



Social Debt in Youth and Adult Education

Assessment of Necessary Resources

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Graciela C. Riquelme² y Natalia Herger³

Introduction

Poverty and exclusion constitute structural dimensions that are difficult to reverse for large sectors of the population of countries in Africa, Asia, Latin America, and for some groups in developed countries. The social and economic situation of these regions is increasingly dual as high living standard sectors coexist with masses of men and women from popular sectors living in poverty and deprivation.

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- ¹ This work is a synthesis of Riquelme, G. C. and N. Herger (2009) «*Social and Educational Debt to Youths and Adults in Africa, Latin America, Asia and Central Countries: Assessment of Necessary Resources*», prepared at the request of GEO, unpublished.
 - ² Independent researcher of CONICET (Consejo Nacional de Investigaciones Científicas y Técnicas), Instituto de Investigaciones en Ciencias de la Educación - Institute of Research on Education Sciences (IICE). Director of the Education, Economy and Labor Program. Tenured Professor of the Facultad de Filosofía y Letras (UBA), Buenos Aires, Argentina.
 - ³ Doctoral Fellowship Holder of CONICET - Education, Economy and Work Programme - Instituto de Investigaciones en Ciencias de la Educación - Institute of Research on Education Sciences (IICE). Facultad de Filosofía y Letras (UBA).



We observe in our societies a double discourse and a contradictory ambivalence since, while recognizing poverty and exclusion, we are part of accelerated processes of scientific and technological development. Within this context, the EFA demands (that are primarily focused on universal primary education) coexist with demands for excellence in the formation of human resources stemming from industrial policies, agricultural development, and the advances of scientific and technological development.

In some countries from Europe, Latin America and Asia at least two policies coexist: policies for economic development, science and technology, education and work for dynamic sectors of society, and social policies for the excluded or marginalized sectors of society. Among the latter we find the ones oriented to adults and Education for All (EFA). Undoubtedly, this fragmentation of public policy perspectives is a source of social inequality and injustice. It is among the core causes of problems related to resource allocation and distribution.

In many countries in Africa, political conflicts exist simultaneously with critical situations of extreme poverty and social marginalization in contexts of economic or social underdevelopment.

Through this work we want to highlight the above mentioned contradictions so that they can provide a framework of interpretation for the demands that need to be put to governments and international institutions in relation to the funding needs for adult education, particularly for excluded sectors of society.

If we understand the right to education as one that guarantees equal access to primary, secondary and even tertiary education –and not just the universalization of primary education– then we must admit that there is a significant social debt in education with society.

There is a social debt in education with the population whose age is 15 years and above who should have access to literacy, primary and secondary education but for whom these opportunities have not been available. This debt is reduced when the social demand for education presented by some sectors of society is partially or

totally fulfilled, and this age group has access to one or more levels of education. But the debt persists as there are important numbers of women and men who remain excluded. Governments and international institutions cannot ignore this reality that has been highlighted by a series of studies that show the need for larger investments in education.

There is also an overall consensus around the unfeasibility of merely cost-benefit analysis that only considers the efficiency of funds-allocation with neoliberal premises of austerity and expenditure restraint.

Once more Keynesian-approach measures are acknowledged as key for central state participation in setting in motion government policies oriented to economic recovery and for a more active role of states in education, social, health and housing policy.

1. Public expenditure on education

The EFA Global Monitoring Report 2008 (UNESCO, 2007) stresses that EFA funding should be public. EFA funding will depend on: a) an increase of the total public expenditure, which in turn depends considerably on the economic growth rate; and b) the public expense percentage allocated to meet the basic learning needs (UNESCO, 2007, p. 218).

Increasingly states try to enlarge education budgets, demonstrated by indicators related to the GNP percentage of the public expense in education as well as the percentage of the education budget in the total public expenditure.

The issue of education expenditure percentage in total public expenditure is a central one; to this end, the volume and composition of State allocations should be evaluated



since a high percentage with a meager expenditure level is not as significant as a lower percentage of a considerable state budget.

In Europe, most countries assign 10% to 15% of state budget to education, however, Germany, Italy and Greece are known for allocating less than 10%. Only Ukraine, Iceland, Norway and Moldova assign 16% or more of the public expenditure to education. Israel and the United States assign 15.3% and 13.7 % of the public expenditure to education respectively (Table 1).

In Latin America and the Caribbean, the percentage of the education budget, in the total public expenditure, shows the following situations:

- the highest percentage is Mexico's (25.6%);
- a second group of countries assign between 16% and 20% (Barbados, Belize, Bolivia, Chile and Saint Lucia, Saint Vincent and The Grenadines);
- most countries in the region allocate between 10% and 15%;
- Dominican Republic, Jamaica, Panama and Uruguay allocate less than 10%. In those cases, perhaps part of the education component is included in other sectors of the state.

In Asia, the percentage of the education budget in the total public expense shows the following:

- the highest percentage corresponds to Thailand (25%) and Malaysia (25.2%); Hong Kong SAR of China and I. R. of Iran;
- a second group allocates between 16% and 20%: Republic of Korea, Philippines, Tajikistan, Azerbaijan, New Zealand;
- Pakistan, Nepal, Maldives, India, Bangladesh, Tonga, Lao People's Democratic Republic, Macao (China), Marshall Islands, Georgia assign between 10% and 15%;
- the lowest percentage is Japan's, with only 9.8% allocated to education on the part of the State.



Most Arab States dedicate more than 16% of the public expense to education; among them, Saudi Arabia, Morocco, Djibouti, Arab Emirates and Oman have an education percentage over 25%.

In Africa, some countries allocate important funds to education, particularly those with over 20% and even 30% of the expenditure. In other countries, resources are too insufficient: Cameroon, Congo and Equatorial Guinea are some examples of countries that allocate less than 10% of the public expenditure to education, which is critical in relation to the volume of the social educational debt.

Undoubtedly, these percentages should be seen as relative, as mentioned above, in relation to the budget volumes and the type of application.

Table 1. Total public expenditure in education as percentage of the total public expenditure. Year 2005 (or last year available)

Public expenditure in education as % of the total public expenditure	Europe, North America and Israel	Latin America and the Caribbean	Asia	Arab States	Sub-Saharan Africa
Less than 10%	Germany Greece Italy	Dominican Republic Jamaica Panama Uruguay	Japan		Cameroon Congo Equatorial Guinea
10% to 15%	Belarus Croatia Slovakia Estonia Slovenia Russia Hungary Latvia Lithuania Poland	British Virgin Islands Argentina Aruba Colombia Costa Rica Cuba Granada Guyana Paraguay	India Georgia Marshall Islands Macao (China) Tonga Bangladesh Nepal Maldives	Kuwait Lebanon	Benin Chad Mali Mauricio Rwanda Zambia

(cont.) Public expenditure in education as % of...	Europe, North America and Israel	Latin America and the Caribbean	Asia	Arab States	Sub-Saharan Africa
10% to 15%	Czech Republic Austria Belgium Cyprus Denmark Spain Finland France Ireland Netherlands Portugal United Kingdom Sweden Switzerland United States Israel	Peru Saint Kitts & Nevis Turks & Caicos Islands	Pakistan The Lao People's Democratic Republic		
16% to 20%	Ukraine Iceland Norway	Barbados Belize Bolivia Chile Santa Lucia Saint Vincent and The Grenadines	Azerbaijan Tajikistan Philippines New Zealand Republic of Korea	Tunisia	Burkina Faso Burundi Ethiopia Mozambique Senegal South Africa Uganda
More than 20%	Republic of Moldova	Mexico	Hong Kong SAR of China Malaysia Thailand I. R. of Iran	Saudi Arabia Morocco Djibouti Arab Emirates Oman	Botswana Cabo Verde Kenya Lesotho Madagascar

Source: Calculated by the authors on the basis of UNESCO (2007) «*Compendio mundial de la educación 2007*». Instituto de Estadística. Canadá.

2. Assessment of necessary resources to address the social debt in education

The assessment of necessary resources to address the social debt in education constituted a theoretical but useful exercise aimed at preparing a critical diagnosis on the lack of resources applied to the education of the illiterate population and others excluded from the education system. To this end, theoretical costs were assigned per student to the volumes of the total or potential social debt in accordance with the achieved education level. Theoretical costs were obtained by reviewing the UNESCO statistical data (2007)⁴ that presents the public expenditure per student per level, expressed in PPP^{5,6}.

From the available data on expense per student of primary and secondary education per country, a simple methodology was developed⁷ to estimate the volume of necessary

⁴ UNESCO (2007) «*Compendio mundial de la educación 2007*». Instituto de Estadística. Canadá.

⁵ The theoretical costs were obtained from the review of UNESCO (2007) statistical data that provided the public expenditure per student in primary education and in secondary education, expressed in American dollars in the PPP rate (purchasing Power Parities, see footnote 6 below). In order to calculate the monetary resources to address illiteracy and the primary education demand (population with no schooling or with incomplete primary education) the public expenditure per student of the primary level was applied; to calculate the monetary resources to address secondary education demand the public expenditure per student of secondary level was applied. Both data correspond to 2005. In every case, there is an annual calculation, that is to say, the necessary resources per year, and a calculation on the accumulated cost in six years, assuming that the number of years needed to complete primary or secondary education will be seven or six years each.

⁶ PPP (Purchasing Power Parities): types of currency exchange rates that equal the purchasing power with other currencies. This means that a quantity of money, when converted to American dollars on PPP rate (PPP dollars) will purchase the same goods and services in all countries. Therefore, such currency exchange rate eliminates the price difference between countries, taking into account only the differences in purchased services and volume.

⁷ This methodology was developed by Dr. Graciela C. Riquelme within the framework of the Education, Economy and Work Program of the Institute of Research on Education Sciences - Instituto de Investigaciones en Ciencias de la Educación (IICE-Facultad de Filosofía y Letras-UBA).



resources to respond to the socio-educational needs of youth and adults excluded from the education system, including (a) illiterate, (b) those who have not finished primary education and (c) those who have not finished secondary education.

Information regarding all countries was not available; however, a series of hypotheses of differential coverage of the social debt in education with the population 15 years and older according to the educational level could be calculated on the basis of the available information on some countries. Four hypotheses are presented:

- Maximum hypothesis 1 estimates the volume of necessary resources to address the total social debt in education (100%) depending on whether people need to overcome illiteracy, complete primary education or complete secondary education;
- Maximum hypothesis 2 estimates the volume of necessary resources to address, in a first stage, 50% of the social debt in education per level, and the other 50% in a second stage.
- Medium hypothesis estimates the volume of resources to address the social debt in education in three stages with a 30% coverage of the social debt in education per level in the first stage, 40% in the second stage, and the remaining 30% in the third stage;
- Minimum hypothesis estimates the volume of necessary resources to address 10% of the social debt in education as needed: overcome illiteracy, complete primary education or complete secondary education.

The results of the maximum hypothesis 1 and minimum hypothesis were calculated on the basis of the volume of annual monetary resources as GNP percentage and the percentage for education of each country; such measure allows for an understanding of the dimension of the efforts that each country should make in the education sector at large and in adult education.

These estimates constitute only an exercise that serves to show the need for increased resources in adult education by providing some numbers that show the existing social debt with youth and adult education in our societies.

The international campaign undertaken by international advocacy groups, NGOs and adult education specialists to allocate 6% of the education budget⁸ to adult education shows the widespread recognition of this social debt in education with youth and adults and it is a call to decision makers to increase investments in the sector.

Necessary resources to address illiteracy

If countries of the different regions of the world intended to address illiteracy of people 15 years of age and older in one year, they would have to increase the percentage of the education budget within the total public expenditure of the country, that is the budget items allocated to education in the national budget, in the following way (See table 2):

In Sub-Saharan Africa, in the Arab States and in some densely inhabited countries of South Asia, the necessary increases to address illiteracy rise up to 50%. The most critical situations are found in Africa and the Arab States; these would require doubling the current percentage dedicated to education in the national budgets; such is the case for Ethiopia, Senegal, Benin, Mozambique, Chad, Burkina Faso, Morocco and Mauritania.

European countries need to invest relatively less on this priority because of the comparatively lower illiteracy rates in this region. On account of the incremental resources needed, similar to those of Europe and other developed countries, it is worth mentioning the following countries: Uruguay (3.93%) and Argentina (4.96%) in Latin America; and Tajikistan (0.56%), Tonga (1.22%), Azerbaijan (1.35%) and Kazakhstan (1.38%) in Asia.

⁸ See, among others Archer, D. (2007) «Financing of Adult Education», in *Convergence*, Vol. XL, Number 3-4, 2007. Pp. 253-257.



Table 2. Estimated increase required in the budget allocated to education in order to overcome illiteracy of population over 15 years of age. 2007 or last year available. Incremental percentage.

Incremental % of education budget	Sub-Saharan Africa	Latin America and the Caribbean	Asia	Arab States	Europe, North America and Israel
Less than 5%		Uruguay Argentina	Tonga Azerbaijan Kazakhstan Tajikistan		Belarus Latonia Ukraine Lithuania Estonia Slovenia R. of Moldova Poland Hungary Croatia
5% to 10%		Costa Rica Chile	Mongolia	Kuwait	Italy Bulgaria Rumania Spain Cyprus Greece
11% to 30%	Congo Seychelles Namibia Swaziland Mauricio	Panama Paraguay Mexico Bolivia Peru Colombia Brazil Jamaica	Malaysia Filipinas Indonesia Thailand I. R. of Iran		Portugal Turkey
31% to 50%	Uganda Cabo Verde Madagascar Kenya	El Salvador Dominican Republic	Cambodia	Arab Emirates Oman Tunisia	
51% to 100%	Ghana Rwanda Burundi		India DPR of Lao Nepal		
More than 100%	Ethiopia Senegal Benin Mozambique Chad Burkina Faso			Morocco Mauritania	

Source: Calculated by the authors on the basis of: a) UNESCO, Institute of Statistics; b) UNESCO (2007) Compendio mundial de la educación 2007. Instituto de Estadística. Canadá. c) United Nations (2007) Human Development Report 2007/2008. UNDP. New York

Most remaining countries would have to increase the public resources assigned to education between 11% and 30% to address illiteracy of people 15 years of age and older.

This exercise on resources assessment to respond to the total number of illiterates shows that in many countries the allocation of 6% of the education budget to adult education would be insufficient and in countries with the most critical situation such percentage would not be enough to meet the coverage costs of 10% of the illiterate population 15 years old and over (see table 3).

The assessment of resources oriented to overcome the illiteracy of women confirms women’s disadvantage in some countries since they constitute the majority of the world’s illiterates. Some of the countries in which more literacy programmes aimed at women should be developed are:

- Cape Verde, Congo, Mozambique, Uganda and Madagascar in Africa;
- Peru, Panama, Mexico and Bolivia in Latin America;
- Nepal, The Lao People’s Democratic Republic, Cambodia and India in Asia;
- Morocco, Mauritania, Oman and Tunisia, among the Arab States; and
- Turkey and Portugal in Europe.

**Necessary resources to address the need
for completion of primary education**

The needs of the population that have not acquired reading and writing skills are a priority but undoubtedly it is just a first step to acknowledge the adults’ right to education throughout life.

The following table was made in order to show the effort countries should make in order to meet 10% of the social debt in education with men and women who should

Table 3. Estimated increase required in the budget allocated to education in order to overcome illiteracy of women who are 15 years of age and older. 2007 or last year available. Incremental Percentage

Incremental % of education budget	Sub-Saharan Africa	Latin America and the Caribbean	Asia	Arab States	Europe, North America and Israel
Less than 5%		Uruguay Argentina Costa Rica	Tajikistan Tonga Azerbaijan Kazakhstan Mongolia	Kuwait	Latonia Lithuania Estonia Belarus Ukraine Republic of Moldova Poland Hungary Slovenia Italy Croatia Bulgaria Rumania
5% - 10%	Congo Seychelles Namibia	Chile Panama Paraguay Jamaica México Colombia Brazil	Philippines		Spain Greece Cyprus
11% - 30%	Swaziland Mauricio Uganda Kenya Madagascar Cabo Verde Ghana	Bolivia Peru Dominican Republic El Salvador	Malaysia Indonesia Thailand I. R. of Iran	United Arab Emirates Oman	Portugal Turkey
31% - 50%	Rwanda Burundi		Cambodia India	Tunisia	
51% - 100%	Ethiopia Benin Mozambique Senegal Chad		Popular Democratic Republic of Lao Nepal	Mauritania Morocco	
More than 100%	Burkina Faso				

Source: Calculated by the authors on the basis of: a) UNESCO, Institute of Statistics; b) UNESCO (2007) Compendio mundial de la educación 2007. Instituto de Estadística. Canadá; c) United Nations (2007) Human Development Report 2007/2008. UNDP. New York.

complete their primary education. This includes the illiterate population plus those who have not completed the primary level. It is to be noted that information was not available for some countries.

Table 4. Estimated increase required in the budget allocated to education in order for 10% of the population who are 15 years of age and older to complete primary education. 2007 or last year available. Incremental Percentage

Incremental % of educational budget	Sub-Saharan Africa	Latin America and the Caribbean	Asia	Arab States	Europe
Less than 5%	Congo Swaziland	Guyana Uruguay Argentina Panama Chile Mexico Costa Rica	Azerbaijan Tayikistan Philippines		Turkey Greece Spain Portugal
5% to 10%	Namibia Ghana Madagascar Uganda Kenya	Paraguay Brazil Peru Bolivia Colombia El Salvador	Indonesia India		
11% to 30%	Ethiopia Senegal Mozambique Chad	Dominican Republic	Thailand Cambodia Nepal	Morocco	
31% to 50%	Burkina Faso				

Source: Calculated by the authors on the basis of: a) UNESCO, Institute of Statistics; b) UNESCO (2007) Compendio mundial de la educación 2007. Instituto de Estadística. Canadá.; and c) United Nations (2007) Human Development Report 2007/2008. UNDP. New York.

It is clear that countries with a low or very low educational level should increase their budgets more than 10% in order to tackle only the tenth part of the population without primary education. Those cases correspond mainly to Africa and Asia: Ethiopia (13.74%), Senegal (19.32%), Mozambique (19.68%) and Chad (23.35%) in Africa; and Cambodia (11.76%), Nepal (13.01%) and Thailand (17.42%) in Asia. Burkina Faso has the most critical situation since they should have almost a 38% increase in their budget.

When it is said that certain countries must have an increase ranging between 10% and 30% in their budgets just to reach 10% of the population who need to complete primary education, it means that if 100% of the population in these situations were included, percentages would arise to 100% and 300% respectively.

Among the European countries that have a lower comparative educational level, the resources increase to assist 10% of the population who are 15 years of age and older without a complete primary education vary between 2.73% in Turkey to 4.69% in Portugal. That is, the effort is smaller, but for example, Portugal should have almost a 50% budget increase to meet the needs of the whole population who has not completed their primary education.

The following tables are based on a gender comparison:

Table 5. Estimated increase required in the budget allocated to education in order for 10% of women who are 15 years of age and older to complete primary education. 2007 or last year available.

Incremental % of education budget	Sub-Saharan Africa	Latin America and the Caribbean	Asia	Arab States	Europe
Less than 5%	Congo Swaziland Namibia Madagascar Ghana Uganda Kenya	Guyana Argentina Panama Mexico Costa Rica Peru Colombia Bolivia	Tayikistan Azerbaijan Filipinas Indonesia India		Turkey Greece Spain Portugal
5% to 10%	Ethiopia Senegal Mozambique	Dominican Republic	Cambodia Nepal Thailand	Morocco	
11% to 30%	Chad Burkina Faso				

Source: Calculated by the authors on the basis of: a) UNESCO, Institute of Statistics; b) UNESCO (2007) Compendio mundial de la educación 2007. Instituto de Estadística. Canadá; and c) United Nations (2007) Human Development Report 2007/2008. UNDP. New York

Table 6. Estimated increase required in the budget allocated to education in order for 10% of population 15+ to complete primary education and estimated increase for women who are 15 years of age and older to complete primary education. 2007 or last year available. Incremental Percentage

	Incremental Percentage of the education budget	
	10% of population 15+ who need to complete primary education	10% of women 15+ who need to complete primary education
Ghana	6.67	3.91
Congo	2.83	1.71
Uganda	7.97	4.50
Burkina Faso	38.35	20.35
Peru	5.60	3.23
Mexico (2005)	3.90	2.15
Bolivia	7.41	4.22
Azerbaijan	0.92	0.69
Tajikistan	0.70	0.50
India	6.98	4.22
Turkey	2.73	1.96
Portugal	4.69	3.23

Source: Calculated by the authors on the basis of: a) UNESCO, Institute of Statistics; b) UNESCO (2007) Compendio mundial de la educación 2007. Instituto de Estadística. Canadá.; and c) United Nations (2007) Human Development Report 2007/2008. UNDP. New York.

This table shows that the resources needed for 10% of the women to complete the primary educational level are higher because they represent more than half of the total resources required.

Regarding EFA and estimations on the perspective of achievement of Universal Primary Education (UPE), we have introduced an analysis of costs required to ensure that 10% of the population can achieve this goal in the analyzed countries.



In the 2008 EFA Global Monitoring Report (UNESCO, 2007)⁹ we find a table of analytical synthesis on the perspectives of UPE from now to 2015, stressing that several countries have already achieved the access to primary education. The situation of the remaining countries is classified according to whether countries are going in the right direction and how far they are from achieving the goal:

- Closer to UPE (universal primary education) or in an intermediate position (Total net rate: 80% - 96%):
 - Quadrant I: High chance of achieving the goal by 2015 (they have been getting nearer to the goal regularly) (28 countries)
 - Quadrant III: At risk of not achieving the goal by 2015 (they are getting further away from the goal or they are approaching it too slowly) (33 countries)
- Far from achieving UPE (Total net rate: <80%)
 - Quadrant II: Low chance of achieving the goal by 2015 (17 countries)
 - Quadrant IV: Serious risk of not achieving the goal by 2015 (they are getting further away from the goal or they are approaching it too slowly) (8 countries)

Even acknowledging that in many instances EFA is often reduced to UPE (universal primary education) of children, forgetting objectives 3 and 4, it was interesting to compare the given data to our own on necessary resources to respond to 10% of the population with no education and with incomplete primary.

The table 7 shows that several countries must make great efforts to increase budget items even to address the need of 10% of the adult population to complete primary education. Undoubtedly, those in Quadrant I have the strongest possibilities to achieve the goal by 2015; however, they must increase the resources to respond to

⁹ UNESCO (2007) *Informe de Seguimiento de la EPT en el mundo. Educación para Todos en 2015 ¿Alcanzaremos la meta?*. Ediciones UNESCO. París.

Table 7.

10% complete primary illiteracy	Quadrant I					Quadrant III				
Incremental % of education budget	Africa	Latin America and the Caribbean	Asia	Arab States	Europe	Africa	Latin America and the Caribbean	Asia	Arab States	Europe
- 5%					Belarus Ukraine Hungary	Swaziland		Azerbaijan		Turkey Lithuania Moldova Croatia
5% - 10%	Madagascar	Brazil Bolivia Colombia El Salvador		Kuwait	Bulgaria Rumania		Jamaica	Mongolia		
11% - 30%			I. R. of Iran			Mauricio	Dominican Republic	Malaysia		
31% - 50%				Morocco		Cape Verde		Lao (DPR)		
51% and over	Benin		India							
	Quadrant II					Quadrant IV				
Incremental % of education budget	Africa	Latin America and the Caribbean	Asia	Arab States	Europe	Africa	Latin America and the Caribbean	Asia	Arab States	Europe
- 5%										
5% -10%	Kenya					Namibia				
11% - 30%	Ethiopia Senegal Mozambique Chad									
31% - 50%	Ghana Burundi Burkina Faso					Rwanda			United Arab Emirates Oman	
51% and over	Chad									

Note: In bold Countries that achieved the universal primary education goal but which require budgetary efforts to meet the primary education demand of 15+ population and overcome illiteracy:

- 10% of the social demand for primary education: Uruguay (less than 5%), Argentina (less than 5%); Panama (less than 5%); Mexico (less than 5%), Peru (5 to 10%), Tajikistan (less than 5%), Indonesia (5 to 10%), Greece (less than 5%), Spain (less than 5%), Portugal (less than 5%).
- Total illiteracy: Seychelles (11 to 30%), Tonga (less than 5%), Kazakhstan (less than 5%), Tajikistan (less than 5%), Indonesia (11 to 30%), Cambodia (31 to 50%), Tunisia (31 to 50%), Estonia (less than 5%), Poland (less than 5%), Italy (5 to 10%), Spain (5 to 10%), Cyprus (5 to 10%), Greece (5 to 10%), Portugal (5 to 10%).

Source: Calculated by the authors on the basis of UNESCO (2007) *Informe de Seguimiento de la EPT en el mundo. Educación para Todos en 2015 ¿Alcanzaremos la meta?* Ediciones UNESCO. París; UNESCO.



adults excluded from primary education. Greater efforts should be made in order to ensure the completion of secondary education as well.

It is to be noted that while data are available for all countries have data available, the countries in Quadrant I as well as the countries mentioned in the footnote of Table 7 must increase their budget much more than 6% to address only 10% of adults who have not completed primary. If we add also adult education demands to complete secondary education, it becomes evident that dedicating 6% of the education budget for AE in all regions of the world is not sufficient.

Necessary resources to address the need for completion of secondary education

When the population manages to access the educational system and complete the primary level, more young and adult populations will need to have access and complete the secondary level. The cumulative advance principle will be fulfilled: more education is received, more education is required and countries will have to provide the resources to meet that new need.

The following table shows the increase necessary to provide for only 10% of the population 15 years of age and older that at present has completed primary education or has an incomplete secondary education and therefore, needs to complete it.

The non inclusion of African countries is due to the fact that the percentage of population who at present are in the position to complete secondary education is small (see table 8).

In Latin America and the Caribbean countries with a better educational level, in order to provide education for 10% of the present secondary education demand, the sector budget needs to increase 5% to 10%. That is, greater efforts must be undertaken than the ones required for primary education.

Table 8. Estimated increase required in the budget allocated to education in order for 10% of the population who is 15 years of age and older to complete secondary education. 2007 or last year available. Incremental Percentage

Incremental % of education budget	Latin America and the Caribbean	Asia	Arab States	Europe
Less than 5%	Bolivia	Nepal		
5% to 10%	Peru Dominican Republic Guyana Uruguay Mexico Colombia Costa Rica Panama Argentina	Thailand Philippines India Tayikistan	Morocco	Turkey Spain
11% to 30%		Azerbaijan Indonesia		Greece
31% to 50%				Portugal

Source: Calculated by the authors on the basis of: a) UNESCO, Institute of Statistics; b) UNESCO (2007) Compendio mundial de la educación 2007. Instituto de Estadística. Canadá; and c) United Nations (2007) Human Development Report 2007/2008. UNDP. New York.

In European countries with a low educational level there are different cases as follows: an increase ranging between 5% and 10% is required in Turkey and Spain while Greece should have a 19.68% increase and Portugal a 33.44% increase in their educational budgets (see table 9).

With regard to the gender situation in terms of budget requirements for the completion of secondary education, differences are not so obvious as in the analysis of illiteracy but it must be pointed out that in some Asian countries (e.g. Nepal and India) the necessary resources for women's secondary education are less than half the necessary resources for the total need (men and women). This is so because of

Table 9. Estimated increase required in the budget allocated to education in order for 10% of women aged 15+ to complete secondary education. 2007 or last year available. Incremental Percentage

Incremental % of education budget	Latin America and the Caribbean	Asia	Arab States	Europe
Less than 5%	Bolivia Perú Uruguay Dominican Republic Guyana Panama México Colombia Costa Rica Argentina	Nepal Thailand Philippines India	Morocco	Turkey Spain
5% to 10%		Tayikistan Indonesia Azerbaijan		Greece
11% to 30%				Portugal

Source: Calculated by the authors on the basis of: a) UNESCO, Institute of Statistics; b) UNESCO (2007) Compendio mundial de la educación 2007. Instituto de Estadística. Canadá; and c) United Nations (2007) Human Development Report 2007/2008. UNDP. New York.

the high number of women who do not make it to secondary education. Once again, the data show educational disadvantages of young and adult women since they have fewer possibilities to complete their primary education and to start their secondary education.

The social demand for education of 25-60 year-old adults in Europe, North America and Israel with a high or medium educational level aims at the completion of high secondary education and equivalents (Table 10). Countries with a high educational level should increase their education budgets between 0.02% (Austria) and 4.93% (Iceland). In that group, only Hungary, Slovakia and The Netherlands exceed a 5% increase.

Countries with a medium educational level should have a 5.76% increase (Finland) and a 10.36% increase (Belgium) in their educational budgets. Italy should have a 16.54% increase.

Table 10. Estimated increase required in the budget allocated to education in order for 10% of the 25-64 year-old population and 25-64 year-old women to complete secondary education. 2007 or last year available. Incremental Percentage

Incremental % of education budget	Total 25-64 year-old population	25-64 year-old women
Less than 5%	Austria (0,02) Norway (2,28%) United States (2,61%) Israel (3,03%) Czech Rep. (3,15%) Poland (3,27%) United Kingdom (3,63%) Switzerland (3,68%) Denmark (3,71%) Sweden (3,90%) Germany (4%) Iceland (4,93%)	Austria (0,01%) Norway (1,12%) United States (1,23%) Israel (1,39%) Sweden (1,69%) Switzerland (2,26%) Poland (1,77%) Denmark (1,99%) United Kingdom (2,02%) Czech Rep.(2,21%) Germany (2,42%) Finland (2,64%) Islandia (2,82%) Hungary (3,33%) Slovakia (3,80%) The Netherlands (4,07%) Ireland (4,14%) France (4,60%)
5% to 10%	Hungary (5,62%) Finland (5,76%) Slovakia (5,82%) The Netherlands (7,34%) France (8,66%) Ireland (9,13%) Belgium (10,36%)	Belgium (5,25%) Italy (8,28%)
11% to 30%	Italy (16,54%)	

Source: Calculated by the authors on the basis of: a) UNESCO, Institute of Statistics; b) UNESCO (2007) Compendio mundial de la educación 2007. Instituto de Estadística. Canadá; and c) United Nations (2007) Human Development Report 2007/2008. UNDP. New York

In these countries, unlike in those with less access to education, there are no significant differences between the necessary resources to meet the needs for secondary education of women and men, because the access by gender is similar.

3. Conclusions

The assessment of necessary resources to overcome illiteracy and promote primary and secondary education among youths and adult populations who have never reached or have dropped out of those basic education levels was calculated as a thought-provoking exercise. Without any doubt, this exercise is a way of coming to a better understanding of this situation and raising awareness of national states, international organizations and certain sectors of civil society in order to redouble efforts and build consensus on the following:

- the recognition of the right to education as a human right for all, from infancy to adulthood;
- the importance of education for social, economic, political and cultural development of the population;
- public awareness about the fact that a more educated population can use its abilities and capacities to define its personal and working life projects, making use of all its potential;
- the existence of a deep gap in the fulfillment of the right to education of youth and adults that can constitute a social debt in education with these populations.
- the need for policies to overcome gender differences in the access and permanence in the educational system

If we can reach consensus on the above points a more equitable distribution of resources could be agreed upon that could benefit those usually left out. But we must

be very careful because the struggle for resources among social groups should not lead us to deny the importance of resources for the university-learning, science and technology. The search for consensus should result in the recognition of the various social interests and their respective needs and on efforts made by society as a whole to allocate resources to those historically marginalized. Hence there is pressure and difficulty to allocate resources that cover all the objectives at the same time, including basic education, youth and adult education within a Lifelong learning perspective, vocational training, as well as the areas of research, science and technology. From this perspective, the percentage of public resources allocated to education in national budgets is of paramount importance.

This study shows the insufficiency of dedicating 6% of the education budget to address illiteracy and the completion of primary and secondary education. It therefore intends to contribute to a critical and responsible awareness in governments, donors and civil society about the need for mutual commitments in the allocation of larger quantities of monetary resources to Adult Education. The demand to allocate 6% of the GNP to education and at least 6% of the Education Budget for Adult Education and half of this (3% of national education budget) for adult literacy and basic education programs is necessary but not sufficient. Governments, international organizations and other actors must recognize that this commitment is but a small step given the size of the social debt in education with high numbers of women and men around the world deprived of the right to education.

GEO/ICAE

Gender and Education Office of the International Council for Adult Education

Secretariat

Av. 18 de Julio 2095 / 301
11200 Montevideo - Uruguay
Tel/fax: (598-2) 409 79 82
E-mail: secretariat@icae.org.uy
www.icae.org.uy

Editorial Team

Ana Agostino and Nicole Bidegain (ICAE)

English Translating

Beatriz Simonetti

English Copy-editing

Robert Hill

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