whose constituencies are ILO, UNICEF, UNESCO, World Bank, Global March against Child Labour) was launched, and it emphasized the importance of policy coherence among international organizations, as well as within the developing country itself. Such efforts have been made, yet the child labour problem has not been solved. It is important that G8 countries admit that child labour digresses achieving universal primary education and the MDGs, and therefore more consideration should be given to child labour in bilateral and multilateral international cooperation.



In addition to adopting fundamental instruments on child labour, ILO helps implementing projects through International Program on the Elimination of Child Labour (IPEC) in 86 countries. The annual budget is \$55 million to \$60 million, and since 2002, the program supported 5 million children. The program has effectively addressed child labour with a focus on prevention, eradication and protection, along with a strategic and comprehensive approach.



Programs in IPEC are funded by contributions from 30 donor countries. The amount of contributions is one of the indicators for measuring efforts that each country has made. The graph shows the total amount of contribution made by G8 countries since the inception of IPEC. Compared to other countries, the contribution from Japan is extremely small.

ILO aims to eradicate the worst forms of child labour by 2016, and is requesting member countries to plan a Time-Bound Program (TBP) by 2008. So far, 20 countries have announced

their TBP, including the target year of achieving their goal. U.S. and Germany have started giving support to developing countries in the planning and implementation of the TBP. We request Japan, as well as other G8 countries, to reinforce financial support to those countries that have formulated their TBP, so that TBP can enhance its effect.

We call upon the G8 countries to:

- 13. Recognize that child labour is one of the major obstacles to achieving universal primary education completion and reducing poverty; therefore, the international community should commit to the eradication of child labour as a matter of urgency and dedicated action.**
- 14. Promote inter-agency coordination and alignment in education aid and child labour policy through the strengthening of existing mechanisms, including the Global Task Force for Child Labour and Education.**
- 15. Encourage partner countries to employ integrated national approaches in policy and practice on child labour, education, and poverty alleviation so that efforts have greater impact and relevancy.**
- 16. Act on ILO Convention 138 and 182 to prohibit, prevent and eliminate child labour, by increasing support to national and grassroots programs through bilateral aid, contribution to multilateral agencies, and partnerships with the private sector.**