Governors Weigh Role of the States in Reform Efforts

But many say they don’t want to dictate change to campuses

By SCOTT JASCHIK

PHILADELPHIA

Governors and other top state politicians are giving increased attention to college and university reforms, including improvements in undergraduate education and student performance in the tenure system. At the same time, many officials acknowledge that state governments must proceed carefully in higher education, lest they interfere in academic matters best left to the institutions themselves.

“Within the past year, many governors and legislators began to address issues related to admissions standards, remedial programs, testing, governance, and finances,” Gov. Thomas H. Kean of New Jersey told the annual meeting of the Education Commission of the States here. “All can be traced to a growing public demand for colleges and universities to do a better job.

“The challenge for us is to find ways to stimulate and channel this growing renewal effort, to ensure that the broader public purposes that transcend any single campus are fulfilled—and to make sure that state action does not still the very creativity we would inspire.”

Interim Report Planned for January

To do that, Governor Kean, a Republican who is chairman of the c.e.s. this year, proposed that the commission prepare a major report on the states of undergraduate and graduate education and state efforts to improve its quality.

An interim report is scheduled for January to spur action in next year’s legislative sessions, he said. Governor Kean appointed a 20-member “working party” to supervise the effort. The group, comprising governors, state legislators, college presidents, and state higher-education officials, will hold its first meeting in early fall, according to Richard P. Mills, Governor Kean’s special assistant for education.

In addition to the report, the Southern Regional Education Board recently issued two reports, one on under-Continued On Page 14, Column 1

Black Students Have Become a Prime Target During South Africa’s State of Emergency

By HELEN ZILLER

CAPE TOWN

South Africa’s black students—along with union leaders and clergy—have borne the brunt of police action during the state of emergency proclaimed by President F. W. de Klerk on July 23. The DETAINERS’ Parents Support Committee, an organization that monitors detentions and supports detainees and their families, has reported that students and other young people constitute a clearly identifiable target group against whom the crackdown is aimed.

Many more secondary-school students than university students have been detained during the emergency, as well as in the past year, which has been marked by sporadic student unrest and almost continuous boycotts of classes in some areas. The boycotts have expanded since the declaration of a state of emergency.

In contrast, most university campuses have been calm in recent weeks, although students boycotted classes at the University of the Western Cape, a “colored” institution, and students at white English-language campuses discussed how they should respond to the state of emergency. By last week, at least 1,359 people had been detained under emergency regulations, and the death toll rose daily as police continued on Page 24, Column 1

Homosexual Groups at Georgetown U.

Get Court Backing

BY LAWRENCE ROMMELER

WASHINGTON

A three-judge panel of the District of Columbia’s Court of Appeals last week reversed a trial court’s ruling and ordered Georgetown University to grant official recognition to two organizations for homosexual students.

The judges, citing the Supreme Court’s 1983 decision in Bob Jones University v. United States, ruled that the District’s 1977 Human Rights Act established an “overriding governmental interest” in ending discrimination against homosexuals that is strong enough to justify some infringement on the Roman Catholic university’s religious freedom. Georgetown had argued that granting recognition to the two groups might be interpreted as an endorsement of homosexuality.

A combination of factors

Observers and recent reports on access to higher education suggest that the drop in the proportion of black students enrolled in college can be attributed to a combination of demographic, economic, social, and political circumstances. Among them:

► The amount of federal student aid available has fluctuated, and limitations have been placed on who can apply for aid, even as college tuitions have increased substantially.

► Many colleges have cut back or eliminated specialized services offered to black students, such as recruiting programs, remedial courses, and counseling.

► Many black students have apparently become less interested in going to college because they no longer believe that higher education will help them get high-paying jobs.

► Colleges’ efforts to tighten standards—both for admissions and for academic performance—have disproportionately affected black students.

Continued on Page 15, Column 1

We’ve Gone Full Circle

Social, Financial Barriers Blamed for Curbing Blacks’ Access to College

By GAYNELLE EVANS

Black students, who enrolled in college in dramatically increasing numbers during the 1970’s, are now finding their access to higher education limited by a combination of social, financial, and political barriers.

“We’ve gone full circle,” says George A. Jackson, director of minority-student affairs at Iowa State University. “The pendulum is now swinging back the other way.”

While the proportion of black 18- to 24-

year-olds graduating from high school has

never been higher, the proportion of black high-school graduates enrolling in colleges has declined steadily in recent years—from 34 per cent in 1976 to 30 per cent in 1979, and to 27 per cent in 1983, according to figures compiled by the population division of the U.S. Census Bureau.

In 1983, approximately 500,000 more black students graduated from high school than in 1976, but 8,000 fewer black students were enrolled in college than in the earlier year.

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Continued on Page 15, Column 1

News Summary

Liberal-arts colleges dominate a list of institutions with the highest percentage of graduates who have gone on to earn Ph.D.s. Story and listing on Page 1.

A submarine vessel has allowed scientists to probe some of the deepest regions of Lake Superior. Story on Page 5.

Historians of science have “failed utterly” in their attempt to explain science to laymen, Thomas Kuhn told the International Congress of History of Science. Story on Page 7.

Colleges should play a major role in helping high-school dropouts, says the Commission of the States. Story on Page 14.

Congress has approved a bill that could provide the largest increase in Defense Department support for university research in more than 20 years. Story on Page 17.

A long-running controversy over federal aid for "developing institutions" has erupted again on Capitol Hill. Story on Page 17.

Scholarship programs created by many states to lure young people into teaching are not working very well, the College Board has told a Congressional subcommittee. Story on Page 17.


Students in Poland have condemned amendments to the country's higher-education laws passed by parliament last month. Story on Page 23.

Policies that force academic em-

employees in most Canadian provinces to retire at age 65 are facing legal challenges. Story on Page 23.

News Summary

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THE CHRONICLE

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of Higher Education.
Philanthropy

What Would Andrew Carnegie Think About How His Money Is Used Today?

...150 years after his birth, the father of philanthropy could claim many offspring, from Big Bird to ‘jumping genes’

BY PAUL DESROUSSEAUX

Andrew Carnegie, who gave away $350 million in his lifetime and has come to be viewed as the father of modern philanthropy, could not have conceived that one day he would also be seen as the godfather of Big Bird.

Still, Carnegie might well have greeted the character—and “Sesame Street,” the educational children’s television program in which Big Bird stars and which the Carnegie Corporation of New York helped to create and finance—with approval, as well as surprise and wonder.

Likewise, the discovery of “jumping genes,” for which Barbara McClintock, a Carnegie Institution of Washington geneticist, won a Nobel Prize in 1983. Or the publication of High School, the Carnegie Foundation for the Advancement of Teaching’s recent report on secondary education in America. Or any of the hundreds of inventions and ideas, programs, projects, and assorted other activities aimed at disseminating knowledge and improving the human condition that have been the products of his astonishing benefactions.

The Carnegie legacy will receive special attention between now and November 25, the 150th anniversary of Andrew Carnegie’s birth. Next week, officials of the Carnegie trusts and institutions—the 11 principal organizations in the United States and Britain created and endowed by Carnegie himself—will engage in informed speculation about how the genius of American philanthropy might have viewed their activities.

2,509 Library Buildings

When they gather to celebrate the Carnegie scutumcentennial in Dunfermline, once known mainly as an early capital of Scotland but now known mostly as the birthplace of Andrew Carnegie—they will also debate the role of philanthropy in a changing world.

Dunfermline is an appropriate setting for such proceedings, not only because it was the Carnegie ancestral home but also because it was the beneficiary of Carnegie’s first important act of philanthropy. In 1881, he gave the town a public library.

It was one of 2,509 library buildings that he would donate to communities throughout the English-speaking world. Carnegie had accomplished most of his own education by reading books at a private library in his adopted hometown of Allegheny, Pa., now part of Pittsburgh. The Carnegie Library of Pittsburgh, the nation’s first public library, remains with him throughout his life.

Carnegie made his fortune in steel, and his reputation as an industrialist differs markedly from his image as a philanthropist. Historians point out that while he paid much lip service to the idea of unions, his company broke a union that led workers in a strike against one of his steel plants. He was an ardent pacifist, but his company made handsome profits by manufacturing armor for the U.S. Navy. He was said to have manipulated and exploited his partners.

“His reputation was somewhat tarnished in his own day and for a time thereafter by certain incidents in his business career,” says Alan Pifer, president emeritus of the Carnegie Corporation of New York.

Mr. Pifer adds, however, that Carnegie’s reputation has become “steadily brighter over the succeeding years, as admiration has grown for the extraordinary wisdom and foresight that characterized his work as a philanthropist—to a point, I think it is fair to say. Where today there is no name in the entire history of philanthropy more respected than that of Andrew Carnegie.”

One of the richest men of his era, Carnegie saw himself as a distributor of wealth rather than a philanthropist. In his essay “The Gospel of Wealth,” he wrote, “The man who dies rich dies disgraced,” and he flatly stated that the rich were obligated to spend their surplus wealth for the public good.

To that principle he was true. He had his own tithing system, one that reversed the traditional proportions—he kept 10 per cent of his money and gave away the rest. He was worth some $400 million after he sold his steel company to J. P. Morgan in 1901, and he spent the rest of his life trying to give that fortune away.

Music and Pension Plans

As a businessman, one of Carnegie’s mottoes was: “Put all your eggs in one basket, and then watch the basket.” As a philanthropist, however, he put his eggs in an assortment of baskets. He contributed $6 million toward the construction of libraries, including $5 million for 66 neighborhood branches of the New York Public Library. His philanthropy was responsible for the institutionalization of the public library in the United States.

Carnegie donated money for buildings dedicated to peace as well as to music and art. He spent millions to establish fine pension plans for steel workers and college teachers. He made gifts for teaching and research to a host of educational institutions, including several historically black colleges.

He also created a number of institutions in this country and in his homeland to address specific concerns and interests. In Pittsburgh, he created a palace of culture to serve the working people—the Carnegie Institute, which could also be a library, art gallery, museum of natural history, and concert hall. In his native Dunfermline, he endowed a trust to improve social conditions as well as the town.

Also in Britain, he created the Carnegie Trust for the Universities of Scotland, the Carnegie Hero Fund Trust, and the Carnegie United Kingdom Trust.

$135-Million to Start Corporation

In the United States, he established Carnegie Institute of Technology (now part of Carnegie-Mellon University), the Carnegie Institution of Washington, the Carnegie Endowment for International Peace, the Carnegie Hero Fund Commission, and the Carnegie Foundation for the Advancement of Teaching.

In addition to those, he established, in 1911 with a $135 million endowment, the overarching Carnegie philanthropy—the Carnegie Corporation of New York, a grant-making foundation that he charged with promoting “the advancement and diffusion of knowledge and understanding.”

Carnegie created the corporation—by then he had used up all other appropriate titles—at the suggestion of his advisers after it became clear that he would not be able to give away, in the responsible and productive fashion he championed, all of his wealth during his lifetime. Andrew Carnegie, some observers say, had an easier time making his fortune than giving it away.

“When he first began carrying out his gospel-of-wealth idea, he had the very naive notion that he could do it all himself,” says Joseph Frazier Wall, a professor of history at Carnegie Mellon University and the author of Andrew Carnegie, a biography. “He felt that a person smart enough to make that much money could figure out how to give it away. But he eventually tired of philanthropic decision-making and decided to turn control over to the corporation.”

The corporation, which Carnegie headed for eight years, was the world’s richest and most prominent institution devoted to philanthropic causes for more than three decades, until the expansion of the Ford Foundation following receipt of the proceeds of Henry Ford’s estate. Today the corporation is the 12th largest foundation in the country.

Like all of the institutions created by Carnegie, the corporation was a hard-working organization. “His memorials were not mausoleums, but great foundations for the celebration of hope,” wrote
Mr. Wall in his biography. What strikes many observers today as one of the most significant effects of Andrew Carnegie's philanthropy is that the institutions he created have had extraordinarily productive lives of their own.

'More Vigorous' than Any Other

It's fair to say that Andrew Carnegie's philanthropic creations have remained on the whole more vigorous and productive over a longer period of time than those created by other major philanthropists," says Waldemar A. Nielsen, author of The Big Foundations and a forthcoming study of foundations to be called The Golden Donor.

"It's my opinion that this man, for reasons I don't fully understand, might have expected that as soon as he was off the scene things might cave in," says Mr. Nielsen. "But, on the contrary, not one but several of his creations continue to have outstanding careers."

Some of those institutions have over time evolved into much grander enterprises than their patron might have expected.

Carnegie Institute of Technology, for example, was founded in 1900 as a division of the Carnegie Institute, but later became an independent university and, in 1967, merged with the Mellon Institute to form Carnegie-Mellon University. The Carnegie Corporation has contributed some $32 million over the years to the university.

The mission and purpose of some of the other Carnegie-created organizations have changed little. "We have always done basically the same thing," Dr. Nielsen says of the Carnegie Institute of Washington, where current research focuses on geophysics, terrestrial magnetism, plant biology, astronomy and astrophysics.

"I think Andrew Carnegie would be fascinated by our latest, large undertaking—the development of an eight-meter telescope at our observatory in Las Campanas in Chile," says Mr. Ebert. "He was fascinated by astronomy and often remarked that his visit to our original installation at Mount Wilson in California was one of the great occupations of his life."

Other Carnegie creations have changed considerably, but have carried forward the vision of their ideas of their benefactor. The Carnegie Foundation for the Advancement of Teaching, for instance, was established to provide free pensions for university professors, but today exists primarily to study American education policy.

The Carnegie Corporation was actually expected to change over time. Andrew Carnegie knew the world would change, and he made provisions to protect his philanthropy from its ultimate usefulness. As he wrote in his first "letter of gift" to the trustees of the corporation:

"Conditions upon the earth inevitably change; hence, no wise man will bind himself forever to certain paths, causes, or institutions. I disclaim any intention of doing so. On the contrary, I give my trustees full authority to change the policy or character of the Corporation in any way that they shall best conform my wishes by using their own judgment."

He added: "My chief happiness as I write these lines lies in the thought that even after I pass away the work that came to me to administer as a sacred trust for the good of my fellow men is to continue to benefit humanity for generations to come.

Some of your devoted and sympathetic guidance and that of your successors will add a new element of organization; you need them for a public good.

"Andrew Carnegie was one of the innovators and actual inventors of the modern concept of the philanthropic foundation," says Waldemar Nielsen. "Along with John D. Rockefeller and Will Kellogg, he was one of the people who saw the potential of the modern 'entrepreneurial' foundation—those that try to identify a problem and help invent and test new ways to grapple with it, as opposed to the traditional, passive, and basically reactive charitable trust."

Carnegie has said that, in its first four decades of operation, the Carnegie Corporation was a less effective philanthropist than it might have been. There were some "right turning moments—for instance, the study by Gunnar Myrdal from 1938 to 1942 of blacks in the United States. But the corporation, during that time has been described as being elitist, profligate, and lacking focus.

"Over the past 30 years it has earned and maintained a reputation as one of the most productive and significant institutions of its kind. The Carnegie Corporation first achieved that reputation under John Gardner, its president from 1955 to 1962. Among other accomplishments of that era, the corporation made important contributions to the advancement of higher education, and it became more concerned with social issues. In his final presidential essay, Mr. Gardner wrote: 'The most important task facing American education is to remove the remaining barriers to educational opportunity, whether the barriers are due to race prejudice, urban slums conditions, economically depressed rural life, or just plain bad education.'"

Presidency of Alan Pifer

But the real change came when Alan Pifer began his 17-year presidency in 1965. Under his leadership the Carnegie Corporation went beyond being socially concerned and became militantly activist. It focused on civil rights, women's and minority issues, the rights of developing countries and the quality of life in developing countries, and education—a continuing concern of the corporation.

During Mr. Pifer's presidency, the Carnegie Corporation provided millions in help to finance a training program for black lawyers, a program which led to the development of the Public Broadcasting Act of 1967. And it became very involved in helping to strengthen education in Africa, which Mr. Pifer visited on more than 20 occasions.

The corporation also provided early financing for the Children's Television Workshop, which led to the development of "Sesame Street."

Under its current president, David Hambro, who succeeded Mr. Pifer in 1982, Carnegie's focus is on education and the environment.

The 11 Principal Charities Established by Andrew Carnegie

Andrew Carnegie gave most of his fortune to the 11 principal organizations he personally established and endowed, seven in the United States and four in Britain. Following are brief descriptions of them:

**Carnegie Corporation of New York**

Created in 1903 with a $50 million endowment, the Carnegie Corporation has contributed some $320 million over the years to the arts, sciences, education, libraries and other areas.

"Carnegie Corporation of New York: We adhere to Mr. Carnegie's values, and his influence is quite apparent," says Edward J.确认性

David A. Hambro, president of the Carnegie Corporation of New York.

"We are committed to advancing education and the arts, sciences, and humanities for the benefit of all people," he said.

**Carnegie Institute of Washington**

Founded in 1900 to conduct basic scientific research, the institute was ultimately given $22 million by Andrew Carnegie. Its researchers have made significant contributions to scientific knowledge, particularly in the fields of genetics and earth and planetary sciences. Today it has a staff of 70 scientists working in five departments in Washington and outposts in Miami, London and Beijing. Its endowment stands at $300 million, and in the 1984-85 academic year it spent $15.5 million on its operations.

**Carnegie Foundation for the Advancement of Teaching**

Originally created in 1905 to provide free fellowships for college professors, the foundation has grown to provide a wide range of programs to support higher education. In 1984, it spent $15 million in grants and contracts to support its programs.

**Carnegie Hero Fund Commission**

Established in 1908, the commission is the oldest national group in the United States to honor heroism. It has given more than 300 awards since its inception, including the $10,000 Carnegie Medal of Heroism, given to individuals who risk their lives to save others.

**Carnegie Mellon University**

Established in 1900 with an endowment of $35 million, the university has grown to include the Carnegie Institute of Technology, and now has an endowment of $1.2 billion. Its $156 million in research expenditures in 1983-84 is third only to Stanford and the Massachusetts Institute of Technology.

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**Carnegie Endowment for International Peace**

Started by Andrew Carnegie in 1910 with a $10 million endowment, the endowment has its purpose to "hasten the abolition of the international war."

"Carnegie's hopes for the endowment were shattered by World War I, but the institute continued to develop major programs to promote international cooperation. It has increased its endowment to about $350 million, and its expenditures in 1983-84 were $12 million.

**Carnegie Library of Pittsburgh**

Established in 1886 with an endowment of $300,000, the library has grown to include 3.5 million books and has an annual operating budget of $6 million.

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The Philanthropy of Andrew Carnegie

Continued from Page 11

A. Hamburg, the Carnegie Corporation is lending its Children's Television Workshop significant support—including $16 million in grants awarded last spring—to develop a television series about mathematics for children.

With the appointment three years ago of Dr. Hamburg, a psychiatrist and former Harvard University faculty member, a new phase in the foundation's evolution began. "It has taken longer than we had hoped to create a strong team of people to carry out the work," says Waldemar Nielsen.

For his part, Dr. Hamburg says that the new grant programs established under his leadership, while representing substantial changes, actually reflect the fundamental continuity of Andrew Carnegie's values and vision.

"When Mr. Carnegie gave the corporation its charter he set a tone of receptivity to new information and ideas and a sensitivity to changing circumstances," says Dr. Hamburg. "He would have liked that we took the time to fundamentally reconsider what we do, and he would have seen in our new programs a continuing commitment to three major themes which shaped his philosophy and philanthropy: peace, education, and social justice."

The grant-making programs of the corporation are now directed at four broad goals: the avoidance of nuclear war and the improvement of U.S.-Soviet relations; the education of all Americans—particularly young people—for a scientifically and technologically based economy; the prevention of damage to children in the nuclear war. In his essay in the corporation's 1984 annual report he writes that an understanding of human conflict and its resolution deserves a higher place on the agenda "in a world so full of hatred, repression, small wars, and preparation for immense wars."

He calls on the scientific and other scholarly disciplines to engage in "wide-ranging, careful, systematic research" on the conditions under which violent behavior is likely to occur and the circumstances under which human conflict can be effectively resolved. The corporation is currently providing several million dollars annually for such research. Andrew Carnegie doubtless would have approved of Dr. Hamburg's efforts, for peace was a cause that the philanthropist said he saw drawn to "more than any other." Among officials of Carnegie institutions and others there is wide agreement that Andrew Carnegie's biggest disappointment with the world today would come from the fact that no lasting peace had been achieved.

"The Central Wisdom"

In his lifetime Carnegie devoted considerable energy and money to pursuing that elusive goal. He even created a separate institution—the Carnegie Endowment for International Peace—to "hasten the abolition of international war, the foulest blot upon our civilization."

Thomas L. Hughes, the endowment's president since 1971, says that it continues to seek roles for itself that reflect that charge. "We try to help clarify what is avoidable in world affairs and what is unavoidable, arguably the central wisdom which contemporary world policy-makers most need," he says. The endowment is perhaps most widely known as the publisher of an influential quarterly, Foreign Policy. Andrew Carnegie would probably be pleased, too, by the state of philanthropy today—of the large numbers of foundations, many of them inspired by the model he provided, and of the sustained commitment of individuals to the idea of contributing to the public good. Individuals in the United States gave 61 billion in 1984 to charitable organizations and causes. Carnegie often told his associates that the satisfaction he received from his own giving was not as great as the pleasure he felt when he was able to persuade others to give as well.

"As much as it had in so many other fields, the Carnegie Corporation contributed to the development of leaders in foundation philanthropy. Several former officials of the corporation now head other foundations. "The setting itself was an influence," says Margaret E. Mahoney, president of the Commonwealth Fund, who served as a Carnegie Corporation official for 19 years. "Andrew Carnegie had a spirit, and its indelible print was left on the institutions he created. Those who came to work there really saw themselves as stewards of his vision as well as of his fortune."

Says Waldemar Nielsen: "If Carnegie were able to look down on all these things with detachment, he surely would be proud."