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National Security Council - African Affairs

Frazer, Jendayi

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V					35022	47776		NSC 0785

Folder Title:

MCA (Millennium Challenge Account) [4]

Withdrawn/Redacted Material

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DOCUMENT NO.	FORM	SUBJECT/TITLE	PAGES	DATE	RESTRICTION(S)
076	Report	[MCA]	18	09/24/2002	P1/b1; P5;
079	Memorandum	Roadmap... - To: Condoleezza Rice - From: Bill Frej	3	N.D.	P5;
080	Summary of Conclusions	Summary of Conclusions	3	03/28/2003	P1/b1; P5;
081	Memorandum	Millennium Challenge Account - To: POTUS - From: Condoleezza Rice	8	N.D.	P1/b1; P5;
082	List	Tab A	1	N.D.	P1/b1; P5;
083	List	Tab B	1	N.D.	P1/b1; P5;
084	List	Tab C	1	N.D.	P1/b1; P5;

COLLECTION TITLE:

National Security Council - African Affairs

SERIES:

Frazer, Jendayi

FOLDER TITLE:

MCA (Millennium Challenge Account) [4]

FRC ID:

35022

RESTRICTION CODES

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

- P1 National Security Classified Information [(a)(1) of the PRA]
- P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
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PRM. Personal record misfile defined in accordance with 44 U.S.C. 2201(3).

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Freedom of Information Act - [5 U.S.C. 552(b)]

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085	List	[List]	1	N.D.	P1/b1; P5;
087	Memorandum	Principals Committee Meeting... [Page 1] - To: Karl Hofmann, et al - From: Gregory Schulte	1	N.D.	P3/b3;
090	Report	[Report]	3	N.D.	P5;
091	Memorandum	Millennium Challenge Act... - To: MCA Steering Group - From: White House Legislative Affairs	3	N.D.	P5;

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THE WHITE HOUSE

Office of the Press Secretary

FOR IMMEDIATE RELEASE

Fact Sheet

January 21, 2003

Implementing the Millennium Challenge Account

Background

This Fact Sheet 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

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

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- Trade and investment capacity building

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

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- 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:

- Functional 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

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

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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).

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List	Tab B	1	N.D.	P1/b1; P5;

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National Security Council- African Affairs

SERIES:

Frazer, Jendayi

FOLDER TITLE:

MCA (Millennium Challenge Account) [4]

FRC ID:

35022

OA Num.:

NSC 0785

NARA Num.:**FOIA ID and Segment:**

2015-0285-F

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THE WHITE HOUSE

Office of the Press Secretary

FOR IMMEDIATE RELEASE

November 26, 2002

The Millennium Challenge Account

"We must tie greater aid to political and legal and economic reforms. And by insisting on reform, we do the work of compassion. The United States will lead by example. I have proposed a 50-percent increase in our core development assistance over the next three budget years. Eventually, this will mean a \$5 billion annual increase over current levels.

These new funds will go into a new Millennium Challenge Account, devoted to projects in nations that govern justly, invest in their people, and encourage economic freedom."

-- President George W. Bush, Monterrey, Mexico, March 22, 2002

Background

At the Inter-American Development Bank on March 14, 2002 President Bush called for "a new compact for global development, defined by new accountability for both rich and poor nations alike. Greater contributions from developed nations must be linked to greater responsibility from developing nations." The President pledged that the United States would lead by example and increase its core development assistance by 50 percent over the next three years, resulting in an annual increase of \$5 billion by FY 2006. These funds will go into a new Millennium Challenge Account (MCA). Because sound policies are an essential condition of development, the President announced that the Millennium Challenge Account will be "devoted to projects in nations that govern justly, invest in their people and encourage economic freedom."

Administration

The MCA will be administered by a new government corporation designed to support innovative strategies and to ensure accountability for measurable results.

- The Corporation will be supervised by a Board of Directors composed of Cabinet level officials. The Secretary of State will be the Chairman of the Board.
- The CEO of the Millennium Challenge Corporation will be nominated by the President and confirmed by the Senate.

- Personnel will be drawn from a variety of government and non-government agencies and would serve limited-term appointments.
- The Corporation will be designed to make maximum use of flexible authorities to optimize efficiency in contracting, program implementation, and personnel.

Country Eligibility

Funding for the MCA will increase over three years to \$5 billion per year in FY 2006. The number of countries eligible to compete for funding will also increase over this period. Specifically:

- In FY'04, the first year of MCA operation, countries eligible to borrow from the International Development Association (IDA), and which have per capita incomes below \$1,435, (the historical IDA cutoff) will be considered.
- In FY'05, all countries with incomes below \$1,435 will be considered.
- In FY'06, all countries with incomes up to \$2,975 (the current World Bank cutoff for lower middle income countries) will be eligible.
- Country eligibility will be reviewed by the Board.
- Countries prohibited from receiving assistance by current statutory restrictions will not be eligible.

Performance Indicators

In his March 14 speech President Bush directed that countries be identified based on "a set of clear and concrete and objective criteria" that would be applied "rigorously and fairly." The President stated that the Millennium Challenge Account will "reward nations that root out corruption, respect human rights, and adhere to the rule of law... invest in better health care, better schools and broader immunization... [and] have more open markets and sustainable budget policies, nations where people can start and operate a small business without running the gauntlets of bureaucracy and bribery."

The following 16 indicators (with sources), chosen because of the relative quality and objectivity of their data, country coverage, public availability, and correlation with growth and poverty reduction, will be used to assess national performance relative to governing justly, investing in people, and encouraging economic freedom.

Governing Justly:

- Civil Liberties (Freedom House)
- Political Rights (Freedom House)
- Voice and Accountability (World Bank Institute)
- Government Effectiveness (World Bank Institute)
- Rule of Law (World Bank Institute)
- Control of Corruption (World Bank Institute)

Investing in People:

- Public Primary Education Spending as Percent of GDP (World Bank/national sources)
- Primary Education Completion Rate (World Bank/national sources)
- Public Expenditures on Health as Percent of GDP (World Bank/national sources)
- Immunization Rates: DPT and Measles (World Bank/UN/national sources)

Promoting Economic Freedom:

- Country Credit Rating (Institutional Investor Magazine)
- Inflation (IMF)
- 3-Year Budget Deficit (IMF/national sources)
- Trade Policy (Heritage Foundation)
- Regulatory Quality (World Bank Institute)
- Days to Start a Business (World Bank)

Performance Assessment

The indicators will be used to identify better performing countries. Because a straight ranking determined by adding together the scores for all sixteen indicators might allow exceptional performance in some areas to outweigh dismal performance in others, countries will qualify as better performers only if they demonstrate commitment in all three policy areas. Accordingly:

- 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.
- Because scores 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 methodology:
 - Assures that countries are committed in all three policy areas;
 - Allows countries to precisely identify areas needing improvement; and
 - Limits bias against low income countries.
- The MCA is intended to make substantial new financial resources available to countries. Given this commitment, and the link between financial accountability and success, countries failing to perform above the median on the corruption indicator will be ineligible, absent material change in their circumstances.

Final Selection

Qualifying as a better performer will not guarantee MCA support. There may be gaps or lags in the data, or trends not reflected in the data, which may be material for assessing performance. The MCA Board of Directors will make a final recommendation to the President. In so doing, the Board will be:

- Guided by country performance on the indicators;
- Empowered to take account of data gaps, lags, trends, or other material information, including leadership, related to economic growth and poverty reduction; and
- Encouraged to identify for special transition support a small number of countries that barely miss the list of better performers. Regular development assistance can be made available to improve their chances in future competitions.

MEMORANDUM FOR

MR. KARL HOFMANN
Executive Secretary
Department of State

MR. LEWIS LIBBY
National Security Advisor to
the Vice President

MR. JEFFREY KUPFER
Executive Secretary
Department of the Treasury

MR. ALBERTO R. GONZALES
Counsel to the President

COL JAMES A. WHITMORE
Executive Secretary
Department of Defense

(b)(3) 50 USC 3507
Executive Secretary
Central Intelligence Agency

MS. ROBIN CLEVELAND
Associate Director for
National Security and
International Affairs
Office of Management and
Budget

MR. DOUGLAS J. ALLER
Executive Secretary
Agency for International
Development

COL EDWARD W. SNEAD, USA
Secretary, Joint Staff

MS. DIANA FURCHTGOTT-ROTH
Chief of Staff
Council of Economic Advisors

MR. ANDREW H. CARD
Chief of Staff to the
President

SUBJECT: Principals Committee Meeting on the Status of the
Millennium Challenge Account Initiative (MCA)

There will be a Principals Committee meeting on the status of the Millennium Challenge Account Initiative on Friday, March 28 from 2:00 - 2:45 p.m. in the White House Situation Room. An agenda is attached at Tab A. A discussion paper is attached at Tab B. Please pass the attached to Principals (to include plus one, if applicable).

Gregory L. Schulte
Executive Secretary

Attachments

Tab A Agenda

Tab B Discussion Paper on the Status of the Millennium
Challenge Account Initiative (NSC)

2820

March 26, 2003

ACTION

MEMORANDUM FOR CONDOLEEZZA RICE

THROUGH: GARY EDSON
FARYAR SHIRZAD

FROM: BILL FREJ

SUBJECT: Agenda and Discussion Paper for a Principals
Committee Meeting on the Status Report of the
Millennium Challenge Account Initiative

Attached at Tab. I is a memorandum to agencies forwarding the proposed agenda and discussion paper for a Principals Committee Meeting on the status of the Millennium Challenge Account Initiative at 2:00 - 2:45 p.m. on Friday, March 28, 2003.

Concurrence by: Jendayi Frazer

RECOMMENDATION

That you approve the attached agenda and discussion paper and authorize Greg Schulte to sign the memo at Tab I.

Approve _____ Disapprove _____

Attachments

Tab I Memorandum to Agencies

Tab A Agenda

Tab B Discussion Paper on the Status of the
Millennium Challenge Account Initiative

NSC PRINCIPALS COMMITTEE MEETING ON THE
MILLENNIUM CHALLENGE ACCOUNT (MCA)

DATE: March 28, 2003
LOCATION: Situation Room
TIME: 2:00 p.m.- 2:45 p.m.

AGENDA

- I. Introduction.....Dr. Rice
- II. Status Report on the MCA.....All
- III. Summary.....NSC

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Report	[Report]	3	N.D.	P5;

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Memorandum	Millennium Challenge Act... - To: MCA Steering Group - From: White House Legislative Affairs	3	N.D.	P5;

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