

**NATIONAL PLANNING ASSOCIATION
AID AND DEVELOPMENT PROJECT**

Project Evaluation

Submitted to NPA
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ABBREVIATIONS

CIR	Committee on Changing International Relations (NPA policy committee)
FAC	Food and Agriculture Committee (NPA policy committee)
GEC	Global Economic Council (NPA policy committee)
NAR	Committee on New American Realities (NPA policy committee)
NPA	National Planning Association
PVO	Private Voluntary Organization
USAID	United States Agency for International Development

**EVALUATION:
NATIONAL PLANNING ASSOCIATION
AID AND DEVELOPMENT PROJECT**

1.0 INTRODUCTION

Overview

In 1993, the National Planning Association (NPA) embarked on an innovative three-year development project on the role of U.S. foreign aid and development assistance in the post-Cold War environment. The primary objective of this project, entitled "U.S. Foreign Aid and Development in the Post-Cold War World: Business and Labor Perspectives,"¹ is to increase discussion and facilitate the exchange of information and ideas between business and labor leaders and public policymakers. To achieve this, NPA is sponsoring a multifaceted educational program through regional seminars, Washington Working breakfasts, publications, and NPA member policy committee meetings.

Throughout its history, NPA has been involved in promoting pragmatic strategies for economic and political development in modernizing countries. NPA's broad-based committee structure and independent research program have helped private sector leaders from business, labor, agriculture, and academia understand and address complex issues facing the United States. One of NPA's most notable efforts in this regard was its support and intellectual motivation for what became known as the Marshall Plan.

The Aid and Development Project carries on this longstanding tradition of development education with its members. At the same time, the project represents an important departure for NPA. It has enabled NPA to target a broader national audience, reaching beyond its core membership of senior private sector leaders to include rank-and-file, regional, and mid-level professionals of these same organizations as well as non-NPA members from the public and private sectors. However, in targeting these national audiences, NPA has been challenged to develop new formats and institutional support to expand its information programs outside NPA's membership. This has created new demands and opportunities, both for NPA as an institution and for such public education programming.

Methodology

The purpose of this evaluation is to assess the project's impact in (1) increasing awareness of the role of U.S. development assistance and (2) promoting dialogue concerning U.S. development assistance between business and labor leaders and public policy makers.

The evaluation was undertaken March 1-31, 1996 by Dr. Carolyn McCommon with interview

¹The project is commonly referred to as the "Aid and Development Project," a term used throughout this evaluation.

assistance from Joanne Frank. Nita Christine Kent, Aid and Development Project Coordinator, helped to compile and analyze project-related statistics. The methodology to implement this evaluation has included a variety of tools: review of project documentation and participant evaluations provided by NPA², interviews with NPA staff, phone and personal interviews with NPA members, and phone interviews with participants in the Working Breakfasts and Regional Seminars. Rapid rural appraisal techniques have been used in collecting information. These have included semi-structured interviews with key informants and open-ended questionnaires with participants to provide triangulation and verification of information. The sample of participants and NPA members was identified through a two-stage random process targeted to include a representative sample of NPA's two main constituencies - business and labor - as well as others from the nonprofit, academic, and government sectors. This evaluation covers activities to date.

Methodological caveats include the following: (1) as with most evaluations, the limited time available for project review and analysis may have influenced the overall interpretation of findings; (2) the difficulty in securing some regional interviews and, as a result, the need to interview alternate choices may have biased the representativeness of the sample; (3) the lack of baseline data or longitudinal tracking make it impossible and imprudent to identify rigorous indicators of impact beyond qualitative trends; (4) as a development-oriented social scientist, the evaluator may have emphasized and/or overlooked issues which a more quantitative or education-focused professional might have otherwise addressed.

2.0 PROJECT OVERVIEW:

The NPA Aid and Development Project is a three-year development education program on the role of U.S. foreign aid and development assistance in the post-Cold War world. Working in consultation with its business and labor union members, NPA has implemented a variety of information and education activities to reach beyond its core membership and to target a national audience of business and labor leaders. These activities have included regional symposiums, Washington Working Breakfasts, NPA policy committee meetings and other NPA sessions, publications, and media campaigns.

As stated by NPA, the two overarching goals of the project include the following:

- To increase the awareness between business executives and labor leaders of the need to review and update U.S. foreign aid goals and strategies through a multifaceted information program. The program will examine the role of the United States in providing humanitarian aid and development assistance to developing countries in the post-Cold War and it will reach audiences from all regions of the nation.

²NPA has distributed evaluation forms for participants in the working breakfasts and regional seminars to complete. About 20% of participants complete these: these have been reviewed in this evaluation.

- To provide labor and business leaders, academics, PVO representatives, and government officials with opportunities to meet and discuss aid and development issues and to learn more about each other's views.

These goals reflect a restatement of project goals and objectives completed in the early months of grant Year 1 at the request of USAID. These revisions and changes in the workplan are documented in NPA's annual reports to USAID for project years 1 and 2. The evaluation of project plans and outputs follows the revised project workplan.

The NPA Aid and Development Project has been funded primarily by USAID under its Cooperative Agreement No. FAO-0230-A-00-3065-00 for \$725,799. The period covered by this cooperative agreement is September 20, 1993 through September 19, 1996. A grant of \$100,000 from the Carnegie Foundation covered NPA's matching portion of the second and third years. Cash and in-kind contributions from NPA have been \$161,042.³

3.0 PROGRAM PLANS AND OUTPUTS⁴

Goal 1: Awareness Building

The NPA Aid and Development project aims to increase the awareness of business executives and labor leaders of the need to review and update U.S. foreign aid goals and strategies through a multifaceted information program involving four platforms: regional symposia, Washington Working Breakfasts, NPA committee sessions, and special publications.

Regional Symposia

The regional symposia are the primary venues for reaching a national audience. These day-long sessions have been conducted throughout the country on a regional basis - North, South, East, West - and have targeted local leaders in the private sector. Nine symposia have been held; two remain. Attendance has ranged from 42 to 86 participants with an average of 65, meeting project proposal goals for 50 business, labor, and public policy leaders. Details of attendance are given in Table 1 found on the following page.

In organizing these events, NPA has relied on its members who help in a number of ways: suggesting potential sites; identifying local speakers, commentators, and participants; selecting topics; sponsoring events; and providing in-kind contributions. Although these events feature

³The total NPA contribution includes the amount budgeted for Year 3. The final total for NPA's contribution may be higher by the project's conclusion.

⁴The achievement of project goals follows the objectives and measurement methods stipulated in the revised workplan. Twelve objectives are listed for Goal 1 and four for Goal 2. Objectives for Goal 1 have been combined into four main categories to simplify the discussion; measurement methods for each remain distinct.

TABLE 1

ATTENDANCE: REGIONAL SYMPOSIA					
	Business	Labor	Gov't	Acad/PVO	TOTAL
1994					
New York	23	9	3	7	42
Seattle	23	20	13	11	67
Des Moines	44	5	6	11	66
Chicago	14	14	6	17	51
1995					
Atlanta	33	5	12	36	86
Pittsburgh	49	6	6	22	83
San Francisco	49	13	6	11	79
Boston	28	5	2	15	50
1996					
Dallas	34	1	8	22	65
Sub-total	297	78	62	152	589

the same theme, members assist NPA in focusing the content at each meeting to reflect the particular interests of the regions where the meetings are held. Thus in Des Moines where farming is a major economic activity, the meeting concerned sustainable development and food aid while in Pittsburgh where the industrial sector is predominant, the session considered the difficulties of paying for foreign development in difficult economic times. Speakers have included local and regional leaders as well as prominent resource people in business, labor, USAID, academia, government agencies, and development organizations. To provide a common context for discussion, each symposium includes a session on general foreign assistance strategies from different viewpoints as well as the “theme” speaker and topical session.

Washington Working Breakfasts

The Washington Working Breakfasts provide a far different context from that of the regional symposia. As the name implies, these are working breakfasts, short in duration (1 ½ hours), and much narrower in focus than the symposia. Held in the Capital area, these quarterly events have taken a more global perspective in examining foreign aid priorities throughout the world and the interrelationship between global and domestic goals in structuring U.S. foreign aid. Interest in these ongoing breakfasts has been far higher than the projected attendance of 30 to 40, leading NPA to absorb extra costs in order to include additional participants. However, the larger number of participants made discussions unwieldy. This factor, along with rising costs, led NPA to cut back the number of participants, and following the eighth breakfast, restrict attendance in subsequent events. To date, eleven breakfasts have been held with attendance ranging from 34 to 88 with an average of 58. Details of attendance are given in Table 2 on the following page.

Committee Sessions

NPA policy committee sessions have provided a natural venue for speakers and panel discussions on economic development and development aid as part of foreign policy. All five policy committees and the NPA Board of Trustees were introduced to the project via background material and discussions. The Global Economic Council (GEC)⁵ and the Food and Agriculture Committee (FAC), two committees whose interests lend themselves directly to the topic, have devoted special sessions to the issue at their biannual meetings. The Board of Trustees has been briefed through special luncheon speakers. NPA is on target with this objective and will have sponsored nine such meetings by the end of the project.

In addition to project-sponsored activities within these committees, another objective of the Aid and Development project was to encourage at least one of NPA’s policy committees to become further involved in supporting and advancing project goals. An unforeseen outcome was the extent to which the FAC has embraced the project, including the formation of a new subcommittee to focus specifically on Trade, Development, and Global Issues. Some overall

⁵The GEC is the new name for the policy committee formerly known as the “Committee on International Realities” (CIR) whose activities are reported in earlier project reports.

TABLE 2

ATTENDANCE: WASHINGTON WORKING BREAKFASTS					
(Topics)	Business	Labor	Gov't	Acad/PVO	TOTAL
1993					
Aid and Development Priorities	15	8	22	18	63
1994					
Restructuring of Foreign Aid	19	18	24	19	80
Democracy and Free Markets	20	6	11	8	45
Population Growth and the Global Environment	3	6	15	7	31
Foreign Assistance Priorities in the Middle East	19	9	12	22	62
Foreign Assistance Strategies in the Former Soviet Union	23	7	30	15	72
1995					
Congressional Perspective on Foreign Assistance	28	14	17	18	77
Foreign Aid to Africa and U.S. Interests	21	6	26	35	88
Foreign Aid to Latin America	15	10	6	9	40
Foreign Aid and Asia	9	5	8	12	34
1996					
New Strategies for Development Assistance	7	11	13	13	44
Sub-total	179	100	184	176	636

project responsibilities have shifted to the director of the FAC as he has played a larger role in the overall project than originally anticipated. In other support, members of all committees, in particular those on the Committee on New American Realities (NAR), have assisted NPA staff in developing and sponsoring regional symposia and working breakfasts.

Within the GEC, NPA has sponsored yearly guest lectures on developing-aid issues as part of the Walter Surrey Memorial Series. Attendance at the two events held to date has been over the targeted number of 50-60 individuals each year with more than 140 total attending the two events.

Special Publications

NPA has used the publication of project-related materials to reach a larger audience than those who attended the symposia, breakfasts, and policy committee meetings. Recipients have included collaborating organizations, NPA's overall membership, and local sponsors as well as well as project participants. NPA has met project objectives and targets with the publication and dissemination of the following:

- A statistical study on the historical record of foreign assistance and newly emerging strategies. This NPA publication, *U.S. Foreign Assistance: The Rationale, the Record, and the Challenges in the Post-Cold War Era*, examines policy options and strategies for foreign aid and development assistance in the coming decades. It has served as a background text to topics addressed at project events and in other project publications. The study has been favorably received and has been in constant demand. To meet requests, NPA absorbed the costs of printing 3,000 instead of the targeted 1,400. Approximately three hundred remain to be distributed.
- Two project-related issues of NPA's quarterly journal *Looking Ahead*. The first issue examines challenges facing the United States as it redefines its policies on development assistance. The second issue contains analysis of the most important issues concerning U.S. foreign aid policies and the insights and concerns expressed by project participants throughout the first year and a half of the project. The final issue will be published in 1996. The project calls for 2,100 copies of each issue to be distributed. NPA absorbed the costs to print and distribute an extra 900 in 1994; for the 1995 issue, 2,100 were printed and 400 remain to be distributed.
- Publication of two project-related monographs in the Surrey Memorial Lecture Series publications. Remarks from the Walter Surrey Memorial Lecture have been combined with those of other authors, based on their presentations at various Aid and Development Project forums. Copies have been distributed to 2,900 individuals which more than achieved the target of 2,500. The final issue will be published following the next Walter Surrey Memorial lecture in May 1996.

Goal 2: Information Sharing

The multifaceted information program - regional symposia, Washington Working Breakfasts, NPA committee meetings, and special publications - provides the context for achievement of the project's second goal - information sharing. Through these different forums, the NPA Aid and Development project aims to provide labor and business leaders, academics, PVO representatives, and government officials with opportunities to meet and discuss aid and development issues and to learn more about each other's views. Based on the evaluation and workplan, NPA has three activities under this goal. In the first two, the objectives are to realize diversity in speakers, participants, and authors in two different venues - NPA-sponsored discussions and issues of the NPA quarterly journal *Looking Ahead*.⁶ The objective of the third is to broaden media outreach in non-NPA publications.

NPA-sponsored Discussions

NPA has been successful in meeting its objective to secure representation from a cross-section of labor, business, academic, government, and PVO communities as participants, speakers, and commentators in all project activities. The caliber of participants has been consistently high. Attendees and speakers have included executives of Fortune 500 corporations, presidents of international trade unions, CEOs of nonprofit organizations, and senior government officials as well as trade representatives, local union representatives, and academic specialists. Congressional representatives and staff members, senior USAID officials, and foreign ambassadors have given presentations along with Farm Bureau presidents, development practitioners, and investment bankers.

The Regional Symposia were significant in bringing together groups such as business and labor who rarely meet or engage in face-to-face discussions with Washington public policymakers, decision makers, and leaders. A slightly different situation is seen in the Washington-based events. Even though policy discussions are a "dime-a-dozen" in the nation's capital, the NPA Working Breakfasts are unique in the convening of business, labor, and government speakers in a nonpartisan, non rancorous environment.

One of the strongest features of the seminars and working breakfasts has been NPA's use of interactive sessions to enhance information sharing among such diverse groups. This was not a feature of the original proposal. However, following a suggestion of the (then) USAID Project Coordinator, NPA incorporated discussion techniques such as small groups, simulations, and town meeting debates into the symposium format. The use of such educational process tools was new for NPA and required some "trial and error." Based on participant evaluations, the effort has been successful. Once introduced, these segments in the regional symposia have engaged audiences in heady exchanges in what had previously been seen as long speeches, and at times,

⁶The Walter Sterling Surrey Memorial Series was not included in the workplan for this goal as it was originally assumed that the project-related monograph in this Series would be based solely on the annual Series lecture.

tedious academic lectures.

The positive experience from the Regional Symposia led in part to NPA's early decision to expand the "Question and Answer" format of the Working Breakfasts. Initially, this segment had been given only perfunctory consideration and only as time allowed. With the shift, the time allotted for speaker presentations was shortened and more emphasis and opportunity given to participants to engage speakers. Again, participant evaluations point to the critical importance and success of this modification, particularly in the context of the Washington environment where individuals tend to pontificate. Through questions, participants were able to "move the speakers off their platforms" and to open dialogue.

Looking Ahead

A second objective under this goal is to involve a representative cross-section of project participants to write articles for yearly project-associated issues of *Looking Ahead*. NPA has achieved this in the two issues published to date. The first included articles written by leaders from all groups of participants providing different - and often competing - perspectives on U.S. foreign aid. Authors represent business (Citibank), academia (Brookings Institution), labor (Amalgamated Clothing and Textile Workers' Union), nonprofits (Overseas Development Council), government (Congressional Research Service), and USAID. The second issue took a somewhat different approach. Given the variety of views presented in the symposia and breakfasts and published in the Walter Surrey Memorial Series, NPA with concurrence from USAID devoted the second issue to an in-house review of "lessons learned" rather than to a compilation of articles by different authors. This synthesis report summarized and analyzed the concerns, questions, and insights raised by project participants.

Media Campaign

With the restatement of project goals and objectives in Project Year 1, the broader media campaign objectives from the project proposal were de-emphasized. Instead, NPA was to pursue opportunities to place articles in non-NPA publications but without targeted numbers of articles and publications. The USAID-approved request was intended to allow NPA to first establish "a solid program of events and a basic relationship with the media."

Efforts in this area have been modest. NPA has distributed press releases before and after project events and upon the publication of all project-related materials. A few articles have been published in the local press where regional symposia have taken place⁷; radio coverage was given to one event. In targeting other media, NPA has at times been successful in using the press and public relations offices of organizations which co-sponsored its regional symposia.

NPA's media outreach has been more successful through other development agencies, and, in

⁷Details of the press releases have been provided in NPA reports to USAID and to Carnegie.

particular, InterAction, the broad-based coalition of private and voluntary organizations. NPA is a member of the Media Subcommittee of InterAction and has used their press list in contacting local press.

Summary Assessment

Through its multifaceted development education program, NPA has reached out to a national target audience of business and labor leaders. The different forums have focused the attention of these two groups on foreign aid and development assistance and heightened their awareness of the role of the U.S. in the post-Cold War world. The forums made possible clear opportunities for information sharing among very diverse groups. The task has not been simple; it has demanded significant effort on the part of NPA for the individual forums to be topical and relevant. Business and labor represent two very different constituencies, each with vested interest. Within these groups, NPA has encountered distinct levels of discourse that have further tempered the project's quest. These differences between and within these audiences are necessary to differentiate in evaluating progress toward the two project goals: building awareness and information sharing.

NPA's established outreach through its membership-based policy committees has provided a natural forum for mounting discussions with its members. The audiences in the various committees represent senior leaders, often longstanding NPA members, whose positions in business, labor, agriculture, and academia afford them a much broader perspective on global issues. Committees meet twice a year in off-the-record discussions. A stated purpose for these committees is to formulate public and private policy recommendations on issues about which consensus is possible.

By contrast, the Regional Symposia have brought together a broad range of the general public from all walks of life and with very different experiences and understandings of development and foreign aid issues. Participation from the business sector has been strong and diverse, ranging from medium-sized business owners to trade associations. It has included regional management of NPA member organizations as well as NPA committee members themselves. Many of these are "on-the-line" professionals whose priorities are short-term, commercial and regionalized. The level of local labor participation on the other hand has been variable in intensity and by regions, dependent on local labor's presence and the linkage of foreign aid with "bread-and-butter" issues of job competition.

The Washington Working Breakfasts provide a platform distinct from both the Regional Symposia and the Policy committees. Labor participants attend on a regular basis. These are typically high-ranking labor officials with strong convictions and in-depth understandings of foreign aid and development issues. Their regular attendance is not difficult since most labor organizations are headquartered in Washington and include international departments with large staffs. By contrast, participation from the business sector has been more variable and intermittent, targeted in its focus and session-specific. Business representatives have included

industry advocates, firms with development and trade interests, and executives from Fortune 500 companies. While business attendance has been continuous on the whole, far fewer businesses or their representatives and staff have attended on a regular basis than have attended from labor.

Goal 1: Awareness Building

NPA efforts in building awareness have had their most significant impact at two levels - the regional symposia and NPA policy committees. Through the regional symposia, NPA has successfully reached a national audience whose understanding of foreign aid goals and the U.S. role in the post-Cold War environment was somewhat limited. Participants in general reported a broader understanding of development assistance as a tool of foreign aid and its returns for the U.S. economy. By targeting sessions to regional issues, the project articulated specific U.S. interests and, perhaps as importantly, the economic and social self-interest of American people, workers, and business. The organization of panels and selection of diverse speakers clearly provided a comprehensive view of the different often competing positions. The balance of views and "hard facts" dispelled some misperceptions, particularly the percentage of the federal budget actually apportioned to foreign aid. For many - including local labor - the role of labor organizations in supporting and implementing development assistance with international trade groups was "eye-opening."

Among NPA members, the level of awareness of foreign aid and development issues has been different from participants in the regional symposia. Through policy committee sessions, NPA members are already familiar with international economic issues. Many are directly engaged in global trade and, through their business and labor positions, active in international relations. As senior business and labor leaders, many are also involved in humanitarian aid as board members for nonprofits. Thus, the level of discourse for these business and labor leaders was far different from the regional symposia. From the perspective of many of these participants, project-sponsored activities introduced a linkage between aid strategies and broader trade and investment initiatives. These various activities highlighted the concept of a "dual transition" and, in demonstrating the economic returns from development assistance, brought forward the connection between creating markets and building trade partners.

The extent to which the FAC has taken on the topic of development, through the level of discussions in the policy committee meetings and the creation of the subcommittee on Trade and Development Issues, is significant. While other committees, particularly the GEC, also sponsored project-related activities, the interest of the FAC has been more evident. Clearly, the timing was propitious and may have been as much a catalyst for the committee's interest in the topic as has the project's outreach. Many members of the FAC benefit from development assistance programs such as PL-480 and, with cutbacks in price supports, are looking for new markets. There is definite self-interest in the topic within the FAC. At the same time, NPA framed the issues and broadened the context in which agribusiness has traditionally viewed (and benefitted from) development assistance. In shaping the discussion, NPA has brought the FAC forward in exploring new "win-win" strategies that benefit American farmers and the national

interest and contribute to America's global leadership role.

In the working breakfasts, the project has been less successful in increasing awareness within either labor or business of the need to review and update foreign aid goals. A contributing factor has been the professional background of this particular audience and of others in attendance from the PVO, academic, and government sectors. Many working breakfast participants are already actively engaged in foreign assistance and development-related issues. They have strong views and vested interests in the U.S. foreign aid priorities. These participants attended because they are already aware of the issues and want to keep current on the debate.

From the perspective of the business sector, the working breakfasts have been less successful for different reasons. Based on comments from NPA members and other participants, NPA faltered in linking development assistance with business concerns and failed to make the issue relevant. Presentations were often seen as too academic and "wonkish." To succeed in raising the awareness of this segment of business, one member suggested that topics must be more "focused, actionable, practical, and contained."

PACT

Goal 2: Information Sharing

The different project forums have clearly afforded labor and business leaders, academics, PVO representatives, and government officials with opportunities for information sharing. NPA set out to engage a cross-section of participants and to ensure balanced presentations of competing views. It has worked.

Within policy committee meetings and through NPA's mailing list, NPA has exposed members to foreign development issues. Selection of topics, speakers, and authors has helped guide the debate and encouraged discussion. The variety of formats - panel discussions at the semiannual meetings, luncheon speakers, the Walter Sterling Surrey Memorial Lecture, and the different publications - have ensured that a majority of members have been introduced to the issues in one way or another.

In organizing the regional seminars and working breakfasts, the task has been a bit more formidable, considering the number of sessions, the regional logistics, and the different audiences. It has taken additional effort to identify, schedule, and focus speakers on project themes. It has involved even more skill to moderate and to implement a development education program at a time when the basic premise and future of foreign aid are being questioned and debated.

NPA provided the opportunity for discussion and, through the interactive formats, created the atmosphere for exchange. However, the extent to which target audiences learned more about others' views depended greatly on their own motivation for attending. For organized labor, the opportunity for discussion provided by the Aid and Development Project was "a bright spot in a black environment" in raising discussions about issues central to labor. Labor "seized the

opportunity” to present its concerns and to address the stereotypes and misperceptions about labor’s position on foreign trade. From the outset, labor placed high priority on participation by labor representatives and union members in all events. This visibility extended from arranging the continuous participation by one senior union official in all regional seminars and working breakfasts to ensuring a strong presence by senior-most officials at all breakfasts. Over the life of the project, the AFL-CIO played a strong role in helping NPA by publicizing the events with their local affiliates and encouraging them to act as cosponsors.

← MSU Connection?

At the same time, labor is not monolithic, particularly in member positions regarding foreign assistance. Organized labor has long been active in the international labor movement, looking to government and foreign assistance as a means to support worker rights and ultimately protect U.S. workers. In taking a global and long-term perspective, national leadership is more supportive of foreign aid, a stance often at odds with local labor for whom foreign assistance is seldom a popular idea. This distrust - even anger - over foreign aid underscores the very low levels of local labor participation in the regional seminars, even despite the efforts by the AFL-CIO to encourage their support. Thus labor leaders took advantage of the regional events not only to share their views with local business but also to inform and educate their own members.

The business sector has viewed these events with a different objective from labor, focusing on getting information rather than advocating a private sector position. For their purposes, a primary reason for attending the working breakfasts and regional symposia has been to learn more about international trade opportunities and U.S. government activities in promoting the U.S. private sector role in economic development.

Business leaders who attended the symposia had a more expansive view than those attending the working breakfasts. While business contacts were primary motives for attending, seminar participants found the topics interesting and generally informative. Individuals saw the seminars as a positive learning experience pointing to new insights on labor’s position, cost vs. benefits of foreign aid, and foreign aid priorities. Those attending the breakfasts on the other hand had a narrower intent. Many of these are small contractors and medium-sized firms who saw the breakfasts primarily as an occasion to learn about USAID projects and possibilities of trade promotion. For them, the breakfasts were “interesting” but not necessarily beneficial.

4.0 GENERAL OBSERVATIONS

Building on NPA’s unique role

The success of the project in bringing together business and labor and exposing them to information on U.S. development assistance rests in NPA’s unique tripartite structure and long status as a nonpolitical privately-funded organization. The importance of this status in securing participation cannot be underscored enough. Since its founding in 1934, NPA has had a strong relationship with business, labor, and agricultural leaders. It is known and recognized by these sectors for its leadership and impartiality in bringing these diverse groups to work together on

narrowing areas of controversy and broadening areas of agreement. Few other institutions (if any) could have engaged support from these groups and called directly on their leadership. Because of this, the project was able to reach out at the national level and engage the participation of different groups who might not otherwise have attended such forums.

NPA's institutional neutrality has further strengthened its outreach. Development education is often suspect as a public relations effort for the funding agency. This has been particularly true in the current political environment where the whole future of foreign aid and development assistance is under scrutiny and motives are questioned. In this regard, NPA's own longstanding reputation provides credibility in and of itself to project goals. NPA's mission is oriented to meet the needs of its members, not to support a particular development agenda. This is not to say that NPA is neutral in regards to foreign assistance. It is not. NPA has long been supportive of a strong leadership role for the United States and the use of foreign assistance to advance national interests. Nor does it imply that NPA is uncritical of USAID. NPA does stand clear in its dedication to fostering the discussion over foreign assistance and the U.S. leadership role from a neutral standpoint.

Reaching Beyond the Beltway

In implementing activities across the country, NPA found contexts elsewhere far different from Washington in presenting the topic of foreign assistance and U.S. priorities. The level of understanding, interest, and support varied between regions and differed by sector. Dynamics achieved through the interactive segments and panel discussions continuously brought out the concern and interest of participants to clarify issues as they related to their businesses, jobs, and families. Misperceptions were highlighted from the level of funding spent on foreign aid to the benefits received by U.S. firms to labor's activities with international trade unions. Bringing seminar participants to a common point of understanding has demanded considerable fine-tuning to avoid boring or frustrating the group as a whole.

The dialogue has been two-way. Views expressed by participants have often exposed national program speakers themselves to realities other than those seen inside Washington. As expressed by one speaker, too often "government and policy makers such as myself become insulated." Participating in such regional formats sensitizes the "experts" to local concerns and sharpens their understanding of how the issues relate locally. As one senior economist explained, the seminar discussions reminded him of the need not to forget the "people behind the numbers."

Involving a Cross-Section of Participants and Speakers

NPA has been challenged in organizing the different sessions by the high demand for limited spaces and challenged in selecting speakers appropriate to agenda topics. Interest in attending has been expansive, far more than expected, particularly within the academic, government, and nonprofit sectors. To accommodate the strong interest, NPA has absorbed the costs of expanding attendance and looked to cosponsors for additional assistance. Including more participants from

these target communities has broadened and enriched the discussion by providing more input from qualified professionals. It has also provided an opportunity for these individuals, particularly academics, to learn more about the "real world" perspective of labor and business. Even though NPA eventually cut back the numbers, the percentage of their participation has still remained high. The added participation has at times had the unintended effect of coloring the debate in academic terms or extending the focus beyond the primary interests of business and labor.

In the selection of speakers, NPA has reached out to NPA members and other experts in identifying individuals to participate in panel discussions. The process has required a series of steps to get the best and most qualified speakers. While the process could be tightened, it has generally provided a well-balanced group of panelists. This is seen in the sheer quality and diversity of the different agendas and reflected in the positive comments of participants in all forums - seminars, working breakfasts, and policy committees. The overall product has been good. However, it appears that too often, when in a bind to fill gaps, NPA has drawn upon the same individuals or "tired voices" as described by one NPA member. These choices, though fewer in number, have compromised the otherwise overall high quality.

Increasing Awareness of the Broader Development Community

As a consequence of being a Biden-Pell grantee, NPA has been introduced to a different network of PVOs and private nonprofit organizations. Many of these are development institutions, few of whom had previously been aware of NPA and its activities with business and labor. Similarly, NPA was introduced to perspectives on international economic issues different from those of its member constituencies. NPA extended its involvement in the development community, actively participating in international development conferences and serving on editorial boards and steering committees for development education publications and activities. In addition, PVOs, particularly some of the other Biden-Pell grantees, have attended working breakfasts and regional seminars.

Through these interactions with other development groups, NPA has assisted others in the development community to understand better the needs and interests of business and labor unions. This exposure to the perspectives of these two sectors has filled a gap in the understanding of PVOs. It has furthered NPA's public-private sector policy dialogues over foreign assistance and economic development.

However, the potential of this particular dialogue among PVOs, business, and labor unions has not been as made clear as it might have been. Strategic alliances between PVOs and business and labor offers the capacity for addressing needs felt by all three sectors. This relevance is highlighted in two examples from interviews conducted in this evaluation. In one, a representative of Fortune 500 company pointed out that partnerships with NGOs in Africa have enhanced his company's efforts to train local staff and, through community development, to improve the local context for conducting business. In another, a PVO executive described efforts

*Shirley B.
FACT*

by his organization to facilitate the involvement of small and medium-sized U.S. firms in development activities funded by the European Economic Community.

Targeting the Media

The Aid and Development Project has produced a wealth of relevant and timely discussion surrounding the debate over foreign aid and development and over the relationship of foreign aid with the U.S. national interest. The thoughts and concerns of speakers, authors, and audiences reflect diverse issues providing a comprehensive summary of differing points of view. These have come forth in NPA-sponsored discussions and through publications of special reports and issues of NPA's in-house journals and series. Participants and NPA members have benefitted from these exchanges and materials. However, their potential value - and importance - for an even broader audience has not been realized for lack of an effective media campaign.

This activity, included in the original proposal, was de-emphasized in the subsequent restatement of project goals and objectives. Given the project's limited resources, it was intended that NPA would establish a basic relationship with the media rather than attempt more involved outreach through labor and trade publications. Even with this more modest objective, NPA has fallen short. While the project has had occasional success in placing press releases and attracting local coverage, NPA has been generally unsuccessful in drawing media attention to the project. Given the unique combination of perspectives brought forth through the project, this oversight has obscured the value of these findings with a broader public.

Defining a Nonpartisan Role

NPA's strength in setting the stage for an examination of Americans' foreign policy lies in its adherence to a nonpartisan agenda. In all activities, NPA has endeavored and succeeded in ensuring the presentation of diverse views on foreign aid, both pro and con. This has stimulated debates on the opportunities and challenges facing the United States as it defines an appropriate foreign aid policy in the post-Cold War era. Among participants, it has generated greater awareness and understanding of the choices available and opened discussions on identifying priorities as they relate to the national interest.

NPA is not neutral to foreign assistance. The organization has long advocated the importance of aid and development assistance in contributing to the U.S. national interest. Through its policy committees, NPA has often researched development-related concerns and issued policy statements. In moderating discussions with a broader, non-NPA audience, however, NPA has held back from eliciting a consensus or suggesting follow-up actions. This is partly due to the project's format and focus on dialogue and information-sharing. It is also due to NPA's concern to avoid any hint of advocacy for USAID as an agency.

In defining its nonpartisan role, NPA early on decided not to be proactive about foreign assistance in the public forums and to let project publications synthesize these discussions.

Based on participants' comments, it appears NPA might have extended its initial impacts by providing this synthesis more directly, either in the discussions or follow-up actions. Many individuals felt a need for more resolution, if nothing else by NPA's summarizing ideas and offering potential next steps. NPA's hesitation not to be seen as taking a stance one way or another has meant that NPA has not yet built on the interest it successfully stimulated. NPA thus overlooked the additional contribution it might make in working with participants to develop guidelines for what foreign aid and assistance could be.

5.0 CONCLUSIONS AND RECOMMENDATIONS

The Aid and Development Project achieved its objectives to focus attention on the goals and strategies of U.S. foreign aid and development assistance in the post-Cold War era from the perspectives of business and labor. Through project-sponsored discussions and publications, NPA has steered the conversation and advanced the priority of foreign aid. This comes at a critical time when domestic concerns and political wrangling have obscured the vital importance of a strong U.S. leadership role.

Characteristic of NPA's long tradition, the project fostered the discussion in a nonpartisan factual format, presenting diverse views from different perspectives to achieve a balanced view. The project was intended to increase awareness of the role of development assistance as an aspect of foreign policy; this it did. In providing opportunities for dialogue, the project enabled different sectors to present their views. As described by one participant, the project was "courageous" in bringing together business and labor to discuss these issues in a "neutral forum." It also broadened the perspective of the foreign policy pundits and government officials who attended. Through the interactive formats, these individuals were reminded of issues held important by others. The overall effect was to heighten awareness of the democratic process in a civil society such as the United States.

The Aid and Development project reached out to a national audience with a difficult topic. It did so with modest resources for what has been a departure from its traditional activities with NPA policy committees. While issues may not have been pressed or follow-up provided, the project has provided a base to work from by exposing a pool of people to these critical issues.

Recommendations

As NPA moves forward in its programming strategy for the Aid and Development Project and its proposed extension, the following thoughts might be useful to consider as next steps in meeting NPA's goals:

1. Using regional contacts to continue the project dialogue. NPA has developed relationships with local organizations who either co-sponsored the regional seminars or facilitated them in other ways. They provide a natural outreach for NPA to use in continuing the discussions on aid and development that have been initiated.

This suggestion follows an NPA proposal to provide “meeting packets” to cosponsors for them to carry out their own information programs. For these to be effectual and cost-effective, NPA needs to give careful consideration to the theme(s) and linkage with regional priorities as well as to the types of materials provided. As NPA found in the first phase of the project, carrying out an information program with a national audience and non-NPA members is qualitatively different from mounting similar efforts within NPA policy committees. NPA needs to apply the “lessons learned” to ensure that the content is practical and insightful. NPA might consider conducting a small survey of selected cosponsors to solicit their suggestions. NPA might also consider speaking with other educational and development institutions such as InterAction, the Academy for Educational Development, and PACT to learn about their experience in sponsoring and facilitating similar events. ||

2. Increasing Awareness through NPA Policy Committees. As the project ends the first phase, NPA will be preparing a publication based on discussions at the project activities. NPA might consider summarizing the material into a “point-counter point” format and presenting these main conclusions in all upcoming policy committees. To highlight the implications for NPA members, NPA could integrate or draw out issues relevant to each committee’s (or some members’) interests, particularly for those committees such as BNAC and NAR where the topic was not seen as a priority.

NPA might also encourage members to include related sessions in conventions and meetings of their own industries, organizations, or unions. Through the project’s activities, NPA has the experience and contacts to facilitate efforts by its members to mount related discussions under their own auspices. NPA could assist in targeting topics on a regional or thematic basis, drawing upon its own in-house staff or resources used in the project.

3. Facilitating dialogue of PVOs with the business sector and labor. NPA stands in a good position to facilitate the dialogue of PVOs with the business sector and labor. It is a conversation overdue for many PVOs who, like the business sector and labor, have been narrow in their perceptions of other sectors. NPA might consider ways to initiate informal discussions in the remaining breakfasts. Through pre-session mailings, NPA could point out the relevance of a particular topic at an upcoming event and encourage their participation. In another medium, NPA could collaborate with InterAction on ways findings from the project could be presented in InterAction’s biweekly newsletter *Monday Developments*. } PACT
Web-site

4. Reaching audiences through a newsletter. NPA is focusing on the publication and distribution of a newsletter for its next phase of dissemination. This phase is very short, only one year. Based on comments from the evaluations interviews, NPA will first need to clarify its intended audience. To catch the attention of this audience, NPA will need to identify and present “cutting-edge” topics presented in a format that is aimed at

nonprofessionals. NPA might focus issues on crosscutting themes for business and labor to help build a consensus on what a "new" development agenda might look like. An example of a topic was suggested by one NPA member: How can the U.S. be competitive and still address labor concerns? How can corporate restructuring be achieved without abandoning local responsibilities? NPA can draw on the analysis from the second issue of *Looking Ahead* and discussions from the seminars and working breakfasts to identify themes. NPA might also solicit suggestions from NPA members. NPA could heighten visibility on the newsletter (and the project) by placing editorial or op-ed articles.

5. Measuring Outcome. In looking ahead to the follow-on phase, NPA could incorporate findings of this evaluation in the development of a baseline for measuring progress. NPA committee members are one source of data. Project staff could identify a core set of NPA committee members or their representatives to use as a sample group in tracking progress. Performance indicators on labor and business perspectives could then be tied to specific questions used in an established interview schedule. This aspect of an evaluation plan could assist NPA with continuous monitoring in two aspects: (1) to document the progress and experiences of the Project and its activities with other institutions and (2) to provide valuable management tools to allow NPA staff and partners to refine and refocus activities.

PERSONS INTERVIEWED

NPA Committees

Food and Agriculture Committee

Nels Ackerson, Chairman, The Ackerson Group
Steve Daugherty, Public Affairs Director, Government Affairs
Pioneer Hi-Bred International, Inc.
F. Parry Dixon, Director of Economic Research, Archer-Daniels-Midland Co.
Ron Gollehon, President, ACDI
John Mellor, President, John Mellor Associates

North American Committee

Louis Moore, Director, International Affairs, Communication Workers of America
Alexander Tomlinson, Chairman, The Fund for Arts and Culture in Central and Eastern Europe

Global Economic Council

C. Mark Dadd, Chief Economist, AT&T
J. Michael Farren, Vice President, External Affairs, Xerox Corporation
Dr. Jonathan Lemco, Vice-President, Senior Sovereign Risk Analyst, CS First Boston
Dr. Eugene Zeltman, Commissioner, State of New York Public Service Commission

Committee on New American Realities

Alan MacDonald, Executive Vice-President, Citibank
Jack Sheinkman, Chairman of the Board, Amalgamated Bank of New York (also BNAC)
John Caron, President, Caron International

British-North American Committee

John Joyce, President, International Union of Bricklayers and Allied Craftsmen

Participants: Working Breakfasts

Business

Robert Frederick, Legislative Director, National Grange
Harry Freeman, The Freeman Company
Kristen Hall, Program Director, International Trade and Investment, IBM
Judge Morris, AMP Inc.
Sana Khan, Government Relations Associate, American Home Products
Guenther Wilhelm, Deputy Manager, D.C. Office, Exxon Corporation

Labor

Byron Charlton, Executive Director, African-American Labor Center
Philip Fishman, Asst. Director, International Affairs Dept., AFL-CIO

Jesse Friedman, Deputy Executive Director, AIFLD
Anne Knipper, Assistant to the Director, International Affairs Dept., AFL-CIO
Lawrence Liles, International Representative, IBEW

Government

John Ferch, Director of Foreign Relations, Dept. of Labor
John Miranda, Asst. Deputy Administrator, USDA/FAS/ICD
Larry Nowells, Congressional Research Service

Nonprofits

Suzanne Holt, Project Officer, Partners of the Americas
Gail Houchhauser, Director of Special Programs, Association of International Educators
Kimberly Jessup, Forum Manager, Overseas Development Council
Peter Shiras, Director, Government Relations and Public Outreach, InterAction

Academic

Dr. Sharon Lockwood, Associate Professor, Dept. of Economics, American University
Dr. Reid Whitlock, Associate Professor, Dept. of Agricultural Economics, Michigan State University

Participants: Regional Seminars

Business

Malcolm Barnebey, (retired Amb./private consultant)
Jeff Brown, Manager Business Development, NATCO Process Systems
David Callahan, Deputy Director, Massport Trade Development
Luciano Giampa, President, Commercial Leasing and Development
Harry Glenof, Senior Vice-President, Nations Bank
Thomas Holbick, Federal Reserve Bank of Boston
Hilary Hylan, Vice-President, Citicorp North America, Inc.
Michael Kobori, Public Policy Manager, Levi Strauss and Company
Dennis Konopatzke, President, Foreign Trade Zone Operating Company
Paula Lawton-Bevington, Chairman, Servidyne Systems, Inc.
James McCarville, Executive Director, Port of Pittsburgh Commission
DeeDee McConnell, Director of Communications, U.S.-Mexico Chamber of Commerce
Kathrin Moore, Associate Partner, Skidmore, Owings, and Merrill
Tapan Munroe, Chief Economist, Pacific Gas and Electric Company
George Mordwinkin, President, Sensor Corporation
Minette Murphree, Market Strategy Manager, AT&T
Norman Neureiter, Vice President, Texas Instruments Asia Limited
Edward Rivera, Latin American Pacific Trade Association
Harry Rollins, ProPac
Dr. Alexander Rossolimo, President, International Strategy Associates

David Sears, Vice-President, WPI, Incorporated
Dennis Unkovic, Partner, Meyer, Unkovic, and Scott
Al Vara, Marketing Department, AYDIN Corporation

Labor

Herman Cohen, Administrative Asst., UNITE
Paul Dempster, President Emeritus, San Francisco Labor Council AFL-CIO
William Grover, Vice-President, Local 636 Teamsters
Kevin Kistler, Director, AFL-CIO, Region III
Ron Martin, Director, AFL-CIO Region V
Frank Myers, Director, New England Regional AFL-CIO
Carole Travis, Regional Coordinator, SEIU
Don Vincent, Business Representative, International Union of Operating Engineers

Government

Beth Huddleston, Director ISBDC, World Trade Center
Jim Nguyen, Mayor's Office of Commerce and Trade
Bob Stallman, President, Texas Farm Bureau

Nonprofits

Foster Phillips, Senior Partner, InterAmerican Initiatives
Roseann Rife, Executive Director, World Federalist Association
Kenneth Graber, Microenterprise Development Coordinator, World Relief
Dr. Cedric Suzman, Vice- President, Southern Center for International Studies

Academic

Dr. Herschelle S. Challenor, Dean, School of International Affairs and
Development, Clark Atlanta University
Dr. Richard Kruiuzenga, Senior Fellow, Institute for the Study of Earth and
Man, SMU
Dr. Diane S. McNulty, Associate Dean, University of Texas at Dallas
Dr. Jerome Siebert, Dept. of Economics, University of California

Carnegie Corporation of New York

Dr. Patricia Rosenfield, Program Chair, Strengthening Human Resources in
Developing Countries

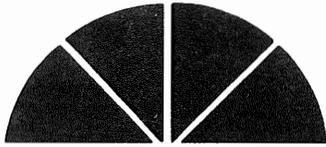
USAID

Sally Shelton, Asst. Administrator, Global Programs
Elise Storck, Director, Advisory Committee on Voluntary Foreign Aid

National Planning Association

Malcolm R. Lovell, President and CEO
James Auerbach, Vice President
Richard Belous, Vice President and Codirector, Aid and Development Project

Nita Christine Kent, Coordinator, Aid & Development Project
Dahlia Stein, Senior Fellow and Codirector, Aid and Development Project
Marilyn Zuckerman, Secretary-Treasurer



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ROBERT G. NICHOLS
RUDOLPH A. OSWALD
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MARILYN ZUCKERMAN

April 29, 1996

Martin Hewitt
U.S. Agency for International Development
BHR/PVC Room 799 SA-8
Washington, DC 20523-0804

Dear Martin:

Per our discussion, enclosed are three copies of the evaluation of NPA's Aid and Development Project, undertaken by Dr. Carolyn McCommon. As I mentioned on the phone, NPA is very pleased with the results of the evaluation. We were glad to see her affirmation of the project's ability to meet its central goals and look forward to incorporating her suggestions for strengthening our work into the project's extension in September. The evaluation process was an excellent opportunity for NPA to gather objective insights into the impact of our efforts.

As you are aware, this evaluation was funded solely through a grant from the Carnegie Corporation of New York, which also provides significant financial support to the Aid and Development Project. The Carnegie Corporation shares your interest in discovering ways to effectively evaluate the impact of educational programs.

We hope you find the enclosed evaluation informative. If you have any questions or need more copies, please do not hesitate to contact me at (202) 884-7628.

Best regards,

Nita Christine Kent
Aid and Development Project Coordinator

enc.