

FOIA Marker

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Council of Economic Advisers Downard, Catherine - Subject Files

Stack:	Row:	Sect.:	Shelf:	Pos.:	FRC ID:	Location or Hollinger ID:	NARA Number:	OA Number:
W	30	13	2	1	6174	19109	7502	7603

Folder Title:

MCA (Millennium Challenge Account) [1]-[2]

Withdrawn/Redacted Material

The George W. Bush Library

DOCUMENT NO.	FORM	SUBJECT/TITLE	PAGES	DATE	RESTRICTION(S)
001	Handwritten Note	MCA Steering	3	05/30/2002	P5;
002	Handwritten Note	MCA Uses Working Group	2	05/29/2002	P5;
003	Handwritten Note	MCA Indicators Working Group	2	06/04/2002	P5;
004	Handwritten Note	[Handwritten Note]	1	06/06/2002	P5;
005	Handwritten Note	[AfDB]	3	nd	P5;
006	Handwritten Note	Nick Stern	4	nd	P5;
007	Report	Absorptive Capacity Issues for the MCA	4	nd	P5;

COLLECTION TITLE:

Council of Economic Advisers

SERIES:

Downard, Catherine - Subject Files

FOLDER TITLE:

MCA (Millennium Challenge Account) [1]

FRC ID:

6174

RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

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DOCUMENT NO.	FORM	SUBJECT/TITLE	PAGES	DATE	RESTRICTION(S)
008	Handwritten Note	MCA Outreach Meeting	2	04/11/2002	P5;
009	Report	Reducing the Number of Indicators Used...	3	08/06/2002	P5; P1/b1 MAC 11/16/2017
010	Report	A Guide to the Progress to-Date of the MCA Performance Indicator Working Group [with attachments]	12	05/28/2002	P5;
011	List	List of Recommended NGOs for Initial MCA Outreach	1	12/10/2002	P5;
012	Handwritten Note	[Handwritten Notes]	6	06/10/2002	P5;
013	Briefing	Jump-Starting the MCA	3	04/01/2003	P5; P1/b1 MAC 11/16/2017
014	Briefing	Status to Date: Standing-Up the Millennium Challenge Account	3	03/28/2003	P5;

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015	Minutes	MCA Outreach Working Group	4	12/10/2002	P5;
016	Timeline	Timetable (Revised)	2	12/10/2002	P5;
017	Comments	Comments on "Implementing the MCA" Fact Sheet [with attachment]	7	12/11/2002	P5;
018	Agenda	Indicators Working Group	4	12/20/2002	P5; p1/b1 MAC 12/16/2007
019	Minutes	Record of Decisions	1	nd	P5;
020	Email	Draft Tiered List of Issues on MCA Bill - To: John Cogbill, Shelley deAlth - From: Randall Kroszner	5	06/11/2003	P5;
021	Briefing	MCA Legislative Update	1	07/23/2003	P5;

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022	Briefing	MCA Update	1	07/25/2003	P5;
023	Handwritten Note	MCA Steering Meeting	2	04/03/2002	P5;

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2014-0262-F

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TECHNICAL WORKSHOP COUNTRY PERFORMANCE RATING SYSTEMS

Thursday, June 6, 2002, 12:30-4:00 pm

Room: MC9W-150

Workshop Objective: To share recent experiences with country performance rating systems and the lessons that may be drawn for performance-based programs currently under discussion.

Chairperson: Mr. Martin Rohner, Head, Division of Multilateral Finance Institutions, State Secretariat for Economic Affairs, Switzerland

Rapporteur: Mr. Janvier Litse, Manager Performance Review Division, AfDB

AGENDA

12:45-12:50 pm **Introductory Remarks** (Chairperson)

12:50-1:30 pm **AfDB Performance Rating System and ADF Allocation Process**
(Presenter: Mr. Janvier Litse)

1:30-2:10 pm **World Bank Performance Rating System and IDA Allocation Process**
(Presenter: Mr. Frederik van Bolhuis, Senior Economist, Financial Resource Mobilization, World Bank)

2:10-2:50 pm **EBRD Experience with Transition Impact Analysis**
(Presenter: Mr. Stephen Friess, Director, Policy Studies, EBRD)

2:50-3:35 pm **Group Discussion**

3:35-3:50 pm **Summary Findings: Lessons from Different Performance Rating Approaches**
(Rapporteur)

3:50-4:00 pm **Concluding Remarks: Performance Ratings and Results-Based Management**
(Chairperson)

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FORM	SUBJECT/TITLE	PAGES	DATE	RESTRICTION(S)
Handwritten Note	MCA Outreach Meeting	2	04/11/2002	P5;

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COLLECTION:

Council of Economic Advisers

SERIES:

Downard, Catherine - Subject Files

FOLDER TITLE:

MCA (Millennium Challenge Account) [1]

FRC ID:

6174

FOIA IDs and Segments:

2015-0220-F

OA Num.:

7603

2014-0262-F

NARA Num.:

7502

RESTRICTION CODES**Presidential Records Act - [44 U.S.C. 2204(a)]**

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FORM	SUBJECT/TITLE	PAGES	DATE	RESTRICTION(S)
Report	Reducing the Number of Indicators Used...	3	08/06/2002	P5; P1/b1 MAC 11/16/2017

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FORM	SUBJECT/TITLE	PAGES	DATE	RESTRICTION(S)
Report	A Guide to the Progress to Date of the MCA Performance Indicator Working Group [with attachments]	12	05/28/2002	P5;

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FORM	SUBJECT/TITLE	PAGES	DATE	RESTRICTION(S)
List	List of Recommended NGOs for Initial MCA Outreach	1	12/10/2002	P5;

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Handwritten Note	[Handwritten Notes]	6	06/10/2002	P5;

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Frequently Asked Questions about the Millennium Challenge Account (MCA)

MCA Basics

Administering the MCA

Qualifying for the MCA

Implementing the MCA

Monitoring and Evaluating the MCA

MCA Basics

1. Q: Why do we need the MCA?

A: The MCA will redefine development aid. It brings together in a new and innovative way the lessons we have learned about development over the past 50 years. Too few countries are achieving sustained economic growth, which is a prerequisite for reducing poverty. The MCA is based on our experience that aid has the greatest impact in countries that are pursuing sound political and economic policies. The MCA will challenge countries to adopt the governance, health, education and economic policies that enable growth. In qualifying countries, it will target investments to overcome the greatest obstacles to growth. Greater prosperity in the developing world - by alleviating the poverty that breeds discontent and instability, by expanding export markets, and by reducing the spread of disease - promotes our own security and well-being.

2. Q: Why is the MCA different?

A: The MCA represents the President's vision of an innovative way for the United States to spur lasting development. The MCA is a truly new approach. First, the MCA is selective, targeting those countries that "rule justly, invest in the health and education of their people, and encourage economic freedom." By selecting only those countries that have adopted policies that encourage growth, MCA assistance will more likely result in successful sustainable economic development. It will also create a powerful incentive for countries wishing to qualify to adopt growth-enabling policies. Second, the MCA establishes a true partnership in which the developing country, with full participation of its citizens, proposes its own priorities and plans. Finally, the MCA will place a clear focus on results. Funds will go only to those countries with well-implemented programs that have clear objectives and benchmarks.

3. Q: How much assistance will the MCA provide?

A: When he announced the Millennium Challenge Account in March 2002, President Bush proposed a new "global development compact" in which "greater contributions from developed nations must be linked to greater responsibility from developing nations." He pledged that the United States would lead by example and increase our core development assistance by \$5 billion per year within three years. The President's budget request of \$1.3 billion for the MCA in FY 2004 (beginning in October 2003) marks the

first step towards the President's commitment of providing \$5 billion per year in MCA funding by FY 2006.

4. Q: Will the MCA come at the expense of other development assistance?

A: The MCA does not reduce the need for other assistance and, in fact, the President has made clear that the MCA is in addition to current assistance. The Administration is committed to global development. We have recently seen this commitment deepen through the newly pledged \$10 billion dollar increase in HIV/AIDS funding, the additional \$200 million pledged for famine relief, the \$100 million requested to address complex emergencies, and the 9.4 percent increase in overall development assistance funding in the 2004 budget sent to the Hill in February. As President Bush said in his letter to Congress that accompanied the MCA legislation: "We cannot accept permanent poverty in a world of progress."

5. Q: How does the MCA fit into the USG's overall development goals?

A: The MCA's targeted mission reaffirms our development objectives and contributes to an integrated strategy for achieving them. The MCC will focus on spurring growth in the subset of developing countries that have policies in place to use such assistance most effectively to achieve lasting results. USAID, State, and other agencies will continue to deliver humanitarian and regional assistance, to address complex emergencies, and to work with failed and failing states, all issues critical to U.S. national interests. USAID and the MCC will also work with countries that are MCA "near misses" to encourage them to achieve the development-readiness essential for the MCA.

6. Q: How will the MCA relate to the U.N.'s Millennium Development Goals?

A: As the President said in announcing the MCA, we support the international development goals set forth in the Millennium Declaration as a shared responsibility of the developed and developing countries. The MCA is focused precisely on supporting the economic growth that poor countries will need to meet those goals.

7. Q: Which countries are eligible?

A: Only poor countries, which are not otherwise prohibited from receiving foreign assistance, will be eligible for MCA grants. For the first year, starting in FY 2004 beginning October 2003, only countries that can borrow from the International Development Association (IDA) with per capita incomes below \$1,435 would be eligible. In FY 2005, all countries with incomes below \$1,435 would be considered and from FY 2006, all countries with incomes up to \$2,975 -- the World Bank cutoff for "lower middle income countries" -- would be eligible.

8. Q: How will MCA countries be selected?

A: The MCA will only select countries that are, in President Bush's words, "ruling justly, investing in their people, and encouraging economic freedom." The MCA will use 16 independent indicators to measure country performance on these three criteria. To qualify, countries would be expected to score above the median on half of the indicators in each of the three criteria areas and score above the median on the corruption indicator. The Millennium Challenge Corporation Board would then review the results and make a recommendation to the President. This transparent process is described in greater detail in the White House Fact Sheet of November 25, 2002.

9. Q: How will the MCA be administered?

A: A new Millennium Challenge Corporation (MCC) will administer the MCA. The MCC will be a government corporation headed by a Chief Executive Officer and staffed leanly with talent drawn from the public and private sector. A cabinet-level board, including the Secretary of the Treasury and the Director of the Office of Management and Budget and chaired by the Secretary of State, will oversee the MCC. The MCC will establish a partnership with MCA countries based on a mutually agreed contract in which the MCA country identifies key development challenges and a detailed program for addressing them. Further information is contained in the Background Paper, "Implementing the Millennium Challenge Account" of February 5, 2003, which accompanied the MCA legislation to congress.

10. Q: What is the status of the MCA?

A: The President sent the "Millennium Challenge Act of 2003" to the Congress on February 4, 2003 and requested \$1.3 billion for the first year of operation of the MCA in his FY 2004 budget request. The Administration testified on the MCA before both the Senate Foreign Relations Committee (March 4, 2003) and the House International Relations Committee (March 6, 2003). Congress has included the \$1.3 billion MCA request in its FY 2004 budget resolution. The Administration is consulting with the Congress on authorization and appropriation legislation.

Administering the MCA

11. Why do we need a new, independent corporation to administer the MCA?

A: The MCA represents the President's vision for redefining and revitalizing development assistance. It is a selective program that puts the developing country in the lead role and then holds it accountable for results. A new institution is the best hope to bring about this sea change to our current approach. The MCA will also narrowly target economic growth and poverty reduction in a sub-set of countries, which have already put growth-enabling policies in place. The MCA will complement the programs of existing agencies, such as State and USAID, which will continue to have many other mandates and priorities. The MCA will need flexible authority to carry out this targeted and innovative approach. If it is to respond to developing country priorities, for example, it cannot be earmarked to fund specific areas. The MCA should start with a clean slate --

an innovative, flexible, narrowly targeted, and highly visible Millennium Challenge Corporation (MCC) -- that can give it the best chance to succeed and show that this approach works.

12. Q: How will the MCC be staffed?

A: We intend to build on the excellent development and international affairs skills currently available inside and outside the U. S. government. Therefore, we anticipate that the MCC will be staffed mainly by USG employees detailed from other agencies, but that at least one-third of the staff will come from outside the government. All will serve on limited term appointments of not more than 5 years to ensure the MCC stays innovative and fresh. We anticipate a Washington-based headquarters of no more than 125 full-time employees and a lean field presence.

are these competitive?

13. Q: How will a small staff administer \$5 billion a year?

A: It is likely that only a small group of countries will qualify for the MCA in each year, requiring a smaller staff than would be the case if the MCA had a presence in most poor countries. Since the MCA will be demand-driven and country-owned, we expect each recipient country to take the lead in program design and implementation, eliminating the need for top-down program development by MCC staff. The MCC will draw upon outside expertise to help monitor and evaluate MCA activities. The MCC will also rely on contracts with other agencies or independent contractors for most administrative functions. The number of permanent employees is not set in stone. Nevertheless, the intent is to develop a lean and flexible organization that aims for maximum efficiency, with a focused professional core staff.

14. Q: Why is the Board of Directors constituted the way it is?

A: The legislation provides for a cabinet-level Board of Directors to ensure that the MCA stays true to the Presidential vision of a targeted mission to spur economic growth and reduce poverty in poor countries most capable of using assistance effectively. The Secretary of State would be Chairman, reflecting his responsibility under the Foreign Assistance Act for supervising and coordinating U.S. economic assistance. He supervises USAID and would do the same for the MCC, ensuring that the programs and policies of the MCC are well coordinated with other agencies and promote the foreign policy interests of the United States. The Secretary of the Treasury would bring expertise in policies that promote economic growth and would ensure coordination of MCA programs with the work of the IMF, the World Bank, and other international financial institutions. The Director of OMB would represent the Executive Office of the President and help the Board implement the President's Management Agenda priorities of improving transparency, performance and accountability in the new Corporation. The Board will ensure a direct line of authority that holds the CEO and the MCC accountable to the President and the Congress.

15. Q: What will keep the MCC Board from "politicizing" MCA assistance?

A: The MCC will be set up to guard against politicization, for example, by the objective and transparent qualifying criteria. The Board will use its discretionary powers to take account of data gaps, lags, trends, or other material information related to economic growth and poverty reduction. In instances where there appear to be differences, informed judgments will need to be made. These judgments will be explained to countries so that they can address whatever the issues may be. In order to keep the MCA competitive and true to the President's concept, country selection will be a transparent process.

16. Q: Will the MCA have an advisory committee?

A: In developing the MCA, we have consulted extensively with the public, particularly the NGO and business communities, and have benefited greatly from their suggestions. The MCC will want to do likewise. We intend to continue to draw from the wealth of knowledge in civil society and the private sector. Outside experts, for example, will be part of the teams evaluating project proposals. The MCC would also consult widely in improving selection criteria, as necessary. The MCC will make all major decisions and agreements transparent so that the public is aware of its operation. The MCC and its Board will develop procedures, including establishing formal or informal advisory committees, to ensure that the MCA benefits from broad public advice and expertise.

Qualifying for the MCA

17. Q: Why does the MCA have such complex qualifying criteria?

A: To qualify as a better performer a country would have to score above the median on half of the indicators in each of the three policy areas. This methodology assures that countries are committed in all three policy areas of "ruling justly, investing in people, and encouraging economic freedom." The use of transparent indicators also allows countries to precisely identify areas needing improvement. Neither the indicators nor the methodology are set in stone. We have established an absolute score for inflation (less than 20%) and might consider adopting further absolute limits in the future. We will be assessing the system as we go along to ensure we are selecting countries that have policies that allow them to achieve development results. This process will be transparent, dynamic and rigorous.

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18. Q: Aren't some of the indicators subjective and subject to margins of error?

A: We are aware that any indicator we chose may have problems, which is why we require countries to pass the median in half the indicators. In addition, one of the key responsibilities of the Board is to look beyond the numbers to assess whether there are problems with data gaps, lags in the data, or a trend that wasn't picked up. Given the problems of data, this cannot be a purely quantitative exercise. Also, the 16 indicators will continue to be reviewed. If necessary, certain indicators may be dropped or other indicators added if it is determined they will help the Board of the MCC choose the most

qualified countries. Because of its negative affect on development, corruption is of particular concern and we have put in a "guilty until proven innocent" test with the corruption indicator. (If a country fails this category then we will need to have much greater details as to why it should qualify.)

19. Q: Why include countries with per-capita income of nearly \$3,000 in the third year at the expense of qualified, poorer countries?

A: Countries with per capita incomes between \$1,435 and \$2,975 (the current World Bank cutoff for lower middle income countries) are still very poor and have a long way to go to lift themselves from poverty. It is possible that these countries may be able to benefit most from MCA investments, enabling them to get to the next level of development where they no longer need foreign aid. Because scores can correlate with income, separate competitions will be run for countries with incomes below \$1,435 and those with incomes between \$1,435 and \$2,975. This will limit bias against lower income countries.

20. Q: Which countries would qualify if you ran the indicators today?

A: We do not have a list yet. The indicators are used to objectively select countries, which will inform a Board that will have the ability to look behind the numbers to make sure that there are not data gaps, lags in the data, or trends which the data are not picking up. The process will likely produce in the first year a dozen or so countries representing all major regions of the world for Board review. We do not intend to run the selection process until we receive congressional authorization.

21. Q: What is the strategy for countries that just miss qualifying for the MCA?

A: For countries that just miss qualifying for the MCA, USAID will focus on the specific areas needed to help the country become eligible for MCA funds. For example, if a country just missed on the investing in people area, USAID could concentrate its programs in that area to help it qualify for MCA funds in a future round.

Implementing the MCA

22. Q: How will MCA contracts relate to PRSPs or other national development strategies?

A: We anticipate that each country, in developing its contract proposal through consultations with a range of development partners, will build upon work already done in PRSPs or other development strategies to identify development priorities and goals in the areas of economic growth and poverty reduction.

23. Q: How will countries develop MCA contracts?

A: We will be seeking MCA country contract proposals that engage every element of an economy – government, civil society and business. The MCC will stipulate that all country contract proposals be the result of an inclusive domestic consultative process and each MCA country will identify its priority development hurdles and a program for addressing them through such an inclusive process. As needed, the MCC will provide technical assistance to help build capacity in qualifying countries to assist with their development of proposals or an effective consultative process.

24. Q: Will MCA contracts be signed only with governments?

A: Yes, though we anticipate that MCA funding will go to a wide variety of actors. The government will sign the agreement with the MCC and have overall responsibility for managing and providing oversight of the contract. The reason we chose the contract approach is to underscore that both parties have an obligation to meet the terms and conditions outlined in the contract.

25. Q: What types of activities will the MCA fund?

A: The goal of the MCA is to achieve poverty reduction through economic growth. The legislation identifies six areas that are directly tied to a country's productivity and economic growth, namely agriculture development, education, enterprise and private sector development, governance, health, and trade and investment capacity building. These areas are meant to be illustrative, not exclusive. Because flexibility and country ownership are key concepts of the MCA, decisions on specific MCA investments will be made on a country-by-country basis. The MCC and the country will identify investments that fit within each country's overall growth strategy. While environment and water projects, for example, may not be mentioned specifically, a country in consultation with the MCC may choose to invest in these areas in order to help it achieve its growth and development objectives.

26. Q: How long are MCA contracts?

A: MCA assistance is meant to be of finite duration and is not intended to turn into an entitlement program. The MCA breaks with past efforts of development by tying increased assistance resources to performance and creating new accountability for both rich and poor nations. MCA contracts will lay out a few key goals and measurable performance benchmarks to indicate progress toward those goals, as well as a plan for how MCA investments will be sustained once the contract terms end. Barring exogenous events, countries will be expected to achieve benchmarks in the specified time period. At the conclusion of the contract period, MCA assistance will end unless participant countries that have performed successfully submit a new proposal and renegotiate a new contract with the MCC.

27. Q: How will you determine how much money each qualifying countries gets?

A: Qualifying as a better performer does not ensure that a country will receive funding. Once countries qualify for the MCA, they will submit proposals that will be judged on their merits.

28. Q: Will countries be able to absorb large amounts of MCA funds?

A: We envision using a wide range of entities in any country to implement MCA programs to avoid overwhelming the capacity of governments or groups to effectively manage the funds. MCA countries are top performers and will be held to performance benchmarks in their MCC contracts. If it becomes apparent that they are not able to absorb resources, the MCC and the country will alter the contract or attempt to address bottlenecks.

29. Q: How will USAID and the MCC coordinate to ensure cooperation and avoid duplication?

A: MCC and USAID activities will complement each other. The MCC will operate in fewer countries, in a different manner than AID and with a far more focused development mandate. When both organizations are in the same country, AID will conduct a review of its programs and determine which should continue and which will phase out or become a part of the MCA program. For example, regional programs or those fighting HIV/AIDs or trafficking in persons might continue while programs in a sector of MCA concentration might logically be incorporated into the MCC program. Some USAID assistance might also be redirected from new MCA countries to countries that just miss the list of better performers to improve their chances of becoming an MCA partner with the United States. In any case, we expect to coordinate MCC and USAID efforts so that the most successful and important development efforts would continue.

Monitoring and Evaluating the MCA

30. Q: How will the MCC measure success?

A: Demonstrating results is at the heart of the MCA and will be incorporated in the MCC contracts, which will establish clear, measurable objectives and benchmarks to ensure that we are achieving our goals. We will explore a variety of mechanisms, looking at both outsourcing and existing resources, to develop the most effective and informative monitoring system possible. MCA contracts will be posted on the Internet to ensure transparency of the program. Evaluations will also be public, so they can benefit not only the MCC but also the larger development community that is closely watching this effort.

31. Q: What happens if there are problems with a program?

A: Programs will continue to receive funding under the terms of the country's MCA contract unless they fail to meet the conditions for performance specified in the contract. Funding for all or part of the MCA contract could be scaled back or ended if the program failed to meet financial accountability standards or to attain specific benchmarks.

Country participation in the MCA could be terminated in the event of an absolute decline in the policy environment related to ruling justly, investing in people, or promoting economic freedom.

32. Q: How will the MCC report to the Congress?

A: In addition to posting all contracts and formal performance evaluations on the Internet, the MCC will comply with the provisions of the Government Corporation Control Act, which requires all government corporations to submit an annual management report to the Congress on the operations and financial condition of the Corporation.

UNCLASSIFIED

NO. 149 P. 1/1

NATIONAL SECURITY COUNCIL
WASHINGTON, D.C. 20504

March 31, 2003

FROM: JENDAYI FRAZER
202-456-9261; 202-456-9260 fax

SUBJECT: Working Group Meeting on MCA Pilots on April 1

	<u>Phone</u>	<u>Fax</u>
TO: PATRICK CRONIN, AID	712-1430	216-3426
CONNIE NEWMAN, AID	712-0500	216-3008
WALTER KANSTEINER, State	647-4440	647-6301
ANTHONY WAYNE, State	647-7971	647-5317
CLAY LOWERY, Treasury	622-0070	622-9212
ROBIN CLEVELAND, OMB	395-4657	395-0345
RODNEY BENT, OMB	395-6854	456-9723
ERIC PELLETIER, WH/LEG	456-2230	456-1806
RANDY KROSZNER, CEA	395-5046	395-6947
BROCK BLOMBERG, CEA	395-3310	395-6853
FARYAR SHIRZAD, NSC	456-9281	456-9280
JOHN MAISTO, NSC	456-7056	456-9130
JIM MORIARTY, NSC	456-9251	456-9250

You are invited to a Working Group Meeting on MCA Pilot Projects, chaired by Jendayi Frazer, at 2:00 p.m. on Tuesday, April 1, in Room 472, Eisenhower Executive Office Building.

Pre-clearance is required to enter the building. Please call 202-456-9261 with your Name/DOB/SSN if you plan to attend.

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FORM	SUBJECT/TITLE	PAGES	DATE	RESTRICTION(S)
Briefing	Jump-Starting the MCA	3	04/01/2003	P5; P1/b1 MAC 11/16/2017

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COLLECTION:

Council of Economic Advisers

SERIES:

Downard, Catherine - Subject Files

FOLDER TITLE:

MCA (Millennium Challenge Account) [1]

FRC ID:

6174

OA Num.:

7603

NARA Num.:

7502

FOIA IDs and Segments:

2015-0220-F

2014-0262-F

RESTRICTION CODES

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PRM. Personal record misfile defined in accordance with 44 U.S.C. 2201(3).

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FORM	SUBJECT/TITLE	PAGES	DATE	RESTRICTION(S)
Briefing	Status to Date: Standing-Up the Millennium Challenge Account	3	03/28/2003	P5;

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ORIGINAL PROPOSAL**MARKED-UP VERSION****COMPROMISE***COBBLE***MCC is an independent agency****MCC does not exist; functions integrated into State****MCC in State but has same autonomy as USAID****President of the United States**
*Appoints MCC Chief Exec. Officer
subject to advice and consent***President has no direct role****President**
*Same as in Original Proposal***MCC Board Composition**
*Secretary of the Treasury
Director of OMB
Secretary of State, Chrman***MCC Board does not exist****MCC Board Composition**
*Secretary of the Treasury
Administrator of USAID
US Trade Representative
MCC Chief Exec. Officer
Secretary of State, Chrman***MCC Board Responsibilities**
*Directs all MCC activities
Develops indicators
Determines eligible countries
Writes contracts with MCC countries
Selects proposals for funding***MCC Board does not exist****MCC Board Responsibilities**
*Develops indicators
Determines eligible countries
Writes contracts with MCC countries
Selects proposals for funding***Secretary of State**
*Serves as Chairman of the MCC Board***Secretary of State**
*Coordinates all MCA assistance
Designates appropriate officer as coordinator
Determines eligible countries
Writes contracts with MCC countries***Secretary of State**
*Coordinates all US foreign assistance
Oversees the MCC Chief Exec. Officer
Provides foreign policy guidance to the MCC
Suspends MCC assistance in certain cases
Serves as Chairman of the MCC Board***MCC Chief Exec. Officer**
*Shall exercise the functions and
powers vested in him/her by the
President and the Board***Coordinator/Millennium Challenge Acct.**
*Develops indicators
Coordinates MCA aid with other govt. agencies
Pursues MCA coordination with int'l donors
Oversees other govt. agencies doing MCA work
Resolves disputes amg agencies doing MCA work***MCC Chief Exec. Officer**
*Manages the MCC
Serves on the MCC board
Coordinates MCC aid with other govt. agencies
Pursues MCC coordination with int'l donors
Oversees MCC work done by other govt. agencies
Resolves disputes amg. agencies doing MCC work***USAID Administrator**
*Role not mentioned***USAID Administrator**
*Role not mentioned***USAID Administrator**
*Sits on the MCC board
MCC required to coordinate with USAID in field
USAID has primary role in preparing countries for MCC
eligibility*

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FORM	SUBJECT/TITLE	PAGES	DATE	RESTRICTION(S)
Minutes	MCA Outreach Working Group	4	12/10/2002	P5;

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FORM	SUBJECT/TITLE	PAGES	DATE	RESTRICTION(S)
Timeline	Timetable (Revised)	2	12/10/2002	P5;

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FORM	SUBJECT/TITLE	PAGES	DATE	RESTRICTION(S)
Comments	Comments on "Implementing the MCA" Fact Sheet [with attachment]	7	12/11/2002	P5;

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FORM	SUBJECT/TITLE	PAGES	DATE	RESTRICTION(S)
Agenda	Indicators Working Group	4	12/20/2002	P5; p1/b1 MAC 11/16/2017

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Key Provisions of Millennium Challenge Account Legislation

Title I: Millennium Challenge Account

- **Eligibility Criteria:** Eligible countries must (1) suffer from significant poverty (with no reference to income); (2) must have a demonstrated commitment to just and democratic governance, economic freedom and investing in its people; and (3) must have entered into a Millennium Challenge Contract.
- **Millennium Challenge Contract:** Requires a contract between the recipient country and the U.S. that includes specific objectives, responsibilities of the MCA country, regular benchmarks to measure progress, a plan and timeframe for completion and the role of the business community, NGOs and other donors.
- **Millennium Challenge Projects:** Authorizes the President to provide assistance to investments that promote good governance; foster economic freedom and improve education and health.
- **Authorization of the MCA:** Authorizes funds notwithstanding any other provision of law except to governments that are ineligible to receive assistance under part I of the Foreign Assistance Act of 1961 (including terrorist financing, human rights violations, narcotics trafficking).
- **Evaluation and Accountability:** The MCC will not report to Congress but instead will make all contracts and evaluations publicly available over the internet.
- **Graduation:** The Contract will provide funds for limited purposes, projects and terms.

Title II: Establishment of the Millennium Challenge Corporation (MCC)

- **Board of Directors:** Made up of the Secretary of State (Chair), Secretary of the Treasury, OMB Director, and the National Security Advisor, with each member carrying one vote. The board will direct all the functions and powers of the Corporation and review and approve the eligibility of all countries for assistance. No provision to appoint additional members.
- **CEO:** Will be appointed by the President and Senate-confirmed. Compensation is level II of the Executive Schedule.
- **Representational allowance:** Limited to \$95,000 in any fiscal year.
- **Personnel System:** The MCC will fall under Title 5 of the U.S. Code. The CEO will have broad authority to waive any section of Title 5 except for chapters related to anti-discrimination, merit system principles, whistle blowing, and conflicts of interest. Employees of the MCC are federal employees with leave benefits, workers compensation, unemployment benefits, life insurance, health insurance, and long-term care insurance.
- **Detailees:** The legislation provides several options for detailees
 - Traditional detail arrangement between home agency and the MCC
 - Federal employee resigns from home agency to work for the MCC but retains reemployment rights
 - Private sector organizations have ability to detail their employees to the MCC
- The MCC falls under the Government Corporation Control Act.

BACKGROUND PAPER
February 5, 2003

Implementing the
Millennium Challenge Account

Background

This Background Paper sets forth the Administration's vision for implementing the Millennium Challenge Account (MCA). As determined by the President, the MCA will be established as a new government corporation supervised by a Board of Directors composed of Cabinet level officials and led by a Chief Executive Officer nominated by the President and confirmed by the Senate.

The MCA represents a new approach to providing and delivering development assistance. The MCA's country selection process builds on recent development research that emphasizes the role a country's own policies and institutions play in its development.¹ Similarly, the implementation of MCA programs will recognize the need for country ownership, financial oversight, and accountability for results to ensure effective development assistance. These principles will be embodied in MCA contracts between the MCA Corporation and recipient countries.

A Focus on Growth

The goal of the MCA is to reduce poverty by significantly increasing the economic growth trajectory of recipient countries. This requires an emphasis on investments that raise the productive potential of a country's citizens and firms and help integrate its economy into the global product and capital markets. Key areas of focus would include:

- Agricultural development
- Education
- Enterprise and private sector development
- Governance
- Health
- Trade and investment capacity building

¹ See 11/25/02 White House Fact Sheet, *The Millennium Challenge Account*

Genuine Partnerships

The MCA will signal a new relationship between donors and recipients. Implementation will be based on a genuine partnership between the United States and the recipient country. MCA programs will be implemented by non-governmental organizations and the private sector, in addition to public sector agencies, and the MCA will strive to achieve within recipient countries a broad coalition around development investments. The recipient country's MCA program should reflect an open consultative process, integrating official interests with those of the private sector, civil society, and other donor partners, and bringing an inclusive perspective to discussions between the country and the MCA. In formulating the MCA contract, we would assume that the recipient country will take into account its Poverty Reduction Strategy Paper (PRSP) or other development plans.

The recipient country will be responsible for:

- Guaranteeing open private sector and civil society involvement in developing and implementing the MCA contract;
- Managing coordination among the MCA and other donors to maximize development impact and avoid overlapping or duplication of efforts;
- Ensuring an open and unbiased process that would identify the most promising activities to accomplish MCA goals;
- Publicizing the terms of the contract, making it clear that the responsible actors within the country would be held accountable for performance by their constituents as well as the MCA; and
- Monitoring and assessing activities needed to meet MCA contract benchmarks and goals.

The USG will be responsible for:

- Providing technical assistance to help countries establish credible baseline data and to build the capacity to collect data in the future, and to strengthen public expenditure, management and financial accountability;
- Disbursing funds in the most efficient manner to the implementers of MCA activities; and
- Monitoring MCA contract benchmarks and evaluating progress toward MCA goals.

MCA Contracts

Each country would negotiate and sign a contract with the MCA Corporation that would be made public. Like a business plan, the contract would focus on a few key goals and how they would be achieved. Each MCA contract would include the following components:

- A limited number of clear measurable goals;
- A specific time frame within which the goals would be accomplished;
- The specific activities and intermediate steps that would be needed to accomplish these goals;
- Concrete, measurable benchmarks that would be used to assess progress toward the goals;
- Baseline information against which progress can be measured, or a strategy to gather baseline data where it is lacking;
- Specific benchmarks for measuring progress of, and improvement in, budgeting, tracking of expenditures and financial oversight (such as auditing, transparency, etc.);
- Mechanisms for sustaining goals accomplished under the MCA after the contract ends; and
- Conditions under which the contract would be terminated or amended.

Contract Assessment and Approval

Selection as an MCA country alone will not guarantee automatic funding of all aspects of a country's proposed contract. Contract proposals would be evaluated by:

- Sectoral teams composed of USG officials and, where appropriate, outside experts and;
- A country team composed of USG officials and, where appropriate, outside experts.

The MCA will make every effort to help selected countries obtain the technical assistance necessary to ensure that their contract proposals meet the rigorous analytical standards needed both to establish the feasibility of their strategies and to ensure their effective implementation. The MCA Board will exercise final approval.

Monitoring and Evaluation

Monitoring and evaluation to ensure accountability for results will be an integral part of every activity for which MCA funds are used. Monitoring and evaluation will be conducted by the MCA administrative structure and/or by third-party contractors. To facilitate such monitoring, it is critical that no contract be signed unless it includes baseline data from which progress can be measured or, where it is lacking, a clear strategy for gathering such data before contract activities commence. In addition, every contract would specify regular benchmarks for evaluating progress, and suggested corrective actions to be implemented to keep the program on track. All evaluations, as well as the terms of the contract, would be made public in the United States and the host country.

Several kinds of activities will be monitored:

- Financial responsibility/accountability;
- Auditing to ensure that data reported by recipients is accurate and complete;
- Overall budget data to demonstrate clearly that recipient governments are using MCA resources along with their own domestic and other development resources in a complimentary manner aimed at development results and priorities;
- Specific benchmarks for measuring progress toward program goals; and
- Sustained country commitment to MCA selection criteria.

Monitoring should be conducted by:

- Independent contractors with professional auditing expertise and/or the MCA Corporation for financial accountability, data accuracy, country budget allocations, and specific benchmarks; and the
- MCA Board for conformity with selection criteria.

Term and Sustainability

MCA contracts will fund activities for a limited term and will provide for a mid-term review. There can be "incentive clauses" in the contract to stimulate better performance.

All activities initiated under the MCA will have to be sustainable once the contract term ends. Recipients will have to be clear about how the funding for recurrent costs, if needed, would be provided.

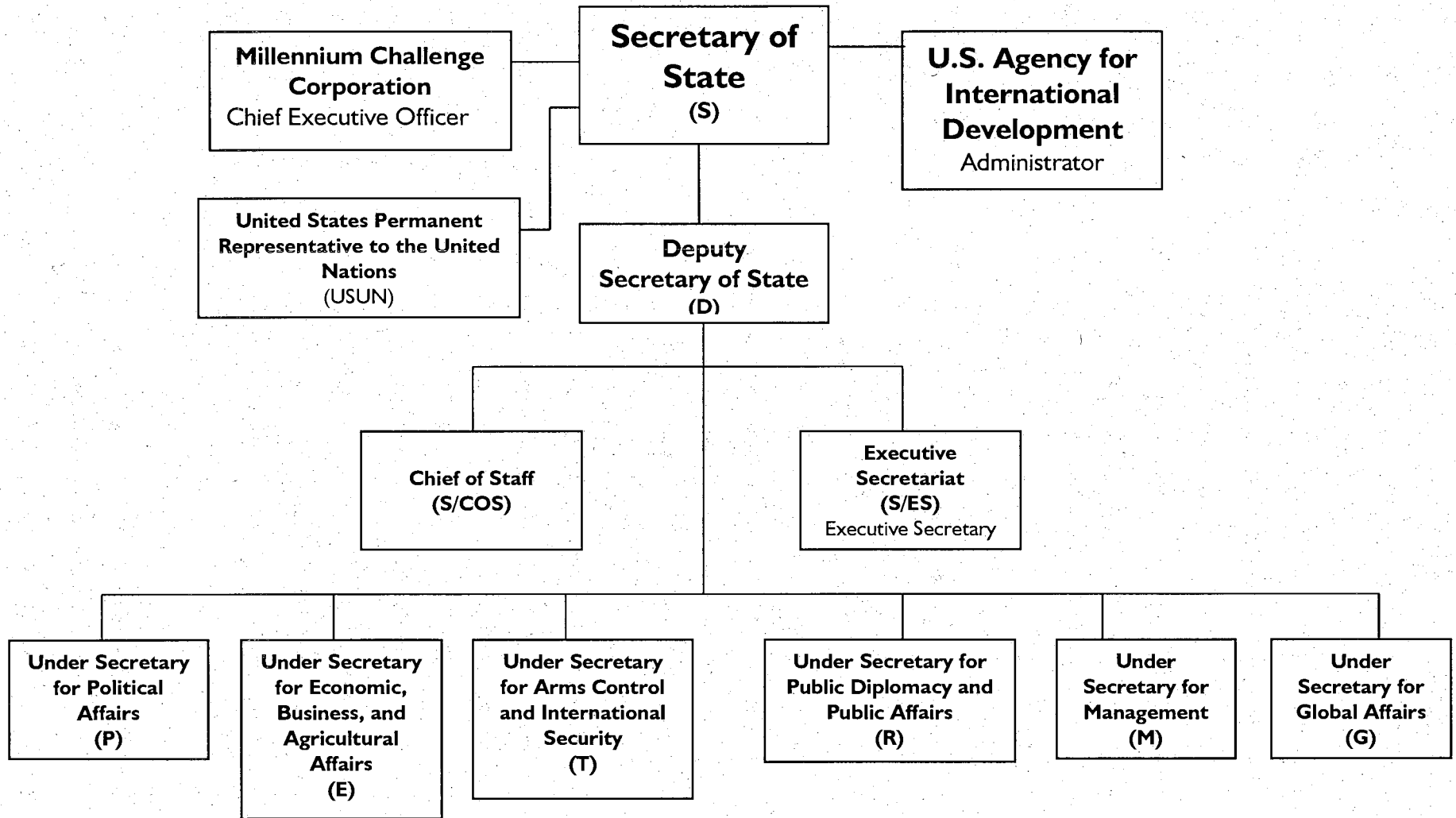
Termination

Programs will continue to receive funding, subject to congressional appropriation, under the terms of the country's MCA contract unless they fail to meet the specific conditions for performance specified in the contract. Funding for all or part of the MCA contract could be scaled back or ended for:

- Failing to meet financial standards/accountability; or
- Failing to attain specific benchmarks.

Country participation in the MCA could be terminated for:

- Failing to meet qualifying criteria as indicated by an absolute decline in the policy environment related to ruling justly, investing in people, or promoting economic freedom; or
- Material changes in conditions affecting development prospects (e.g. military coups).



United States Department of State

Results of MCA Steering Group – June 13, 2003

PARTICIPANTS:

Chair: Al Larson

State: E. Anthony Wayne
Michael Polt

Treasury: Clay Lowery

NSC: John Simon
Faryar Shirzad

AID: Patrick Cronin

OMB: Mike Casella

CEA: Randall Kroszner

WHLA: Eric Pelletier

OVP: Steve Claeys

And other staff.

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FORM	SUBJECT/TITLE	PAGES	DATE	RESTRICTION(S)
Minutes	Record of Decisions	1	nd	P5;

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COLLECTION:

Council of Economic Advisers

SERIES:

Downard, Catherine - Subject Files

FOLDER TITLE:

MCA (Millennium Challenge Account) [1]

FRC ID:

6174

OA Num.:

7603

NARA Num.:

7502

FOIA IDs and Segments:

2015-0220-F

2014-0262-F

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Records Not Subject to FOIA

Court Sealed - The document is withheld under a court seal and is not subject to the Freedom of Information Act.

MCA Millennium

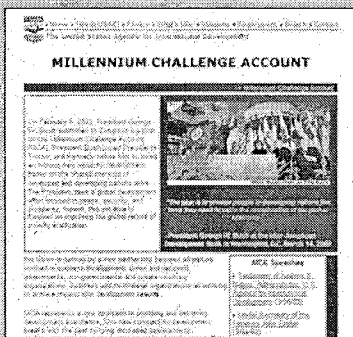
Challenge Account



"The lesson of our time is clear: When nations embrace free markets, the rule of law, and open trade, they prosper, and millions of lives are lifted out of poverty and despair. So I have proposed the creation of a new Millennium Challenge Account."

—President George W. Bush
Commencement Address to the
Coast Guard Academy,
May 21, 2003

Check out our website for
speeches, testimony and FAQs:
www.mca.gov



Welcome to the second edition of *MCA Update*! It's been a busy month, full of briefings on the Hill and outreach to ambassadors, academics, and the private sector.

Administration Works with Hill

Progress continues on many fronts:

- 1 The FY 2004 budget resolution conference report accommodated the President's request of \$1.3 billion for the MCA.
- 2 Administration officials have testified on MCA before six congressional committees almost a dozen times and are actively briefing bipartisan members of the House International Relations (HIRC) and the Senate Foreign Relations Committees (SFRC), as well as the appropriations committees. Under Secretary **Alan Larson** and USAID Administrator **Andrew Natsios** testified before the House Foreign Operations Appropriations Subcommittee at a May 21st hearing on MCA following Treasury Secretary **John Snow** and Under Secretary **John Taylor's** testimony earlier in the year.
- 3 The President's MCA bill has been introduced in both chambers.
- 4 The SFRC reported the legislation May 21 by voice vote after adopting a Hagel-Biden amendment, which places the MCC within the State Department. This amendment which is strongly opposed by the Administration, has prompted a senior advisor's veto threat on the bill if it is retained. Senate floor action is next.
- 5 The HIRC hopes to mark up its version of the bill on June 12.

The Administration will continue to work with both sides of the Hill and both parties to secure enactment of an acceptable bill.

White House Hosts Opinion Makers

The Council of Economic Advisers (CEA) invited prominent economists and business leaders to "Aid and The Millennium Challenge Account: A New Approach to Development Assistance" roundtable May 21 at the White House. Treasury Secretary **John Snow** and Dr. **Condoleezza Rice** greeted the guests, and described the Administration's commitment to combating poverty around the world.

The participants, including **Nancy Birdsall** of the Center for Global Development, **Merck CEO Raymond Gilmartin** and leading scholars from Harvard, Chicago, Michigan, MIT, and Carnegie Mellon, broadly supported the principles behind the MCA.

Outreach Event Attracts Ambassadors

Over 100 ambassadors and counselors from nearly 60 MCA-candidate countries attended an outreach event May 5 at the Loy Henderson Auditorium at State Department.

Under Secretary for Economic Affairs **Alan Larson**, USAID Administrator **Andrew Natsios**, NSC Director **Bill Frej** and Treasury Deputy Assistant Secretary **Clay Lowery** stressed the Administration's support for the MCA, and answered questions about qualifying criteria and implementation.

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FORM	SUBJECT/TITLE	PAGES	DATE	RESTRICTION(S)
Email	Draft Tiered List of Issues on MCA Bill - To: John Cogbill, Shelley deAlth - From: Randall Kroszner	5	06/11/2003	P5;

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Briefing	MCA Legislative Update	1	07/23/2003	P5;

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Briefing	MCA Update	1	07/25/2003	P5;

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FORM	SUBJECT/TITLE	PAGES	DATE	RESTRICTION(S)
Handwritten Note	MCA Steering Meeting	2	04/03/2002	P5;

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