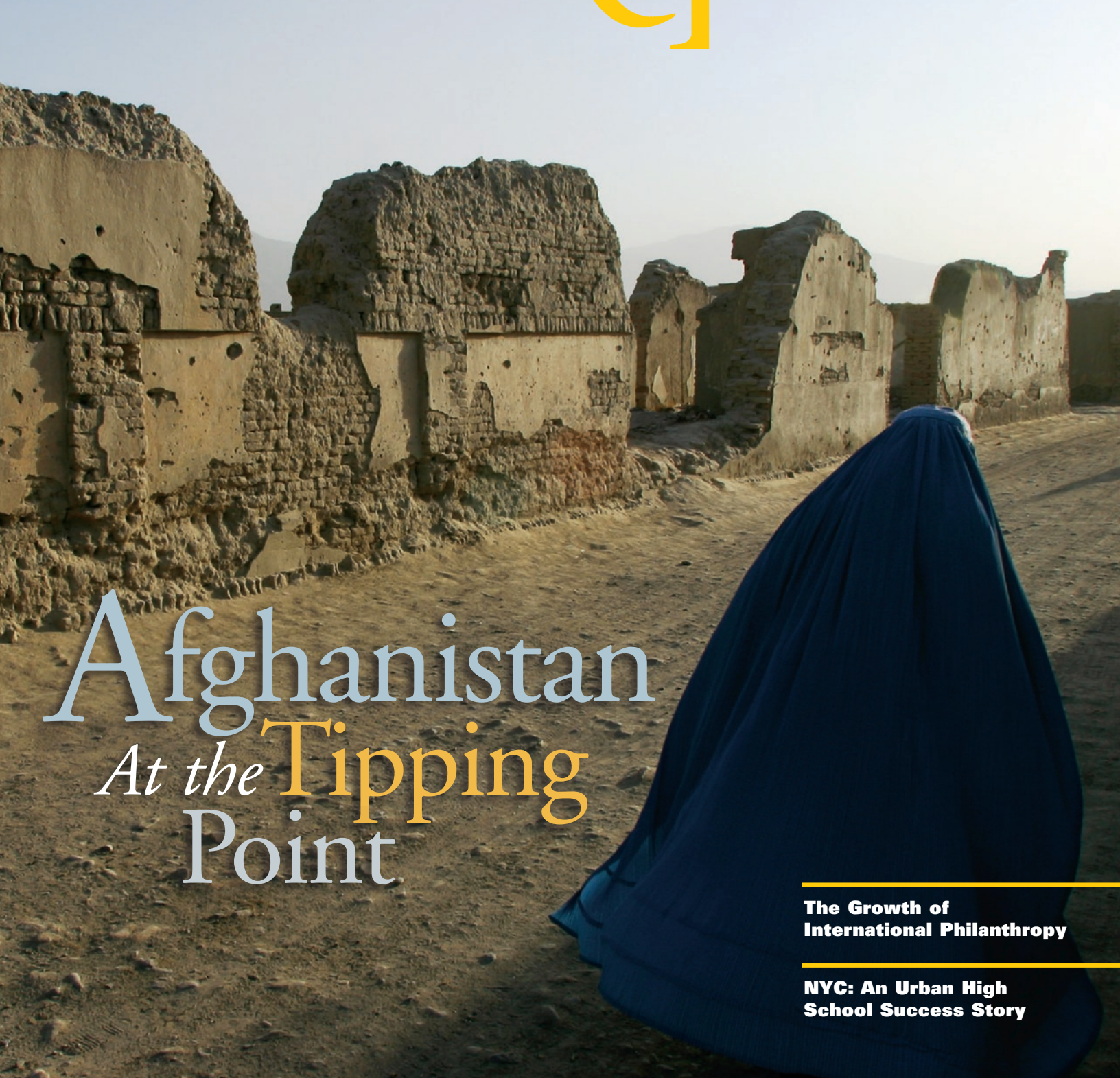


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CARNEGIE Reporter



Afghanistan *At the* Tipping Point

**The Growth of
International Philanthropy**

**NYC: An Urban High
School Success Story**

In a speech he once gave, Andrew Carnegie said, “Our duty of today is with to-day’s problems.” That was a thoughtful and interesting comment from a man who was also deeply concerned about the future well beyond his own lifetime, as evidenced by the fact that he endowed Carnegie Corporation of New York to work, in perpetuity, towards “the advancement and diffusion of knowledge and understanding.” He also founded more than twenty other institutions and organizations in the United States and abroad to help realize his vision of a world in which “service for others” and improving the public good were everyone’s goal—not for just a decade or two, but for as long as men and women were prepared to be responsible for contributing to the enlightenment and welfare of the generations that followed after them.

At Carnegie Corporation, we, too, understand that our work must focus on solving the problems of today while also meeting the chal-

A Letter from the PRESIDENT

lenges of tomorrow. That was why in 1997, when I joined the Corporation as president, the staff, trustees and I undertook an in-depth review of the scope and effectiveness of our grantmaking programs and processes to help inform our future course of action. This effort involved consultation with scores of educators, scholars, scientists, journalists, business lead-

ers, program practitioners, public officials, presidents of universities and colleges and, naturally, the staff and leadership of many sister foundations and professional associations. Following this phase in the review, we submitted our recommendations for future grantmaking to the board of trustees for discussion and approval. Our plans incorporated a new focus on working with partner foundations in implementing programmatic objectives and priorities and included an emphasis on both evaluation of our efforts and dissemination of what we learned as our work—and the work of our grantees—progressed. In 1999, this in-depth and thorough process culminated in the publication of a major report entitled *New Directions for Carnegie Corporation of New York*, in which we laid out our plans for the future and began the process of bringing greater cohesion to the Corporation’s program directions.

Now, a decade later, we face both new and continuing challenges at home and around the world. Hence, we thought it was imperative to once again scrutinize the quality of our programs as well as their impact and direction. Our intent was to be certain that our work had kept pace with major changes in our society as well as internationally, and therefore, that we are prepared to refocus and re-envision our grantmaking, as necessary, in order to enhance its reach and effectiveness. Key to this effort was to build on the goals we had articulated in 1999, namely, to take measures against scatteration and the formation of program silos. As a result, we have now taken additional definitive steps toward implementing an even greater degree of integration in our grantmaking and promoting collaboration among program officers throughout the Corporation and across the areas in which they work.

Our overall aim has been to bridge continuity and change. Hence, we once again embarked on a process, carried out over the course of a

year, that again involved consultation with grantees, advisors, staff and trustees, whose views we sought both individually and collectively. Our efforts culminated in a trustee retreat, held in December 2006, during which our board members, along with my colleagues at the Corporation and I, worked toward the goal of integrating the program themes that had guided our grantmaking over nearly a decade. Throughout all our discussions and deliberations, our intent has been to sharpen our focus and ensure that we have strategies in place that will maximize our impact while continuing to build on the Corporation’s great strength as an incubator of innovative ideas, catalytic research and transformative scholarship. As a result of our efforts, I am confident that we have created a thoroughly integrated and more effective structure that organizes the foundation’s programs under two major categories: International and National programs. These programs and subprograms will work collaboratively, building on each other’s strengths, learning from each other’s experiences and sharing knowledge.

The deeply held convictions of Andrew Carnegie, who saw democracy and public education, as well as knowledge and its diffusion, as fundamental tools for strengthening the bonds of our society, are the foundation of both the work we outlined in the 1999 *New Directions* and in our current plans for the next five years, which are highlighted in a new report, *Carnegie Corporation of New York: Meeting the Challenges of the 21st Century*. In our democracy and its institutions—including libraries, universities, public education, centers of science and research, the free press and the justice system—Andrew Carnegie saw a form of government that provided equality before the law, freedom from authoritarian restriction, equal representation and, hopefully, equal opportunity. In education and the diffusion of knowledge, he saw the means to provide everyone with a chance to succeed and the pathway by which nations might come to resolve their conflicts peacefully. Education was not only a basic instrument for the creation of new knowledge, but a major force for democracy and a means for the enlightenment and self-improvement of individual citizens from every walk of life—both those who were born in the United States or, like himself, came here as immigrants.

Perhaps less well known to the general public is Andrew Carnegie’s unwavering dedication to international peace, which he believed in and sought to promote with a fervor that equaled his commitment to advancing education and democracy. In philanthropy, Carnegie saw a way to help create a world in which peace and stability were the bedrock values upon which all societies would be able to build bridges across the gulf that separates not only social and economic groups but also different states and nations from each other. In an era when the forces of globalization sometimes seem to be pulling humanity apart at the same time that they are pushing world markets and economies closer together, Andrew Carnegie’s vision of a world of potentialities—the potential for peace, for shared knowledge, for education and democracy to enlighten the lives of men, women and children everywhere—is one that Carnegie Corporation of New York continues to envision as well.



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CARNEGIE Reporter

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Afghanistan

At the Tipping



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A 2007 gathering of tribal leaders in Afghanistan.

Journalist Charles Sennott reported from Afghanistan during the U.S. military response to the September 11th terrorist attacks. In April 2007 he made a return trip to the country; here, he writes about both the mood and the reality of Afghanistan today.

JALALABAD, Afghanistan—Here in this bustling town off the storied Silk Road, Osama bin Laden made his last-known public appearance in the aftermath of the September 11th terrorist attacks on New York City and Washington, D.C.

On that day in November, 2001, there were 1,000 tribal leaders from the surrounding provinces, all still professing loyalty to the Taliban, who gathered to hear bin Laden deliver a stirring speech in which he assured the crowd, “God is with us!” According to an account by Gary Berntsen, the CIA field commander in Afghanistan at that time, bin Laden told the cheering throng, “The Americans had a plan to invade, but if we are united and believe in Allah, we’ll teach them a lesson, the same one we taught the Russians.” Then a caravan of pickup trucks laden with fighters and led by bin Laden’s signature white Toyota Corolla headed up into the nearby hills of Tora Bora along the Pakistan border and narrowly escaped the wrath of U.S. forces as they were closing in on the Taliban and al Qaeda leadership just days before the Taliban government would be toppled in Kabul.

I was in Afghanistan at that time and on my way to the northern city of Mazar-e-Sharif reporting for *The Boston Globe* on the frontlines of the U.S.-led military response to September 11th as air strikes picked up the pace and

teams of American Special Forces were fanning out across the country from the Hindu Kush down to the Shomali Plain and across the northern provinces strung along the Amu Darya River.

Some five-and-a-half years later, in April 2007, I was back in Afghanistan for another reporting trip and traveled to Jalalabad where I witnessed another gathering of 1,000 tribal leaders and village elders in the ancient city and in the same hall where bin Laden had gathered a crowd. Many of the tribal leaders in attendance were the very same ones who cheered at bin Laden’s now-famous departing speech. This time, however, it wasn’t bin Laden hosting the event but an Afghan nongovernmental organization known as the Welfare Association for the Development of Afghanistan (WADAN), which receives funding from the Washington-based National Endowment for Democracy and the International Republican Institute.

Charles Sennott is a veteran foreign correspondent and author who has covered the Middle East and Central Asia for most of the last 15 years. Currently, Sennott is a staff writer on the Special Projects team of The Boston Globe. Previously, he has served as Middle East bureau chief (1997-2001) and Europe bureau chief (2001-2005.) Sennott was among the first reporters on the ground to cover the wars in Afghanistan and Iraq and has traveled and reported on the region extensively.

by CHARLES SENNOTT

Point

At the gathering, a large banner over the stage proclaimed, in Pashto, the purpose of the meeting, “Building Democracy and National Unity.” There was criticism of the American presence in Afghanistan and of the U.S.-backed government in Kabul, but also support for the enterprise of building a new government and for the spotty but significant development that Western aid had brought to the war-ravaged country and to its people.

The mixed messages, indicative of the willingness of these tribal leaders to switch allegiances, is all a part of the opaque culture of Afghanistan, as ancient as the trading routes that make up the Silk Road. It is a culture in which tribal and clan structures are more important than centralized government and have been since the 13th century conquest of Genghis Khan and later, throughout the British Empire’s presence here—even, to some extent, during the former Soviet Union’s exertion of influence and ultimate military occupation.

These tribal leaders see little irony in such a switching of sides and are surprised when Americans are puzzled by this behavior. To them, it is all part of the ancient traditions of participatory politics in Afghanistan’s remote, tribal areas where such fluid allegiances are often viewed by Afghans as the Pashtun equivalent to bipartisan initiatives. To Afghans there is something more important, more central to their lives than consensus government—and that is security.

To develop an understanding of how the Taliban has now significantly regrouped and regained effective control in a half-dozen Afghan provinces as well as to understand the long, storied history of Afghanistan, one must begin with an appreciation for this overwhelming desire for security and how it trumps the desire for democracy.



The national sport of Afghanistan: buzkashi.

The “Great Game”: Before and After

My flight into Kabul from Dubai brought me once again over the foothills of the Hindu Kush mountain range and the stark, beautiful and impenetrable terrain of Afghanistan. From the air it is easy to see how the country’s unique geography has defined its politics, its history, and its culture.

The Hindu Kush, which runs east to west, makes a jagged tear diagonally through the country, dividing the north from the south. The Kush has been the defining feature of Afghanistan’s history and its place at the crossroads of Asia has made it a crucible for—and battleground of—great civilizations.

The Kush has served to both repel attack and thwart development. The rugged mountains and rocky passes that weave through them have produced some of the world’s most proficient warriors and its lush valleys and vivid peaks have also served as inspiration to poets. Out of this romantic landscape and rich history of both invasion and

resistance, there emerged a complex and layered ethnic, religious and cultural mix in what is today, Afghanistan. Although in the last century there has been a great deal of mingling of these cultures, in general terms, western Afghanistan is dominated by speakers of the Persian language, or Dari, as the Afghan dialect is referred to. The dialect is also spoken by the Hazaras who hail from central Afghanistan and the Tajiks from the west. To the north is the home of Uzbeks and Turcomans. And in the south and east there are the large Pashtun tribes who speak their own language, known as Pashto, and who make up a plurality of the country with an estimated 40 percent of the population.

The roots of modern Afghanistan begin in what Rudyard Kipling called, “The Great Game,” a clandestine and mischievous struggle for control that pitted Britain, whose Indian empire lay to the east, against the ambitions of tsarist Russia to the north. In the 19th century, the British made two ill-fated military assaults on Afghanistan in an attempt

Noting the resurgence of the Taliban, one former Taliban leader who is now a member of Afghanistan's parliament says,

“They were in power and they want power back.

It is not so complicated.”



Peter Jouvenal, Gandamak Lodge.

to subjugate the country before realizing that the Afghan tribal leaders and ethnic clans could be bought off far more easily than they could be militarily defeated. In May 1879, the Afghani amir Yakub Khan signed the Treaty of Gandamak to forestall further British advances.

The spirit and history of the British presence in Afghanistan is still alive in a guest house in downtown Kabul known

as the Gandamak Lodge. Its proprietor, Peter Jouvenal, a former officer in a British parachute regiment turned freelance cameraman for the BBC, has lived in Afghanistan for most of the last three decades. I stayed in the guest house during part of my reporting trip.

The Gandamak Lodge prides itself on retaining the trap-

pings of the British colonial past with a collection of 19th century Enfield rifles of the type used by Her Majesty's regiments during the Great Game era. There is even a restaurant named for Harry Flashman, a fictional 19th century James Bond-type character who, as related in the George MacDonald Fraser series of novels, made his fame in the First Anglo-Afghan War. The whole setting at Gandamak today is done up in a tongue-in-cheek manner by Jouvenal who is, in fact, a serious photographer and cameraman who covered the front-lines of the conflicts in Afghanistan for the BBC as well as CBS and others from 1979 straight through to today.

Shortly after the fall of the Taliban, Jouvenal opened the lodge to a host of foreign correspondents and diplomats and the staff of nongovernmental-organizations. I talked with Jouvenal as he was sitting over a very British breakfast of bacon and eggs and marmalade and toast. With him was his wife, Hassina, who is Afghani, and their two young daughters, who were giggling and chasing after ducks in the garden. Jouvenal is widely considered one of the more studied Western observers in Kabul, and he believes the U.S. and its NATO allies are making many of the same errors the British Empire made before them.

“The biggest mistake we are making is going for the military option again,” said Jouvenal. “And what is on the Afghan side, and what is always on their side, is time. They will wait this out, just as they did with the British.”

In fact, Afghanistan's patience did pay off with the British. The country established official independence from Britain in 1919 and set up its first constitution. But political assassinations and tribal revolts, as well as fighting on all levels, revealed the difficulty in trying to transform a multi-ethnic, tribally based society into a modern state. For the next half-century Afghanistan's



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Cultivation of opium poppies is illegal in Afghanistan, but many farmers are still heavily dependent on poppies as their one dependable cash crop.

history would be one of struggling to modernize while trying to maintain neutrality through World War II and the early days of the Cold War.

The country was held together by the reign of King Zahir Shah from 1933 to 1973. During that time—from 1953 to 1963—the king’s brother-in-law, Daoud, came to power with the tacit support of the royal family as the self-fulfilling prophecy of the Cold War pushed Afghanistan into the arms of the Soviet Union, which offered economic and military aid. In that era, Afghanistan revealed itself to be what political scientist Barnett Rubin calls the “rentier state par excellence,” a “rentier state” being one that relies heavily on unearned income and outside investment. In the case of Afghanistan, this bounty came

in the form of a steady flow of foreign aid and development projects.

The period from 1963 to 1973 was what Angelo Rasanayagam, former director of the UNHCR (the UN Refugee Agency) in Peshawar, Pakistan and author of *Afghanistan: A Modern History* (I.B. Tauris & Co., 2005) called “the experiment in democracy.” During that decade, an impressive constitution was written and the traditional institutions of consensus governance such as the *loya jirga*, or “great council” of tribal chiefs were woven together with modern principles of democratic government. Building institutions of governance was not easy in a country with 90 percent illiteracy and a largely peasant population that was hit hard by a bitter, three-year drought. At the end

of this period, Daoud reemerged and this time exiled Zahir Shah to Italy and ruled as president while increasing Afghanistan’s financial reliance upon the Soviet Union.

Things did not end well for Daoud. He was overthrown in a bloody coup by Marxists within the army who had been trained in the Soviet Union. Sharp divisions emerged within Afghanistan as the more traditional and religious structures of society declared “jihad” against the infidel Communists and their secular modernism. And the Communists themselves suffered bitter internal rivalries. Two quick political assassinations led to a country spiraling into chaos. Soviet troops invaded in December 1979 and installed a puppet government.

Suddenly, Afghanistan was at the center of an intensifying Cold War between the Soviet Union and the United States of America. Then, out of the traditional, religious sectors of Afghan society, emerged the mujahadeen who would organize armed resistance to the Soviet occupation. The U.S. funneled billions of dollars in covert aid to the mujahadeen in what became a proxy war in the ideological struggle between the Soviets and America. The U.S. funding was further helped along by the Saudis, China and neighboring Pakistan. Suddenly, a century after Kipling coined the phrase, a new “Great Game” was playing out in Afghanistan, which once again found itself at the center of a power struggle for global dominance by vying empires.

“Buzkashi” As Metaphor

A shadowy network of diplomats and spooks based largely out of Peshawar, Pakistan, set up a pipeline for more than \$5 billion in covert funding from the CIA to be funneled to the mujahadeen in its insurgency against the Soviets throughout the 1980s. One who is acquainted with that setup is G. Whitney Azoy, an American academic who worked for the U.S. State Department in the 1970s as a cultural affairs officer in the region and “in other roles,” as he coyly puts it. “Let’s say I was in an unofficial capacity working with the State Department on what we called ‘cross border assistance,’” said Azoy.

Beyond his diplomatic work, Azoy is also an anthropologist who has done extensive academic research on Afghan culture and history. He has written a book on Afghanistan’s macabre national sport known as buzkashi, in which horsemen fight over the carcass of a goat and try to run away with it over a goal line. For Azoy, the sport serves as metaphor for Afghan politics. But he says the metaphor extends beyond the

simplistic idea of a brutal and bewildering array of horsemen pulling at a body to try to control it. To Azoy, the higher idea of Buzkashi as metaphor lies not among the horsemen but the rich owners of the horses, who support the game for their own prestige. They do not ride horses at all, but watch from the sidelines. And they, he insists, are the real players. “When his horses and riders win, the khan’s name is said to rise. And reputation is the true currency of Afghan politics,” explains Azoy.

The matches often linger over several days and the “khan” who organizes the buzkashi match effectively and elegantly without the competition dissolving, as it often does, into mayhem and brawling, emerges as the true winner. His reputation will be enhanced for years to come for such a feat. If the match does dissolve into violence, on the other hand, the horsemen will literally ride away from the khan and search out a more suitable sponsor for the next event and the khan’s reputation will plummet. “Americans should recognize the metaphor while they are here,” says Azoy.

His weathered face looked stark as he made the point and let the drama of it linger while speaking over pints of lager in the candle-lit garden of the Gandamak Lodge on a cool spring night. “The mistake [President] Bush is making here is to think freedom is some sort of baseline human aspiration. What he doesn’t realize is that for most people in the world it’s an untrustworthy idea. It’s *security* they want. And in Afghanistan, it’s order and control and security that is desired, just like the players in buzkashi. If the organizer of the game does not achieve that, the players will simply ride away and find a different suitor,” Azoy said.

The resistance to the Soviet occupation that Azoy and others took part in promoting was a brutal war of

insurgency, and it took more than 1.5 million lives. It left Afghanistan’s mujahadeen commanders triumphant when the Soviets withdrew in 1989, but it also left the Afghan people badly and brutally suffering from the losses of war.

With the collapse of the Soviet Union and the end of the Cold War, the U.S. turned its attention away from Afghanistan at a time when help for reconstruction was desperately needed. From 1989 to 1994, Afghanistan was disintegrating into an abyss of civil war which, by the end, left all sides shelling each other in the rubble that was Kabul.

Out of that darkness emerged a movement known as the “Taliban,” which is a Pashto word meaning simply “students.” Most of the Taliban were born in refugee camps in Pakistan and educated in the madrassas, or religious schools that were set up there. I toured those madrassas in 1994 and 1995 when the nascent Taliban, as a group, were known as much for a spirit of youthful idealism as for their signature long beards and black silk turbans.

Back then, the Taliban saw themselves as an altruistic alternative to the brutal warlords, a kind of Islamic equivalent to the New England Puritans, inspired to create a society governed by the laws of God and guided by faith. As late as 1995, when I was given a briefing by the U.S. State Department in Pakistan, the Taliban were openly presented by U.S. diplomats as an honest and preferable alternative to the corrupt and brutal warlords who had been tearing apart their own country.

But what the Taliban became was something entirely different.

The Taliban, under their leader Mullah Omar, was attempting to rebuild a country in ruins, and at the same time would spend several years in a desperate and bloody struggle to consolidate power and impose their puri-

tanical brand of Islam on Afghan society. Eventually, Mullah Omar, who was chosen as leader for his piety, not his political or military acuity, was offered what was essentially a leveraged buyout of his government by the wealthy Saudi scion of a construction magnate who had coordinated Arab fighters to assist the mujahadeen. His name was Osama bin Laden. And in the mid-to-late 1990s, Omar took bin Laden up on the offer, allowing bin Laden and his nascent al Qaeda to establish a secure base for its stated goal of fighting a holy war against the United States of America.

And after what counterterrorism officials believe was an eight-year process of planning and coordination, bin Laden struck his most direct blow against his sworn enemy on September 11th, 2001.

Security as a Core Issue

Now, five-and-a-half years since the Taliban was toppled and al Qaeda scattered by the U.S.-led offensive, Afghanistan is still struggling to rebuild its democracy and wondering if the U.S. will stray once again—as it did at the end of the Cold War—from its self-proclaimed commitment to help it create a democratic society.

And at the Jalalabad gathering of the maliks, or tribal leaders, that I witnessed in mid-April 2007, that question was in the air. The gathering offered a colorful insight into how consensus government is woven into the ancient fabric of Afghanistan's tribal and clan structure. The sponsor, WADAN, has earned a reputation as one of the more sophisticated Afghan organizations in trying to nurture such dialogue.

The maliks arrived by car and bus and some by tractor and donkey. They came from the small, farming villages and larger trading towns in the surrounding provinces of Nangarhar, Kunar, Laghman and Nuristan. They

arrived in a parade of Pashtun plumage, their outfits serving as emblems of the tribes from which they hailed. The men, in long beards, were adorned in grand capes and wore embroidered robes and silk headscarves wrapped in elaborate ways that highlighted thick black beards and their rugged Pashtun faces. Some were wealthy traders and large land owners who brought along an entourage of attendants and others were just poor farmers struggling to provide for extended clans on tiny plots of dry soil.

The meeting of the maliks represents the ancient traditions of participatory politics in Afghanistan's remote, tribal areas. They are the local expression of what the Westerners like to call democracy. And at this town meeting, these local leaders came loaded with what, in Washington, might be called talking points. Down front of this meeting were reserved seats for provincial governors and officials of the central government in Kabul headed by Hamed Karzai. But those seats were sparsely occupied. No governors attended, only a few deputies, and no senior officials from the government of President Karzai.

The tribal chiefs spoke primarily and most forcefully about the lack of security in the remote regions of Afghanistan. There can be no democracy without security, as they are quick to point out. They spoke of the desperate need among farmers to cultivate the illegal opium poppy because poor irrigation and a lack of subsidies makes for meager profits in growing legitimate crops, such as wheat. There can be no democracy without a legitimate economy.

But most of all, they railed against the U.S. forces in the area for being too aggressive and too reliant on poor intelligence estimates that result in them making serious—and deadly—mistakes, such as the killing of 19 civilians and the wounding of 50 others



T*he rising toll of civilian casualties has undercut the U.S. and NATO mission significantly. Said Afghan president Hamed Karzai, “Afghan life is not cheap, and it should not be treated as such.”*



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A U.S. soldier walks by villagers sitting near the grave of three young boys killed in a March 2007 U.S. airstrike.

by U.S. Marines in a March 4, 2007 attack in the Nangarhar province. (The spring and summer of 2007 would be marked by a spate of attacks in which large numbers of civilians were killed. The rising toll of civilian casualties has undercut the U.S. and NATO mission significantly. In one incident, at the end of June 2007, 45 civilian deaths were reported in one weekend in the Helmand Province, according to *The Independent* of London. That same weekend, President Karzai spoke out forcefully against the rise in civilian casualties saying at a press conference, “Afghan life is not cheap, and it should not be treated as such.” For sure, there can be no democracy when innocent lives are taken and no one is taken to task in a court of law.)

The message of the maliks was sharpened by the fact that the gathering occurred amid the height of the Taliban’s spring offensive, in which it has engaged the American and NATO forces in firefights and suicide bomb-

ings. The Taliban resurgence has succeeded in taking effective control of several pockets in the four provinces that had representatives at the meeting, and what is described by Western diplomats as nearly full control of other provinces in the South, particularly Helmand. To borrow from Azoy’s *buzkashi* metaphor, there are some Afghans who are riding away from the U.S. and NATO troops and finding a preferred suitor in the Taliban because they offer more security and order.

One former Taliban leader who is now a member of parliament, Azbul Abdul Salam, described the reemergence of the Taliban with classic Pashtun simplicity: “They were in power and they want power back. It is not so complicated.” Through a translator, Salam spoke with me in Pashto as we sat inside the parliament building, in the grand lobby with its oil paintings of Afghan kings and nation builders. He is a big man with strong hands and a rugged face. He is more commonly known

by his *nomme de guerre*, “Mullah Rocketi,” which would roughly translate into English as “Reverend Rocket.”

The name is a tribute to his skill in launching rocket attacks on Soviet troops as a mujahadeen and later, for the Taliban during the civil war. But Salam is one of those Taliban who crossed over to join parliament and supports building unity and democracy under the name of an Islamic state in Afghanistan. He maintains that he never endorsed the leadership’s decision to offer bin Laden support and that what happened on September 11th is a crime for which “those responsible will have to answer to God.”

Salam insists that the U.S., particularly the military, needs to develop a more sophisticated understanding of the Taliban. He also says that there are many who served in the Taliban government and who sympathized with the movement who now share in the new government’s goals of democracy building. Salam maintains that are many who saw the excesses and mistakes of the Taliban leadership, but still adhere to its core goal of building democracy within the context of the Koran and religious law.

He also believes the new government under Karzai should wake up to the fact that what Afghans want more than democracy is honesty in government and security in their villages. He said, “Why are people supporting the Taliban again in the south and the east? Because some government officials are corrupt and this makes the tribes unhappy with the government so they are switching sides. Under the Taliban we had problems for sure. But we also had no corruption and much security. Today, we have corruption and no security.”

At the Crossroads

Almost all sides in Afghanistan— from Western diplomats inside air-con-

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ditioned embassies in Kabul to senior representatives of the Karzai government to provincial leaders in gatherings like the one in April 2007—agree that these days, Afghanistan is at a tipping point.

The considerable success of the international community in building roads and schools and establishing a functioning parliament and a struggling, but well-intentioned army is imperiled. A lack of security fostered by a growing insurgency that combines a mixture of Afghan Taliban and foreign fighters coming across from Pakistan has persistently undermined the achievements that have been realized. As one U.S. official described the situation in Afghanistan: “We’re at an important crossroads.”

But, the American official hastened to add, “Impatience is our worst enemy. We have to recognize it is going to be a long, slow process. This place has had thirty years of being frozen in time, thirty years of warfare. You don’t turn that around overnight.”

Still, the tribal chiefs gathered in Jalalabad came together to assert a timeless truth of Afghanistan. That is, that any central government in Kabul, no matter which empire or Western power backs it, is doomed to fail if it does not hear the voice of the remote tribes and respond to their needs. And judging by this meeting, the U.S.-backed government in Kabul is not listening, at least not closely. Important provincial governors and Afghan leaders from Kabul were not the only missing persons. There were also no U.S. officials or representatives of the international community visibly present, certainly, in part, because of the security risks involved in such gatherings. As a result, there was little dialogue.

A colorful gentleman named Faisal Muhammad, 60, the malik of Ihtiram, a village in the Surkh Rod district of the Nangarhar Province, stole the show. Representing the province,

he delivered a speech that combined poetry and humor. He played off the theme of “eradication,” the buzz word in Afghanistan for the government and international community’s effort to destroy the bumper crop of poppy, which was in full harvest as he spoke. The profits from the crop often end up funding the Taliban resurgence.

“Yes, we must eradicate so much,” noted Muhammad. “We must eradicate poppy. But we also must eradicate senseless bombing,” he said to thunderous applause in the auditorium. “We must eradicate the killing of civilians. There is so much we must eradicate,” he added as the maliks clapped and nodded with knowing approval and appreciation for Muhammad’s tone of dissent and honesty.

Over a lunch of Afghan bread baked over a fire and accompanied by rice and mutton and eggplant, Muhammad, a college graduate and long-time headmaster at a school in his province, said he had been a malik for the last twenty years. Speaking through an interpreter, he had a lot more to say, as well: “We have 5,000 years of history. We have our own civilization and our own institutions. Look around you: this is our democracy. We will only have success if it is our own democracy, with our own customs. We will not have success if it is a Western view of democracy. For us, democracy is not sending us movies from Hollywood with sex and bringing alcohol. These are things against our culture and tradition. We do not want that kind of democracy.” He added, “But before we can bring in our own democracy, we have to have security. You cannot have one without the other.”

After the meeting, the journey back to Kabul led down a newly constructed highway, funded in part by the U.S. Agency for International Development (USAID). The highway, which, during



**Azbul Abdul Salam, also known as
"Reverend Rocket."**

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government buildings, Dr. Farooq Wardak, the head of parliamentary affairs, agreed that Afghanistan was indeed at a "major turn in the road" during the spring of 2007. The Taliban offensive had been persistent. The violence and the death toll were mounting.

For many in Afghanistan, there was—and is still—a raw wound caused by the aforementioned March 2007 deaths of civilians brought about by U.S. Marines who had defied rules of engagement and fired indiscriminately after a roadside bomb in the Nangarhar Province. As of this writing, the U.S. military had referred the case for possible criminal inquiry. In May 2007, a U.S. commander in Afghanistan, Colonel John Nicholson, apologized for the incident, saying he was "deeply ashamed."

Wardak is one of Karzai's closest cabinet members and he was candid in his assessment of where things stand at the moment in Afghanistan, particularly in light of the killing of civilians and several false arrests and imprisonments in the rural provinces that have caused an uproar. He agreed with the assessment of others that such mistakes threaten to undermine the successes of the international community in Afghanistan, and he warned that such incidents could easily spark a brushfire of resistance that will catch the Americans by surprise.

Said Wardak, "The Americans are making a lot of mistakes. Many of the insurgents are Taliban, but many are not. They are people who have simply gone to the side against American forces because they want security."

In relation to what he described as scores of cases of false arrest and imprisonment that have come to his attention, Wardak said, "The American troops are relying on bad intelligence reports and falling victim to tribal rivalries, with one tribe providing bad information against another. There are scores being settled and the Americans are oblivious to this... They will have to gain a more complex understanding of this place if they are going to help us make it work."

As an example, Wardak discussed the very word "democracy." He explained that for Afghans, particularly in remote provinces, "democracy," as a word, is suspect. After all, it was the Soviet-backed government that changed the official name of the country in 1978 from the Republic of Afghanistan to the Democratic Republic of Afghanistan.

To this day, in the minds of many Afghans who fought so hard—and lost so many fathers and sons—to force the occupying Soviet military from their land in the 1980s, the word "democratic" has a very negative connotation. Instead, the Pashto phrase "wolas waki," or "rule of the people," is preferred, said Wardak.

Confronted with the sense that Afghanistan is indeed at a tipping point, a U.S. official said that the balance between providing security and developing democracy was a complex equation. "It is like a Rubik's Cube," the official offered, adding, "All of the pieces need to fit together, and they need to fit together all at once."

The same official ended a briefing by quoting from memory Rudyard Kipling, who understood the challenges of the presence of empire in Afghanistan perhaps more than any writer since: "And the end of the fight is a tombstone white with the name of the late deceased, and the epitaph drear: 'A Fool lies here who tried to hustle the East.'" ■

my previous visit more than five years earlier, was a potholed dirt road that was nearly impassible at many points, was now smooth as glass as it rolled through a pleasant river valley. But it was still dangerous. Police checkpoints along the way were being targeted by insurgents with rocket-propelled grenades. The police held up the convoy I was traveling in and then ran to hide behind small mud-brick posts. They looked up at a mountain ridge from which the attacks appeared to be coming. Finally, after a half hour of waiting to see if there would be more rocket attacks, the police waved the convoy through, though it was clear that we were now traveling at our own peril.

Back in Kabul, inside the wall of security that surrounds the central

Small Schools *in the* Big City by KAREN THEROUX

PROMISING RESULTS VALIDATE REFORM

In 2001, the New Century High School Initiative launched an unprecedented period of change in secondary schools across New York City. Today, the resulting 83 small schools in some of the city's most underserved areas reveal important and encouraging lessons in education reform.

Where 121st Street meets Broadway, traffic roars by as laughing teenagers pose for pictures, their blue and white graduation robes swelling like sails in the breeze. It's June 25, 2007 and the first ever graduating class of the Bronx School of Law and Finance is pumped. In five minutes they'll march into Horace Mann auditorium on the grounds of Columbia University Teachers College, and pick up their diplomas.

At the edge of the crowd, senior David Lopez aims a goofy thumbs-up at Principal Evan Schwartz. Lopez is a school leader with an extraordinary record—honor society, moot court, mock trial—even an internship at leading New York law firm Kaye Scholer. This September Lopez will be a freshman at prestigious Haverford College outside Philadelphia. Quite an achievement for a kid who, back in 2003,

couldn't see himself going to some weird new high school.

"I was in eighth grade when I got a letter saying to come to orientation for a new school starting up in Kennedy High," Lopez recalls. "Of course I ignored it."

One of a number of huge, underperforming New York City high schools, Kennedy was about to cut back its enrollment and add several innovative small schools to its campus—Law and Finance among them. "My grandmother said 'Go to orientation! You have nothing to lose.' So I went." Still, Lopez wasn't sold. "They talked about having a dress code," he goes on. "I was just starting ninth grade and couldn't face the idea of looking different... being made fun of.

"I told my grandmother 'No,' and she said 'Who cares what you want?' To



PHOTO BY JASON MAZZA, NEW VISIONS FOR PUBLIC SCHOOLS

EFFORTS IN NEW YORK CITY HIGH SCHOOLS

be fair, she said I could transfer in a year if I really didn't like it. So I said OK." As his guardian, David Lopez's grandmother called the shots. Since he was six years old, Lopez's parents have been unable to care for him and his four dis-

abled siblings, so they all live with his grandmother.

Lopez and his classmates have since (after a few attempted mutinies) come to embrace the dress code. The administration repeatedly made the point that students needed to dress for success, and sooner or later, the kids got it. It was one of many life lessons woven into the daily routine at Law and Finance. "School," Lopez says seriously, "becomes a place that gives you what you should get at home, but you might not. And you grow to love it."

The Power of Relationships

Five years have passed since the startup of New York's community-based small schools, and the numbers look good: as of 2007, dozens of the city's worst performing high schools have been successfully reinvented and

are on track toward excellence—with key indicators such as graduation and attendance rates significantly above the city's average. Bronx School of Law and Finance, for instance, boasts a graduation rate of 85 percent, with 95 percent of graduates headed for college, and \$2 million in scholarships on offer. It took plenty of research, planning, leadership, community partnerships and financial support for all these schools to come so far so fast. But to inner city kids like David Lopez, one crucial factor lets their school succeed where others have failed: the web of close relationships that makes a school "feel like family."

Back when Lopez first walked through the doors of Law and Finance,

Karen Theroux is an editor/writer in the Corporation's Public Affairs department with many years' experience in educational publishing.



ALL PHOTOS BY EVEROOD NELSON UNLESS NOTED.

Bronx School of Law and Finance principal Evan Schwartz and David Lopez.

he and 99 other freshmen found little more than four classrooms, plus a closet-sized principal's office, tucked into a corner on the eighth floor of Kennedy High. Principal Schwartz, a product of New York City's public school system, majored in economics in college and launched a career in the insurance business. Not getting what he wanted from the corporate world, he left to try teaching, and then spent six years as coordinator of the Academy of Finance at James Madison High in Brooklyn. He was serving as an assistant principal at Kennedy when the opportunity arose to write a proposal for a small themed school to be part of the New Century High School Initiative, a groundbreaking education reform effort launched in New York City with funding from Carnegie Corporation, the Bill & Melinda Gates Foundation and the Open Society Institute.

Schwartz asked Jessica Goring, another Kennedy teacher, now assistant principal, to work with him to conceptualize a small school connecting students to the real worlds of finance and law. The goal was to enable graduates of this high school—where eighty-five percent of the student body qualify for free lunch, and the majority would be the first in their family to go to college—to pursue fulfilling careers in these sought-after fields. After months of writing and revising, they got the green light. Now, Schwartz says, "When I go back and read that proposal, I realize this school is exactly as we envisioned it. There was nothing major we said we would do that we didn't do: Dress code, internships, field work, advisories. It's all there." Even the school's virtual trading floor, filled with state-of-the-art computers and a digital stock market ticker, was in the original plan.

An important part of that plan was substituting block scheduling—90-minute classes every other day—for



Leaders of Manhattan Bridges first ever graduating class of 2007: (l. to r.) Caleb Cardona—Born in Honduras, Caleb is an avid American history student with a passion for Big 10 sports who will attend the University of Wisconsin and major in mass communications. Joselina Sanchez, originally from Puerto Rico, was student president for all four years. She says “the school is like a family; the teachers know everyone and are always ready to help you. They never say no.” Headed for community college in Brooklyn, Joselina plans a career in international marketing. Juan Lugo, valedictorian, came from Colombia and remembers “I was very shy at first and didn’t feel I belonged. I was self conscious about my thick accent.” Fast forward four years, and Juan is on the honor roll, has perfect attendance, and is active in model U.N. and on the newspaper. An intern for the *New York Daily News*, he also loves writing original short stories and poetry. He’ll be a freshman at St. Johns University this fall.

the typical 45-minute everyday classes. These longer sessions allow for more academically challenging and meaningful lessons and higher quality relationships between students and teachers while cutting down on time wasters like changing classrooms and taking attendance, Schwartz stresses.

Better scheduling is a positive step, but the heart and soul of the school is the advisory system, says psychologist Susan Reimer Sacks, an education professor at Barnard College, one of several partner organizations that works closely

with Bronx Law and Finance. (All New Century High Schools rely on working partnerships with community and cultural organizations or higher education institutions to maximize resources and broaden students' academic experiences.) According to Sacks, Schwartz and Goring's aim was "to turn 'homeroom' into the real thing—a home—a place of community, connecting and caring. And it has really worked for kids, "in big ways and in little ways," she says.

Every day, each group of about 20 students meets with their advisor—a

teacher or school administrator—for one 90-minute period. Ideally, students remain in the same group, with the same advisor, throughout high school. “Everyone is an advisor: the principal, the assistant principal and every teacher,” Sacks points out, “which creates thousands of daily interactions that make a huge difference. The teachers really do care about the students, and the students know it. In advisory, that caring is made visible and concrete.”

“Advisory—I love it,” says David Lopez. “Teachers really know what’s going on in people’s lives.” Besides meeting with their individual student groups,

crushing hugs you’d expect to find at a family reunion. Math teacher Hamlet Santos, who claimed to be the toughest advisor of all, choked back tears with every name he called, after which he was presented with a team jacket the students had emblazoned with the advisor’s chosen name: X.

Looking on, Gregg Betheil, senior vice president of National Academy Foundation¹, one of the school’s main partner organizations, remarked: “With the advisors handing out diplomas to kids they knew well, without the use of note cards or mispronounced names, this is the first time I’ve seen ‘graduation by relationship’ rather than rank or alphabet.”

Reforming Factories of Failure

Although law and finance is an obvious choice for a school in the business capital of the world, it’s but one theme among dozens employed by successful small schools all over the city. With 405 high schools and an enrollment of almost 300,000 this huge system can accommodate many concepts, each one aiming to meet the needs and appeal to the interests of around 450 students in many of the most underserved areas of the city, making academics more relevant, so kids will be less likely to fail or drop out.

Among the 83 small schools launched by the New Century High School Initiative are Bronx Academy of Health Careers, Brooklyn School for Music and Theater, New York Harbor School, Bronx Aerospace Academy, High School for Global Citizenship and the Collegiate Institute for Math and Science, which cater to students’ special interests and potential career paths. Other schools address critical needs, such as Manhattan Bridges High School, where enrolling students speak only Spanish,

and South Brooklyn Community High, where students who are truant or who have dropped out of school are engaged in intense academic recovery and given another chance to earn a diploma.

“The New Century High School Initiative was really about reinventing urban public high school education,” says Michele Cahill, Carnegie Corporation vice-president, National Program Coordination and director of Urban Education. As a program officer of the Corporation, in 2001 Cahill played a leading role in designing the Initiative before joining the New York City Department of Education where she oversaw its implementation. She returned to the Corporation in 2007.

“New Century was launched as a new kind of partnership involving the Department of Education, the unions representing the teachers and administrators and New Visions for Public Schools—an education reform organization that works to improve schools, energize teaching and boost student achievement. Like many urban districts, New York City had some excellent high schools, but far too many students attended large, persistently low-performing schools that were anonymous, stratified, organizations lacking accountability for student achievement. Their conditions were the exact opposite of what was needed,” she says.

In 2002, newly elected New York City mayor Michael Bloomberg took charge of the school system, appointing Joel Klein chancellor. Klein immediately embraced the New Century High Schools commitment to accountability for achievement by the city’s adolescents. He transformed the effort begun with New Century into a plan to open 200 new small schools within 5 years in partnership with New Visions and other intermediary organizations.



PHOTO BY PHILIP GREENBERG

Bronx High School of Law and Finance students hone their stock market skills using the virtual trading floor.

every week there’s a meeting of all the advisors in the grade, so “if you’re falling behind, you have the potential of being ratted out to every teacher,” he laughs.

The advisory system effect was powerfully demonstrated at Bronx School of Law and Finance’s graduation when the time came to hand out diplomas. Each advisor stood on stage and announced the names of the graduates in their group—which was accompanied by the kind of cheering, crying and bone-

¹ The nonprofit National Academy Foundation (www.naf.org) sustains career-themed small learning communities that emphasize academic excellence while preparing students to pursue professional careers in the corporate sector.

Today, these academically rigorous schools, nearly all of which occupy the same buildings as the original failing schools (and which offer campus-wide athletic and extra-curricular programs open to students from all the smaller schools) have demonstrated that poor and minority students can achieve and graduate at high levels. The first two groups of schools to have graduating classes attained an overall graduation rate of 78 percent—nearly double the average rate of 40 percent in the schools that they replaced—compared to the current 58 percent in the city and 70 percent nationwide.

According to Cahill, analysis of student performance across New York City found that those who entered high school below academic standards were most negatively affected by school size of 1000 or more and most likely to graduate from the city's small schools. Importantly, large size combined with a high concentration of academically under-prepared students was a recipe for failure. These two factors explain over 40 percent of the variance in graduation rates among schools.

School is far from the only problem for the system's failing students. Many had been affected by adverse circumstances such as recent immigration, interrupted education, gang involvement or abuse, all of which hinder resiliency and make it hard for kids to connect with school. Meanwhile, alienated teachers struggled within the impersonal bureaucratic structure of low expectations and large teaching loads. While school size has little or no effect on students who are already equipped to be successful, attending a small school can be tremendously helpful to those who are less prepared to succeed.²

Small schools make it possible to support underprepared kids from high-

risk environments and create the conditions where other strategies can be put in place to boost teaching and learning effectiveness. "New Century schools benefited from the overarching New York City focus on strengthening school leadership," says Cahill. "Chancellor Klein committed Department of Education resources, including places in the city's new Leadership Academy, to provide dedicated and trained principals to the new schools. New Century resources were then freed up for professional development for teachers. Importantly, all these vital elements—new schools, new principals and new and better prepared teachers—came together at one time."

Bob Hughes, New Visions president, credits the culture of "disciplined innovation and continuous improvement" that make possible the "incredible journey" students and staff at these schools are now taking together. "Carnegie Corporation's investment not only has affected the schools, partners, students, families and communities involved, it also has heavily influenced the overall work of the DOE," Hughes maintains. Based on New Century High School Initiative progress, New York City has deepened its commitment to small schools years ahead of the mayor's original timetable.

But there's much more going on than a widespread effort to simply shrink

Seventeen-year-old Samora Mitchell commutes across Brooklyn to the High School of Global Citizenship.

He started out shy, he says, but gradually got involved in school activities, becoming the leader of the school's global conference in his sophomore year. Last summer Samora traveled to seven countries on the Peace Boat, including a stay with a family in Turkey. This year he's off to Australia and New Zealand with People to People, to interact with others through sports. "I came here to become more global-minded," he says, "instead of just looking at how things are in the U.S. The traveling I've done has made me a better person and a leader and shown me how to reach out." He says the school's small size makes it easy to interact with teachers and even the principal, and "the chemistry between everyone makes everything gel."



Global Citizenship principal Brad Haggerty checks on the progress of a student-created mural.

the size of urban high schools, Hughes explains. The Initiative's ambition is to change the way urban high schools edu-

² *Evaluation of the New Century High Schools Initiative, Policy Studies Associates, Inc., June 2006*



cate students by creating conditions that promote more challenging curricula and more effective teaching methods. Only by increasing academic rigor and engaging students in the learning process can schools generate the hoped-for student outcomes, he cautions. At the same time, academic content must be relevant to students and must prepare and motivate them for postsecondary options, including college.

To guide schools toward the ultimate goal of higher education, New Visions has compiled “Ten Principles of Effective Schools,” benchmarks in the ongoing process of evaluation and making adjustments:

- clear focus and high expectations
- rigorous instruction
- personalized learning environment
- instructional leadership
- school-based professional development
- meaningful assessment
- partnership/parent/care-giver engagement
- student voice and participation
- integration of technol-

ogy. Follow-up studies have shown that if schools implement these principles well, student achievement and systemic improvement will follow.

A close look at any New Century High School offers myriad examples of these principles in action, along with evidence of innovation and strong relationships among institutions and individuals alike.

The Partnership Strategy

Reaching high standards for all students is a new challenge for American education. New Century tackled this challenge by enlisting the resources of the entire city in the work of creating strong schools.

The Initiative employs a strategy of school-level partnerships that provide resources to help make quality education a reality. Each new high school collaborates with a nonprofit lead partner—a community organization, university or cultural arts institution—that brings knowledge, experience and opportunities to the school in support of students’ academic and personal achievement. Well over 200 such organizations are currently involved with New Century Schools.

Partnering begins before the school exists, ideally from the earliest planning stages. Schools start out as concept proposals created by partnership teams, which, with approval from the Initiative and the Department of Education, evolve into viable implementation plans. Requirements run the gamut from advancement of high quality teaching and learning in every classroom, to specific supports for English Language Learners (ELLs) and special education

students, to professional development strategies for staff. As teams revise their plans to gain approval, New Visions helps the process along with orientation sessions, workshops and site visits to exemplary schools.

The High School for Global Citizenship (HSGC), an innovative small school in Brooklyn, beautifully demonstrates the partnership dynamic. Its aim is to create a democratic community of active learners who understand the connections between their own lives and international events. The partner organization, Global Kids, is a nonprofit dedicated to helping urban youth become global and community leaders. Founding principal Brad Haggerty says, “Global Kids has been integrated in every way since the very beginning. We count on them for co-teaching, bringing in the global context and helping students get involved. Without them, we’d be Global Citizenship in name only.”

Haggerty and Global Kids found each other at the ideal moment, as proposals were being sought for innovative small schools in Brooklyn. He was a social studies assistant principal in a high school around the corner from the future site of HSGC, and to meet certification requirements had recently completed his final project: inventing a school. He had chosen an international theme because, “knowledge of the world will always be important, and students should recognize that world problems aren’t that different from what’s happening here.”

Haggerty attended an information session about New Century schools where he met Global Kids representatives and was taken by their “energy, idealism and student-centered style.” Happily, they were already planning a new school and needed a principal. “Once we made sure we spoke the same language and shared the same goals, we became a team and put our proposal on paper,” Haggerty recalls.

Olabisi Sobowale, valedictorian of Marble Hill class of 2006, is entering her sophomore year at Middlebury College in Vermont, which she chose for its outstanding foreign language program. It's been a challenge, she admits. Opting for the pre-med track, she's had to contend with chemistry and calculus along with living on her own for the first time. And then there's the weather. "The school is beautiful but I was not raised in wintertime," says Sobowale, whose family emigrated from Lagos, Nigeria in 2001. But Marble Hill built up Sobowale's confidence. "I'm blessed that I went to that school," she says. "It changed my life. It made me interested in where people come from. I loved having teachers who had been abroad. And I got to travel. I went to Nicaragua to help build a school. Coming home I met a doctor from Doctors without Borders and I said—'That's me!' " With four years of studying Japanese under her belt, Sobowale's looking forward to spending her junior year in Japan. "I want to do more than just studying," she stresses. "Four years just isn't enough time to do everything you want!"



Their school got the go-ahead in 2003, but Haggerty insisted on waiting a year to beef up the team, hiring his first staff member, Global Kids' youth development specialist Coco Killingsworth, to work with him on the implementation plan. She had years of experience conducting workshops that bring New York City students in touch with the wider world and, having seen "burnout and irrelevancy; educators with good intentions not living up to standards," felt strongly that Global Kids had the ability to make a difference.

When the first ninth grade class entered the school in 2004, it was clear they had walked into a whole new world. Testing week turned into global citizenship week, with workshops, museum trips, movies, speakers and more. In tenth grade, students take responsibility for planning a school-wide conference on an issue of their choice. In 2005, students picked "Teen Sex and the Global Consequences" for their inaugural effort: the next year it was "Power in Peace," with Ismael Beah, author of the autobiography *A Long Way Gone*, visiting the school to share his experiences as a child soldier in Sierra Leone.

In eleventh grade students travel: to U.S. cities such as Boston and Washington, D.C.; to the Heifer Project's ranch in Arkansas; to South America and Central America with the organization Experiences in International Living. A few of the most adventurous students set sail on the Peace Boat from Kenya to Italy, stopping at seven countries en route. Funds come from a variety of sources: school and student fundraising efforts; partners such as New Visions; limited school funds and nominal contributions from the students themselves.

These opportunities go a long way toward "selling" the Global Citizenship concept to prospective students who can, in theory, attend high school anywhere in New York City. "School choice means that every eighth grader applies to high school," Haggerty explains, "and every school is listed right here," he says, holding up a directory that looks like a Manhattan phone book. "We want all our students to come to this school because of what we stand for, but we're nowhere near that point," he adds. The overwhelming majority of HSGC's students come from Brooklyn, and 85 percent are entitled to free or reduced-

price lunch (comparable to small school enrollment citywide). When they enter, over half are scoring below standards in English Language Arts and Math.

But scholastic and socioeconomic status aside, these students are expected to achieve—to become college-ready—whatever it takes. Some come to school motivated and wanting to learn. "They're easy," says Haggerty, "but for others, school is the last place they want to be. Much has occurred in their lives before coming to us, and they have developmental and psychological needs that are difficult to meet. Yet with our small size, we get to know every student well," he notes, "which helps. Teachers talk to each other a lot about their students' strengths and weaknesses and what works. They try multiple strategies...and they're not afraid to get in touch with parents."

The school has rigorous hiring practices, according to Haggerty. "It's not easy for a teacher to get in here," he stresses, "so the commitment has to be real." On top of the usual teaching load, the entire Global Citizenship staff also plays an advisory role, dealing with everyday problems, making students aware of expectations and how to meet

them while promoting the school values of responsibility and respect. “It’s a lot more than just a job,” says English teacher Erin Bauer. “We’re like a family. We work so closely with the kids...we care about them. And we want them all to succeed in everything they do.”

Succeeding Against the Odds In the Bronx...

As signs of achievement emerge in growing numbers of small schools, some observers question whether the deck has been stacked. Are higher achieving kids opting for the new schools, they ask, while academically challenged students,

engineered) schools. The new schools do have smaller percentages of students in special education, especially those who were in self-contained classes in middle school, and the schools started in the initiative’s first years enrolled fewer English Language Learners. Two types of new small schools, however, focus specifically on implementing new designs to increase achievement and improve graduation rates by English Language Learners and by students who have previously dropped out of school. They add to the evidence that rigor, relevance and relationships do work under the most demanding circumstances.

as a teenager, was a New York City high school assistant principal who saw the need for an academically rigorous global curriculum for students of multiple nationalities and multiple languages. Half the student body here is made up of English speakers and half of English Language Learners. Last term, a total of 40 native languages were represented. Every student in the school must study a foreign language. For ELL students this means taking English until they reach proficiency, while English-speakers choose from Latin, Japanese, Italian, French and Spanish.

Teaching approaches are varied to



Global Citizenship teaching and advisory staff: (l. to r.) Erin A. Bauer, English; Tara Ryba, social studies; Tene A. Howard and Coco Killingsworth, youth development specialists. As a group they agree that despite “sometimes heartbreaking” needs, it’s unlikely any students at this school will “slip through the cracks.” They all strive to promote the school’s positive culture and say working so closely together has created the sense they are not just a community but a family.

special education students, English Language Learners or dropouts, stick with larger schools, dragging down their results?

In fact, two thirds of students are performing below standards in reading and math upon entering the new small schools in New York City, exceeding the city-wide average of academically challenging students. And these schools continue to serve predominantly low-income, African American and Latino students living in neighborhoods of the large (now closed or re-

Marble Hill School of International Studies, which shares the eighth floor of Kennedy High School with Bronx Law and Finance, has only 16 classrooms for its 417 students, yet on top of the basics, manages to offer five language courses plus Advanced Placement biology, American history, English, Spanish, global history, calculus and more.

This college preparatory school is the vision of founding principal Iris Zucker, a “force of nature,” according to New Visions’ Bob Hughes. Zucker, who came to the U.S. from Puerto Rico

meet students’ needs, Zucker says, “but there’s no watering down. Students are brought to the required level of understanding by doing.” It helps that a number of the staff are Peace Corps fellows—returned Peace Corps volunteer educators trained to teach in New York City’s public schools—who speak languages from Ukrainian, Pulaar and Tagalog to Mongolian, Arabic and Kiswahili. Others are New York City Teaching Fellows—recent graduates or career changers who have undergone a rigorous selection and training process

and who commit to teaching in areas of highest need.

Without question, Zucker runs a tight ship: there's a strict dress code, everyone does community service, and major projects in all subjects are required every marking period. But the week is organized to make sure "Wednesday is the funnest time ever," she laughs, with advisories, seminars and special arts activities on the schedule. Marble Hill cinema students have made their own movie, and last term a musician from Lincoln Center worked with students to write an original school song and turn it into a music video. International exchanges are also a possibility, and students have gone to China, Japan, Senegal, Turkey, England and Nicaragua for study or community service. Zucker is clearly proud of the "rich curriculum we've managed to squeeze into such a limited space," and of the nearly perfect graduation rate achieved by Marble Hill International's first two graduating classes.

In Manhattan...

Twelve miles down Broadway in midtown, a stone's throw from theaters and upscale restaurants, another small school gives newly arrived Latino students access to an outstanding and rigorous education. Dedicated to merging its multicultural student body into the diverse world of New York City and beyond, Manhattan Bridges is a transitional bilingual high school for English Language Learners who have lived in the United States for less than three years. "We have 416 students from 20 Spanish-speaking countries," says principal Mira Sánchez Medina, "it's a little melting pot."

Dynamic, innovative and fiercely dedicated, Sánchez Medina is a bilingual biochemist educated in Puerto Rico, who was headed for medical school but switched paths when she discovered her

love for education. "Our goal is to take these students and move them forward to becoming bilingual so they can go to college and succeed in life," she says. "Developing language is what we're about, and literacy through content is the thrust of the curriculum... We aim to build students' English speaking, reading, writing and listening skills while maintaining the richness of their native language and their culture," she explains. "Our expectations are high, and meeting them is not easy.

"Many of our students aren't well prepared, meaning they can't read and write well, even in their native language; these are our Students with Interrupted Formal Education (SIFE). We have SIFE kids here who have missed three to five years of schooling. They need a dual literacy program in which their native language skills are strengthened first, which makes for a stronger transition to more difficult subject matter later on." The emphasis is still on demanding academics, Sánchez Medina stresses, and every curriculum area is standards-based. "With support, any student can do it," she maintains, although it means much material must be translated—even if it's already in Spanish.

"Everyone here works *so* hard! It's been painful to develop a school of this nature," Sánchez Medina admits, "there was no established curriculum, no model to follow. We've had to make real sacrifices to get where we are today." Luckily, Manhattan Bridges' team of 32 teachers is "very committed, very connected...everyone

Leslie Pulé, arts coordinator and teacher of English as a Second Language, loves bringing art into ESL by assigning students to read a story and then illustrate it, using the computer. "Kids love computers, and more often than not, they reach into their own personal experience and embed it in what they're doing. What could be better than that?" An Australian by birth who lives in New York because of the wealth of cultural opportunities, Pulé says his role as an ESL teacher is not just to bring students to a level of fluency, but to teach them "what it truly means to be functioning as a New Yorker." Next year, he'll add a theater course that students can use to meet their art requirement; and, he adds, "it's all literacy based."



"The people are warm and the kids are respected," says South Brooklyn Community teacher Patrick McGillicuddy. "It helps students get past having once been labeled a failure or a dropout."



knows everyone,” she says, so the school is “family-like”—a vital factor for kids with sometimes extraordinary needs. “We have students who live in shelters, and some who are 20 years old,” she points out. “Enhancing their emotional well-being is critical if we are to engage and sustain them through graduation.”

Community support for the school is also plentiful. National Academy Foundation, the school’s lead partner, provides technology and professional development for staff and students; the Pearson Foundation, which supports literacy and digital learning, has supplied computers to the school, so the student-to-laptop ratio is nearly one-to-one, and instead of a chalkboard there’s an interactive Smartboard in every room.

Technology is a powerful partner, teachers here have found. Because teens take to it so readily, it helps them

leap the language barrier and facilitates the learning process in all subject areas. Other local resources such as New York University, Time Warner, the Museum of Modern Art and Carnegie Hall offer intercultural experiences with job shadowing, internships, mentoring, scholarships and multidisciplinary projects in literacy, music and art. Manhattan Bridges’ class of 2007, 84 seniors strong, was the first to graduate, with a top GPA of 93.6%.

In Brooklyn...

On the waterfront, directly facing the Statue of Liberty, the area known as Red Hook has been

considered one of the city’s toughest corners for ages. But nonprofit organization Good Shepherd Services has long been a bright spot in the neighborhood, providing counseling and youth development, and running community-based education programs. All of which make it an ideal partner for South Brooklyn Community High School—the smallest of small schools, just for truants and dropouts. Here, 150 students ages 16 to 20 benefit from an accelerated program offering the opportunity to earn 15 credits a year, plus an extraordinary support network that extends from school to home and throughout the community.

“Good Shepherd is the engine behind this school,” says history and government teacher Patrick McGillicuddy. “In the past, the city had approached them to run a small program in the basement

of John Jay High School, which they did for many years.” Building upon this success, Good Shepherd, New Visions and the Department of Education, designed an innovative school that meets the more rigorous demands for Regents diplomas³ that former dropouts must now meet. The five-year-old school now occupies several levels of Good Shepherd’s modern headquarters, where students enjoy light-filled classrooms, state-of-the-art science and computer labs and a spotless gym on the top floor.

Students who are admitted to the transfer school must be two years off-track for graduation (from course failure or truancy) or have dropped out. They follow a program tailored to their individual needs. Guiding them through the process are advocate/counselors who greet the students at the door every morning, know the details of their lives and help them manage problems. If students don’t show up, their counselor will call to find out why. “The whole school revolves around the fact that it’s the student’s choice to be here,” McGillicuddy explains.

There are a number of signs that this school is different than what students have experienced before; one is that they’re free to call teachers by their first names. Another is the standardized biweekly progress report used to track their performance, which, according to McGillicuddy, makes it quite clear to students what their strengths and weaknesses are, and “transforms ‘Why’d you fail me?’ into ‘Why didn’t you live up to your own expectations?’” The school also offers teachers unusually generous latitude to vary the curriculum so that harder-to-reach students find it relevant.

McGillicuddy, who brought a strong background in nontraditional

³ A New York State high school Regents diploma is earned by passing a series of courses in specified subjects, and scoring 65 or better on a standardized test for each course.

approaches to the school from his prior teaching stint in Hong Kong, was overwhelmed his first year in Brooklyn, when his history and government class “just was not working,” he recalls. Then he decided to try reenacting Supreme Court cases as a way of livening up the lessons, and it took off. “Students finally got past being too cool to care,” he says, “and once that breakthrough happened, I thought, let me turn my whole class into this.” He participated in the Washington, D.C.-based Summer Institute for Teachers run by the non-profit organization Streetlaw, which brings educators together with justices to talk about their work. He even ended up winning the organization’s Educator Award—and met Sandra Day O’Connor at the presentation ceremony.

Most rewarding of all, McGillicuddy says is that “every year you get to see kids’ lives turn around.” South Brooklyn operates on a three-cycle schedule from September to June, so at the end of each cycle, a group of students becomes eligible to graduate, a good number of them heading off with scholarships to two- and four-year colleges. “These are kids who stand up at graduation and say, ‘My whole life people said I couldn’t do this, but I can and I did.’” He adds, “This is a really good job.”

No Easy Answers

When it comes to rescuing failing schools, going small seems to be the best answer. But it’s not an easy answer...nor is it the only answer for all schools. There have been reports of significant bumps in the road since the New Century High Schools Initiative was launched in 2002: Not all community partnerships were sufficiently productive for reasons ranging from unrealistic expectations about their role as partners to inability to cope with school bureaucracy, so some relationships had to be renegotiated or scrapped; other schools’ advisory



Biz-Tek Institute ninth-grade students (l. to r.) Nur Syahirah, Bushra Bibi and Tania Begum with director José Rios, a New York City teaching fellow who brought corporate experience to his division and transformed outdated courses into two high-achieving tracks, business or technology, which lead to certification. “All students over time will see payouts at the end,” Rios claims, “and better vision of a path keeps them from going astray. Our key strength is that we offer tangible, lifelong outcomes.”

systems were ineffective at first, meaning more training was required; innovative teaching methods were occasionally lacking, and a few schools have undergone several major leadership changes.

Replacing a huge, troubled high school is a difficult and drastic measure,

to be sure. Local residents may resent the loss of a school that’s seen as a central feature of their community—and have little faith that the system will produce a better replacement. Families may object to the phasing-in process when small schools are established, mixing



“haves” (students who move into the new school) and “have nots” (those who remain in the old, problem school) in the same building. It takes more than public relations campaigns to win over parents who believe their children are being shortchanged by the system. Only by demonstrating success for students, including investing in students in the phasing-out schools as the DOE had to do, will families come to believe that high schools can be made to function well for their daughters and sons.

What’s clear is that a one-size-fits-all approach to student achievement will

never work in New York City, as schools chancellor Joel Klein has observed. The city’s size and diversity call for a system of schools with widely varying characteristics in which all students can earn a Regents diploma and prepare to succeed in college and careers. When neither a large school nor a small one is just right, some schools have found a creative solution. Some mid-performing large schools that aim to achieve the highest graduation rates are redesigning themselves to combine the benefits of both large and small schools—with remarkable results. Hillcrest High School in the borough of Queens, for instance, went from large, lackluster institution to award-winning New York State School of Excellence when it formed small learning communities (SLCs) offering specialized career-focused training in pre-med, business and technology, health careers, public service/law, teaching, theatre and humanities as well as targeted remediation and ELL classes, all under the direction of one principal. The school’s 3,400 students now select one of the seven divisions of less than 500 students each (with its own teaching and guidance staff), or enroll in an immersion program in order to qualify for one of the other SLCs.

“We’ve got the best of both worlds,” says principal Stephen M. Duch. He oversees a team of seven directors, one for each SLC, who have received extensive leadership training from New Visions. They in turn oversee their division’s teachers, making sure their unit adheres to rigorous standards, encouraging innovative solutions to problems and supporting the culture of cooperative learning, intervention and experimentation that keeps the school moving forward. According to Duch, the staff adapted seamlessly to the new organization and interdisciplinary approach, and has remained highly motivated ever since, many teachers going for extra

training to become “trailblazers,” as Duch calls them. “This approach isn’t for the worst schools,” Duch advises, “but it can save a marginal one from slipping down and becoming unsalvageable.” Today, a more dynamic Hillcrest enjoys strong support from the highly diverse, mostly middle- and working-class community, with graduation rates just about meeting the Initiative’s 80 percent goal. A recent survey of Hillcrest parents shows that 92 percent expect their children to attend a four-year college after graduation.

Seeing that *all* New York City high school students meet college and career goals is the New Century High School Initiative’s next objective. An additional \$10 million grant from the Corporation aims to help in this effort. “Ambitious, pragmatic reform of urban high school education is possible, and sustaining these gains is essential,” Carnegie Corporation president Vartan Gregorian says, “but the bar must be set higher, and these schools must not only work to maintain high graduation rates but push for even greater achievement.”

“The small schools movement has catalyzed significant change in New York City’s secondary system,” Michelle Cahill adds. “It is proving to be an effective pathway to academic success for many high school students. Now we have to up the ante by strengthening commitment to students’ college readiness and capacity for success. The new grant will help to make curriculum changes and to strengthen leadership and teaching. It will give students greater academic support along with career exploration and training. NCHS is proud of the 78 percent graduation rate that’s been achieved, but college success for all is a new and daunting challenge. New Century is committed to ratcheting up the work in order to achieve college readiness as the norm in every one of its schools.” ■



The Illinois New Americans Initiative at work: a citizenship workshop in Chicago.

Easing the Trans Immigrant

by
JOYCE
BALDWIN

For Carlos Enriquez, July 11, 2006, was a very special day because it was then that he attended a Naturalization Oath Ceremony in Illinois and became a citizen of the U.S. Enriquez, now a 35-year-old professional working in international business and business administration, had come to the U.S. on vacation nine years earlier from Colombia and was impressed with this country. “The United States is a country that, if you work hard and do the right thing, you can go far, with no problems and without thinking that someone might kidnap you,” he explains. “You have the opportunity to go as far as you want to go.”

By the time he became a U.S. citizen, Enriquez had been a legal permanent resident for more than eight years, but he had not begun the naturalization process,



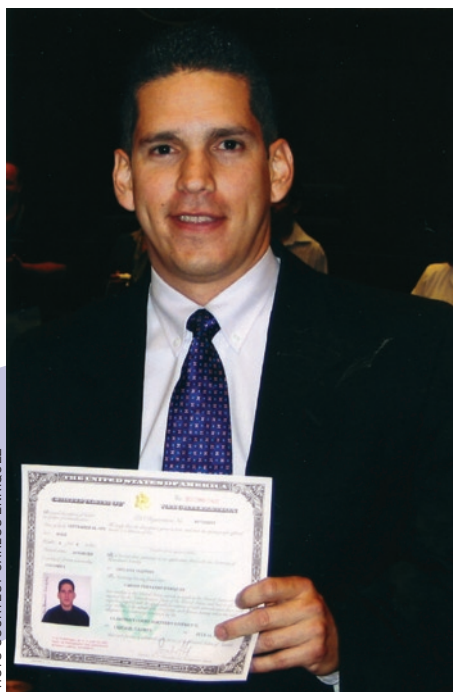
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ition from to Citizen

The path to citizenship may be both lengthy and complex, but for many immigrants, the process is a road they are determined to follow—with a little help along the way.

in part because he had been told by other immigrants that it was difficult, even impossible. But Enriquez had begun to think of the U.S. as his home. “When I went to Colombia for a vacation, I felt homesick for the States,” he says. Then a television commercial that explained the benefits of becoming a citizen caught his attention. The commercial was sponsored by the New Americans Initiative, a partnership program of the state of Illinois and the Illinois Coalition for Immigrant and Refugee Rights (ICIRR), which also sponsors citizenship workshops. When

Baldwin has written on a wide range of topics for many national publications and is author of two biographies for young adult readers.



Carlos Enriquez receiving his Certificate of U.S. Citizenship

Enriquez heard the commercial, he decided to attend one of the workshops to learn more about becoming a U.S. citizen. “The New Americans program was so helpful; they made it so easy,” he says. “I became a citizen in six months.”

On the day he took the oath of citizenship, Enriquez donned his best suit and asked his girlfriend, Julia, who attended the ceremony with him, to take his picture to mark the occasion. On the same day he applied for a U.S. passport, which is now one of his treasured possessions. Two weeks after his oath ceremony, he and Julia were married, and on Election Day November 2006, he exercised his power as a U.S. citizen, casting a ballot here for the first time. Each of these landmark events has been marked by a photograph, and on June 23, 2007, another photo was added to his album when his wife gave birth to their daughter, Gabriella. Recognizing how valuable the New Americans program was for him, Enriquez now volunteers once a month at the citizenship



Alfonso Aguilar, chief of the U.S. Office of Citizenship in Washington, outlines the Greater Chicago, and Soo Ji Min, executive director of the Korean American

workshops, helping others, he says, “in the same way that they helped me.”

Path to Citizenship

Enriquez is only one of more than 23,500 immigrants who have been assisted in the citizenship application process by the Illinois New Americans Initiative citizenship program that began early in 2005 and has received praise from many quarters, including Alfonso Aguilar, Chief of the U.S. Office of Citizenship. This program was funded by the state of Illinois for \$3 million per year for three years, and funding has been extended for one more year, at a level of \$3 million. The citizenship workshops aim to help integrate immigrants into the American mainstream by helping legal permanent residents with their N-400 citizenship applications and providing them assistance with other parts of the citizenship process, including preparing for the test.

Often 350 people come to the once-a-month Saturday workshops in Chicago and about 150 attend one of the suburban workshops, with parents frequently attending with their children. At the registration table, the immigrants are asked to show their green cards and to sign an agreement to give clear and honest information. After a lawyer or paralegal reviews these materials, the applicants then meet with trained volunteers who help with the application forms. A photograph and an exit review complete the process. In addition to these workshops, community-based organizations, including schools and places of worship that are grantees of the New Americans Citizenship Initiative, provide assistance on a daily basis. The initiative also helps immigrants put down roots with referrals to English and citizenship classes, helps them prepare for the citizenship test, the in-person interview and the oath ceremony.



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Illinois' New Americans Initiative on February 21, 2005, as Hind Makki, left, with the Council of Islamic Organizations Community Services, listen.

Among the fifty states, Illinois ranks fifth as an immigrant-receiving state, with 1.6 million immigrants. Nearly 350,000 legal permanent residents of Illinois are currently eligible for citizenship and an additional 142,000 people living in the state will soon become eligible, meaning that they hold a green card and will soon have lived in the U.S. for at least five years. Yet, annually, an average of only 32,000 legal permanent Illinois residents go through the naturalization process. Recognizing the need to reach out to these residents, the citizenship program has launched an informational campaign on Spanish-language media, with commercials such as the one that prompted Enriquez to begin his naturalization process. Enriquez is not alone. The number of immigrants applying for citizenship in the Chicago region increased from 28,000 in 2005 to 38,000 in 2006, a 33 percent increase.

Requirements for becoming a citizen include holding a green card and living in the U.S. for five years. Waiting many more years than that to apply for citizenship may mean that residents will have a more difficult time completing their citizenship applications because they then must supply details of their lives for many years, including information about their children, dates of travel outside the U.S., dates and nature of employment and various addresses where they have lived. “There is a tremendous need to educate legal immigrants about the importance of citizenship and the steps they need to take to become citizens,” explains Karla Avila, director of the New Americans Initiative. “The ten-page application goes through your whole background and requires dates about many things. This can mean keeping track of a lot of information and some people became legal permanent residents 20, 30 or even 40 years ago.”

The complex barriers that cause immigrants to wait many years to decide to apply for citizenship include the lack of a cohesive national policy and the fact that immigrants are often confused about how to proceed or are afraid to ask for help. Maria Estela Bautista emigrated to the U.S. from Mexico 30 years ago when she was nine years old. Her parents were already living in the States, and they drove to Mexico to bring Maria to live here with them. “I was so happy we were going to America,” she recalls, adding that she remembers that on the drive to Chicago her parents stopped in several places to show her some of their new country. Bautista now works as a parent mentor at the Morrill Elementary School in Chicago, tutoring students, assisting teachers and helping in the school office. The mentor program is sponsored by the Southwest Organizing Project (SWOP), which is one of the community service organi-

zations funded by the New Americans Initiative. Bautista says she knew about the N-400 citizenship form for years but only recently made the decision to apply when her SWOP coordinator suggested she attend a citizenship workshop. Bautista and her husband, Juan, who are the parents of four school-aged children, attended a workshop in March and are happy that they did. Although

U.S. until five years later, in 1978, and Zajaczkowska had to wait until 1980 to get a passport and join them. It was not until 1995 that Zajaczkowska was able to gain her U.S. citizenship. “When I see all those cases [that come to the Polish American Organization], I know what those people go through,” she says. “I went through the whole process and for two years was undocumented. We

by ICIRR and the Governor’s Office of New Americans. In the Governor’s Office, the order created the Office of New Americans Policy and Advocacy and the State Interagency Task Force, made up of directors of state agencies and staffed by the office. On the community side, the New Americans Executive Order created the New Americans Policy Council, made up of 26 leaders

“We need a new workable legal system for immigrants. really worked so far. Let’s hope we will figure out how to in the future.”—GRAZYNA ZAJACZKOWSKA, POLISH AMERICAN

there can sometimes be a long wait when a workshop is crowded, Bautista says the process was organized. “Everything is set for you as long as you have all the information you need. That’s what I liked about it, that they were ready for you.” Reflecting on her experience in the U.S., Bautista says, “People who have the residency [requirement] should apply for citizenship. It is better to be legal in all ways, and we can make something better for our future and for our country, the United States.”

As Director of Immigration Services for the Polish American Organization (www.polish.org), Grazyna Zajaczkowska draws on her experience as an immigrant to help educate others about issues ranging from employment and domestic violence to immigration services. Certified by the Immigration Board of Appeals, the Polish American Organization provides bilingual and bicultural services primarily to the Polish community living in Illinois. Zajaczkowska’s father emigrated to the U.S. in 1973, but her mother and younger sister could not emigrate to the

need a new workable legal system for immigrants. Nothing has really worked so far. Let’s hope we will figure out how to do it better in the future.”

A Unifying Force

Building on the success of the citizenship initiative, Governor Rod Blagojevich, the son of Serbian immigrants, signed the New Americans Executive Order on November 21, 2005, with the goal of developing a more cohesive approach to immigrant integration in Illinois. It was the first such executive order in the nation and, as noted later in this article, other states are considering it as a model or have implemented similar actions. Research is showing that helping immigrants become citizens provides them with the basis for positive outcomes in education, healthcare and the workplace, and that society benefits by having citizens who actively participate politically, socially and culturally.

The Illinois executive order is a partnership between the Governor’s Office and the immigrant community, staffed

from around the state, and the National Advisory Panel, both staffed by ICIRR. The Blagojevich administration has also launched the All Kids Program, which ensures healthcare for all children in the state, and Preschool for All, legislation that makes preschool available to all three- and four-year-olds in the state.

“The New Americans Executive Order is the unifier of the many things that have been happening around the state [in immigrant and refugee integration],” says Grace Hou, Assistant Secretary in the Illinois Department of Human Services, adding that it is not the intention of the order to develop a new group of programs and services. “This put an exclamation point behind everything that we are doing and set the stage for what we want to do in the future and how we can sustain some of the efforts we have put forth so far.”

With one-in-five residents of Illinois being immigrants or the children of immigrants, Hou says, “It would be irresponsible for a state government to turn its back on this population because it’s who we serve. We need to be dynamic

and flexible and reactive to the people we serve. That's how we framed it, and so it has been well received."

The New Americans Policy Council is comprised of 26 leaders from all over the state, including a farmer, a police chief, educators, social service providers and business representatives. In the first year of the project (2006), the council addressed citizenship,

year, \$150,000 grant from the Joyce Foundation awarded in 2006; and a \$50,000, one-year grant awarded by Carnegie Corporation, also in 2005. "I'm very, very impressed with the really thoughtful collaboration between an advocacy organization and the state," says Julia Stasch, MacArthur Foundation Vice President, Human and Community Development. "It's been a marriage of fine purpose."

Despite the advances being made there is concern about state funding for the executive order and its programs. "It's great that an additional \$3 million—and possibly another half-million—may be included in the state budget, but the governor should be doing so much more; otherwise, the executive order becomes not much more than a piece of paper," says Daranee Petsod, Executive Director of Grantmakers Concerned with Immigrants and Refugees (GCIR). "For example, the We Want to Learn English program, which is a major feature of the recommendations, should be funded at a significant level. Demand for ESL classes in every state far outweighs the availability of classes, and this demand will increase exponentially should a comprehensive immigration reform measure pass in the future, as learning English will likely become a requirement of gaining legal status." The We Want to Learn English authorizing legislation was approved overwhelmingly by both the Illinois House of Representatives and the State Senate, and actual funding levels will be set during what is turning out to be one of the most contentious budget negotiations in the history of the state.

Thirteen months after the executive order was signed into law, the council released *For the Benefit of All*, a 28-page report of its recommendations for immigration integration in Illinois (<http://www.icirr.org/naeo/docs/pc-report.pdf>). In a statement that accom-

panies the report, Blagojevich wrote, "These strategic recommendations will help Illinois lead the nation when it comes to providing opportunities for newcomers, and will allow us to standardize and improve key services that Illinois provides to immigrants and refugees." Recommendations address four challenges that focus on assisting newcomers and their children through

Nothing has do it better

ORGANIZATION

English acquisition, human services, health care and education. In 2007 the council members addressed issues of housing, home ownership, police-community relations, workforce development and entrepreneurship. They are developing recommendations that will be published in the fall of 2007. "What distinguishes our policy council is that it is a true partnership with the Governor's Office," says Lisa Thakkar, New Americans Executive Order Policy Project Coordinator. "Throughout the process, we talk with [staff members of] the Governor's Office about the council's recommendations to determine which are realistic, cost-effective solutions that will benefit the most people." She continues, "This partnership really gives the project 'teeth' because we have buy-in from the office from the beginning, which will allow us to actually get things implemented."

Grants from private foundations to help launch executive order programs include a two-year grant of \$250,000 from the John D. and Catherine T. MacArthur Foundation in 2005; a two-



Illinois Governor Rod Blagojevich

the process of becoming contributing and integrated members of society and ensuring them practical, local access to statewide services and opportunities.

These programs are designed not only to recognize and help develop the ways in which immigrants contribute positively to our society but also to preserve and enhance the cultural diversity that is a strength of our country. In *Lockout: Why America Keeps Getting Immigration Wrong When Our Prosperity Depends on Getting it Right* (Public Affairs, 2006), author Michele

Wucker, who is a Senior Fellow at the World Policy Institute at the New School in New York City, points out the importance of ensuring a heterogeneous society and why efforts to encourage diversity in our culture help enrich the lives of all Americans. “As a country, we should encourage efforts to honor the little parts of daily life, the quirks and habits that make a people,” Wucker writes. “We must reinforce the values that brought us together—freedom, respect for rights, justice, equal opportunity, and the desire to build and progress—and work together to amend the areas where we have failed to honor those values.”

The Illinois executive order recognizes the contributions of immigrants in economic, social, cultural and political venues in Illinois and the nation. “The executive order helps maximize the assets that immigrants bring to our state,” says Joshua Hoyt, executive director of the ICIRR. Research shows that Illinois immigrants fill gaps at both the low and high ends of the labor market. In Illinois there is a higher percent of native-born people who have high school diplomas, yet a greater percent of the immigrant population has bachelor degrees and the immigrant population also has a higher average salary. The state has a number of corporations that operate on the global level, notably those in the pharmaceutical and agricultural sectors, including companies that manufacture farm equipment, and Illinois also is home to world-class hospitals and has a large convention and tourism economy. The need is great for immigrants in all these areas, including those who are bilingual or multilingual whose skills are valuable in the hospitality sector, those who hold medical, engineering or other advanced degrees and those who work changing beds, bussing tables and providing various types of essential help in service areas.

Immigrants are also a powerful part of the housing economy, with more than 80 percent of the increase in suburban home purchases in Cook County from 2000 to 2005 attributed to immigrants.

Other ICIRR Efforts

The ICIRR web site (www.icirr.org) keeps tabs on what is happening regarding immigration nationally and locally, and encourages immigrants and their supporters to take action, urging them to march with their feet in rallies such as the annual unity march for immigration as well as to march with their fingers by calling their senators and sharing their thoughts on the need for comprehensive immigration reform on a national level.

Links on the web site lead visitors to sites of other ICIRR projects, including Illinois Is Home, which helps the nearly three-and-one-half million Illinois immigrants and their children, with a recent primary focus on the proposed Road Safety and Mandatory Auto Insurance Act, HB 1100. The executive summary of *Safety and Savings: How Drivers' Certificates Would Lower Insurance Premiums and Make Our Roads Safer*, reports that 250,000 unlicensed and uninsured immigrant motorists drive in Illinois. To address this issue ICIRR advocates drivers' certificates, which have a different look than a driver's license, and thus cannot be used as an identification card nationally. However, the value of the certificates is that they qualify the holder to purchase automobile insurance. As the *Safety and Savings* report states, since immigrants account for more than \$6 million in expenses associated with automobile collisions, drivers in the state would each save nearly \$60 annually in insurance premiums if half of the immigrant drivers had insurance. That figure would climb to \$88 if three-quarters of the state's immigrants were insured. This bill, which

was passed by the Illinois House of Representatives, marks the first time a bill that favors undocumented immigrants has been passed by this legislative body. Hoyt says, “It is currently stalled in the Illinois Senate, two votes short of a majority, by the same anti-immigrant backlash that killed the national immigration reform. We are proud of coming as far as we did, but frustrated by the viciously polarized nature of the debate on the undocumented.”

The New Americans Democracy Project (NADP) encourages new citizens to register and vote. Their eighteen fellows fanned out around the state to work at a grass-roots level prior to the 2006 election, enlisting more than 1,550 volunteers who registered more than 16,500 new voters. The detail-oriented

*“If we can
a much easier time
helping elected
effectively integrate*

volunteers sought voters by going door-to-door, making telephone calls, sending letters and following through with more contacts on Election Day. NADP also enlisted the aid of 39 lawyers to ensure “election protection” at the ballot box.

Eun Young Lee, who emigrated to the U.S. from South Korea in 1992, when she was nine years old, has learned that her vote means a great deal. Lee is Citizenship and Youth Coordinator of the Korean American Resource and Cultural Center (www.chicagokrcc.org), an organization that receives funding from the New Americans Initiative. She had to learn English quickly when her

family moved to Illinois and no one in her suburban elementary school—even youngsters of Korean heritage—spoke Korean. Lee remembers that although her teachers were very helpful, she sometimes would spend five or more hours doing homework because of difficulties with reading and writing English. But she persevered and soon became fluent in English. When her family members applied for green cards, the applications were mishandled by their lawyer, and they were delayed applying for citizenship. “I figured, what’s the difference, except being able to vote,” Lee explains. But through her job, which involves meeting with both state and federal legislators, she has become more aware of the power of the vote, and she proudly proclaims that her mother became a

first of their kind in the nation, they are in the spotlight as a model for other states exploring ways to welcome and assist their immigrant population. In assessing the ICIRR experience, Lisa Thakkar says that it is important to have a partnership approach with government, funders and external constituents and that the partners, especially those within the state government, must be strong. She says it is also useful to initiate a planning process with a measurable programmatic goal such as a citizenship program of English classes to make it more likely that the recommendations will be accomplished and not be “just a report.” Thakkar says it is important to keep the governor personally engaged and that in hindsight, the ICIRR should have begun with hous-

of opportunity and new beginnings,” Corzine said at the signing. “And today, we take an important step in creating a comprehensive statewide strategy for weaving immigrants into the economic, social and civic fabric of our communities and state.” The panel is empowered to study and to make recommendations for a comprehensive statewide approach to better help immigrants become integrated in New Jersey. The focus of the panel’s work will be a wide range of issues, including education, citizenship status, fair housing, healthcare, language proficiency and employment and workforce training.

Commenting on Carnegie Corporation’s interest in supporting the Illinois efforts and helping disseminate information about the state’s

change the nature of the conversation, we will have both fighting anti-immigrant initiatives as well as officials understand the need for initiatives that our new Americans.”—PRAMILA JAYAPAL, HATE FREE ZONE

citizen on Valentine’s Day 2007 and that she, her father and brother have all recently filed citizenship applications. “I realized that the right to vote should never be taken for granted,” Lee says. “I see the direct effect a vote has and how much I can give back to the community. I am lucky to be a Korean immigrant who speaks both English and Korean fluently, and I want to use this blessing to help empower other members of the Korean community.”

A Model

With the Illinois executive order and the New Americans Initiative the

ing, home ownership, workforce development and entrepreneurship issues, since they spotlight the contributions of immigrants better than the softer issue of human services.

New Jersey is another state with a rapidly growing foreign-born population, and on August 6, 2007, that state’s governor also signed an executive order that will have a direct impact on its immigrant population. The New Jersey executive order, signed by Governor Jon S. Corzine, establishes a 27-member Blue Ribbon Advisory Panel on Immigrant Policy. “For years New Jersey has been a gateway to America—a place

model, Geri Mannion, Program Director of Carnegie Corporation’s U.S. Democracy Program says, “The executive order and the New Americans Citizenship Initiative offer an opportunity for the public to see immigrants in a positive way. Immigrants are here, they are taxpayers, they are contributors both socially and economically, and as they increasingly become citizens, politically. Despite their amazing contributions, they are often seen in a negative light. Executive orders give policymakers, especially at the local level, the ability to showcase

the positive contributions and impact of immigrants on a wide variety of issue areas and especially to highlight how they are working to integrate into all aspects of U.S. life. Like the millions who have emigrated to the United States in the generations before them, today's immigrants will continue to help make America the great nation it is."

Grantmakers Concerned with Immigrants and Refugees (GCIR; www.gcir.org) is partnering with ICIRR to assess where the opportunities are to create immigrant integration policies across the country at the local and state level. Using the executive order in Illinois as a source of inspiration to other states and localities, the group has been looking at how best to engage foundations in promoting immigrant integration in states as varied as California, Minnesota and New Hampshire. "Although the executive order is spurring interest in creating integration policies, we are finding that it is not a viable option for many states for

a whole host of reasons," says Daranee Petsod of GCIR. "In California, for instance, we are looking at creating an immigrant integration infrastructure at the county level, modeling the effort after the comprehensive immigrant integration program in Santa Clara County."

GCIR has held a series of strategy meetings with public and private funders to develop a common vision for immigrant integration in California. The effort's first undertaking is a statewide project to determine, county by county, the number of immigrants living in the state and what is needed to help them through the citizenship process, including learning English and preparing for the U.S. citizenship exam. The Zellerbach Family Foundation, the California Community Foundation, and the Evelyn and Walter Haas, Jr. Fund have invested in the mapping project. But the overall effort to build a statewide immigrant integration infrastructure currently involves more than

a dozen local, regional, and statewide foundations.

Washington New Americans, a project being proposed for Washington State by Hate Free Zone (www.hatefreezone.org), is based on ideas gleaned from the Illinois effort, research on immigrant integration from various sources including the Migration Policy Institute, and Hate Free Zone's extensive experience working with immigrant communities in Washington State and understanding of the challenges and opportunities these new Americans face. The program seeks to make Washington a state that welcomes immigrants and helps them feel part of their community, so that they can lead full and rewarding lives and contribute to society.

The Illinois prototype and its documentation has helped inspire the Washington effort. "It is an enormous help to us to say that this has been done in Illinois," says Pramila Jayapal, Executive Director of Hate Free Zone.



A LONG ISLAND, NEW YORK, PERSPECTIVE

The headline in the lead editorial of Long Island's *Newsday* on May 16, 2007, endorsed a Hagedorn Foundation report on Long Island's Hispanic population, saying it "should be required reading." The report found that the Island's Latino population of 330,000, nearly triple that of 1980, had far outstripped the growth in other segments of the area's population. Prepared by two economists, Mariano Torras and Curtis Skinner, the 32-page document

assessed the impact of the growth of the Latino population on the economy and concluded that many different criteria, including \$5.7 million a year spent by these Hispanic residents, indicated that they were important to the economy and also a significant political and cultural force.

Darren Sandow, Executive Director, said the foundation is dedicated to promoting social justice on Long Island and

"Politicians shift whichever way the wind blows. I like to think of the Hagedorn Foundation as working to partner with local organizations to change the wind and the way that the public thinks about and reacts to immigrants, so that their message to politicians will change the way politicians interact with this population. We're trying to change the wind."—DARREN SANDOW, EXECUTIVE DIRECTOR, HAGEDORN FOUNDATION





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Hate Free Zone is working to showcase the contributions of immigrants in Washington State, where the Hispanic population grew by 28 percent from 2000 to 2006. That makes it the fastest-growing minority population in a state that borders not Mexico, but Canada.

“When you can point to something that has been done in other places, it doesn’t make your governor or another elected official feel like they are stepping out on the plank by themselves.”

The proposal includes a four-pronged effort, with an executive order, a citizenship initiative, a pilot program to test the establishment of welcome centers at already-existing family-based centers

and a public education campaign aimed at shifting the tenor of the conversation about immigrants and immigration.

Recognizing that politicians weigh what decisions are politically beneficial, Jayapal says, “If we can change the nature of the conversation, we will have a much easier time both fighting anti-immigrant initiatives as well as helping elected officials understand the need for initiatives that effectively integrate our new Americans.” She says Hate Free Zone is working with Governor Christine Gregoire to discuss the possibility of announcing an executive order on immigration in the fall of 2007. Hate Free Zone also hopes to launch the citizenship initiative in 2008. Hate Free Zone plans to seek funding from public and private sectors, including state, county and city funding, as well as funding from foundations and businesses that draw their work force from immigrants. In this way, she says, “everybody will have a stake in what happens.” ■

seeks to welcome immigrants and help them become assimilated into the community. “The executive order [in Illinois] set the bar very high in the way we embrace the immigrant and Anglo community,” he said. “We get most of our ideas from partnering with folks such as Carnegie Corporation and other foundations that are part of the Four Freedoms Fund. We have learned a lot from bigger foundations and that is an important message to smaller foundations—that there is a lot to be learned from partnering.”

In addition to the economic report on the Hispanic population, the foundation has studied the population of Greenport in Suffolk County and found that the village had a 30 percent year-round population of Latinos, not the frequently reported 10 percent. The foundation is also studying the development of a hybrid model of elements of the New Americans Initiative and those from other programs that would train volunteers from a number of organizations across Long Island. The curricula of these training centers would be centered around past and pres-

ent U.S. immigration, the current immigration debate, the process of naturalization and citizenship and a wide range of topics about the structure of the government. Trained volunteers would then run citizenship workshops. In June 2007, Long Island WINS, a media campaign supported by the Hagedorn Foundation, began airing ads on cable television channels that stress how immigrants contribute culturally and economically to Long Island. The Hagedorn Foundation (HHF; www.hhfdn.org) was founded in 2006 by the estate of Horace Hagedorn, who headed the Miracle-Gro Company before it merged with Scotts.

Drawing on a metaphor used by Martin Luther King, Jr., Sandow says, “Politicians shift whichever way the wind blows. I like to think of the Hagedorn Foundation as working to partner with local organizations to change the wind and the way that the public thinks about and reacts to immigrants, so that their message to politicians will change the way politicians interact with this population. We’re trying to change the wind.”

International



STRATEGIES FOR GLOBAL CHANGE

News Flash:

■ Founder of hedge fund gave £230m to charity

“The founder of a highly successful City hedge fund has emerged as Britain’s most generous philanthropist. Chris Hohn, who established the Children’s Investment Fund more than five years ago, donated £230 million to the hedge fund’s charitable arm last year...”

—*Daily Telegraph*, JULY 3, 2007

■ Donation State: Taxpayers Fuel Charity Boom

“A national charity boom is being led by [New South Wales] taxpayers, who are giving away a bigger share of their incomes as tax-deductible donations than people in any other state...”

—*Brisbane Times*, AUSTRALIA, MAY 7, 2007

■ Practice of Philanthropy Stressed

“Speakers at two separate meetings in Rajshahi and Barisal stressed on the need for revival of the traditional practice of philanthropy for well-being of mankind...”

—*Daily Star*, BANGLADESH, APRIL 27, 2007

■ International Youth Conference on Philanthropy Starts in Yambol

“Around 100 young people will take part in the International Youth Conference on Philanthropy, which is held in the Bulgarian town of Yambol today and tomorrow, informs Darik radio...”

—*News Bulgaria*, JUNE 30, 2007

■ Views Sought on Government Efforts to Promote Philanthropy

“Views of the public are being sought on the government’s plans to promote philanthropy as announced by the Second Finance Minister Tharman Shanmugaratnam in this year’s Budget speech...”

—SINGAPORE NEWS, *News Channel Asia*, JULY 17, 2007

■ You Too Can Be a Philanthropist

“Most South Africans would hardly see themselves as philanthropists... like Warren Buffett or Bill Gates... but now you can be, thanks to an organisation that is trying to change our perceptions about giving...”

—*The World at Six*, SOUTH AFRICA, JUNE 5, 2007

Philanthropy

*Andrew Carnegie
championed the idea
of strategic philanthropy:
he thought it was
better to give people
a fishing rod than a fish.
Today, a new generation
of international
philanthropists
is following his lead.*

by
JUDITH H.
DOBRYNSKI

All over the world, headlines are telling a tale: Inspired by the highly public actions of the \$30-billion-plus Bill and Melinda Gates Foundation and other big American givers, philanthropy is exploding—both spreading and growing as never before. Interest in it surely is, and there is strong anecdotal evidence that giving is flourishing in dozens of countries. By one count—the 11th annual World Wealth Report published in June 2007 by Merrill Lynch and the global consulting firm Capgemini—about 11 percent of the 9.5 million people around the world worth more than \$1 million donated to philanthropic causes in 2006. All told, they gave away \$285 billion, or about 7 percent of their net worth.

Some experts believe that figure, which was drawn up this year by Merrill and Capgemini for the first time and was based on an economic model, understates the reality. The Center on Philanthropy at Indiana University estimates that U.S. donations alone, by large and small givers, reached a record \$295 billion in 2006, up from \$260.3 billion in 2005. In Europe, foundations are growing at what Susan Berresford, the outgoing president of the Ford Foundation, recently called a “remarkable” rate, with an average of 400 new foundations started each year over the past decade, for a current total of about 200,000.

In truth, it’s impossible to get a complete picture of global giving. “There’s almost no data on philanthropy in most countries,” says Paula Johnson, a senior fellow and expert on global philanthropy at The Philanthropic Initiative, a Boston-based nonprofit advisory group. “And definitions are different everywhere.” Plus, she adds, “a lot is still done quietly, anonymously, privately, without concern for tax reasons, so it’s not reported as philanthropy.” Making things very complicated, corporate “social responsibility” contributions are often lumped in with personal giving; in some countries, corporate giving can’t be separated from individual philanthropy because the books of family-controlled companies and personal assets are entwined.

Diana Leat, director of creative philanthropy at the Carnegie UK Trust—one of more than twenty organizations and institu-

Judith H. Dobrzynski, a former senior editor at The New York Times, Business Week, and CNBC, is a writer based in New York.

tions founded in the U.S. and abroad by Andrew Carnegie—deems much of the talk about big gains “hype” and “ill-informed.” “There’s been a growth of intermediary organizations to support high-net-worth individuals in giving,” she says, “but there’s no proof there’s been an increase in donations.” The hike in one common indica-

according to Susan Raymond of Changing Our World, a philanthropic consulting firm, Americans have given away about 2 percent of total GDP every year since at least 1963, a rate she says is higher than anywhere else). As Vartan Gregorian, president of Carnegie Corporation of New York has pointed out in *Some Reflections on the Historic*



Diana Leat and William Thomson, Carnegie UK Trust

Roots, Evolution and Future of American Philanthropy, an essay published by the Corporation in 2000, the modern concept of philanthropy—rooted in the Greek word *philanthropos*, meaning love of mankind—“evolved slowly, starting in Europe at the turn of the 17th century. At that time, there

was a burst of philanthropic activity, mostly associated with forming mutual-aid societies and promoting humanitarian reform.”

was a burst of philanthropic activity, mostly associated with forming mutual-aid societies and promoting humanitarian reform.” Philanthropy, in fact, has a long history in virtually every country, every culture. In the past, it was most often based in religious practice, whether Christian, Buddhist, Jewish or Islamic. Today, it still tends to be charitable in nature, attempting to meet immediate needs of the poor, or elitist, favoring causes that satisfy personal interests of or lend status to the donor. What distinguishes American philanthropy is its nature: Since the beginning of the 20th century, it has been institutionalized and it has been strategic. The great foundations started by the likes of Carnegie, John D. Rockefeller, and their successors, went beyond those that preceded them, beyond charity. They strived to assess needs, analyze the roots of problems, experiment with solutions, and aim for lasting impact.

Fair enough. But even if doubters like Leat are correct—that the value of donations has not boomed so far—the abundance of anecdotes suggests that, barring an economic crash or something else unforeseen, it will soon, as the acts of giving catch up with the announcements. What’s more, “competitive philanthropy,” wherein the super-rich strive to match or better donations of their rivals, seems to be taking hold in many countries—especially among youngish and still-active entrepreneurs. And there are undeniable signs of a different, more subtle, change—one that owes much to American philanthropy—that could be as important as the sheer amount of giving.

Contrary to much conventional wisdom in the United States, philanthropy was not invented here (although,

solutions, and aim for lasting impact.

“Since then, America has held the lead in philanthropy,” says Scotsman William Thomson, a great-grandson of Andrew Carnegie and an investor who lives in Perthshire. “A lot of people are looking back at his philosophy on philanthropy and thinking that this strategy has got lessons for today—you give people the means, the fishing rod, not the fish.”

“Now,” continues Thomson, who was once chairman of the Carnegie UK Trust and remains its honorary president, “the philanthropic model of the U.S. is being recognized much more globally, and people are saying ‘we want to do the same thing.’” In some parts of the world, Carnegie’s dictum that “the man who dies rich dies disgraced” is also taking root.

One doesn’t have to look far for evidence. Last July, Sir Tom Hunter, Scotland’s first billionaire, said he would give £1 billion to charities over the next ten years. His current fortune is estimated to be £1.05 billion. Hunter says he not only read Carnegie’s *Gospel of Wealth*, the 1889 essay in which Carnegie set out his philosophy of how private wealth should be devoted to public service, but also literally knocked on the door of Carnegie Corporation of New York for advice before starting his foundation, into which he has so far put £100 million (with more to come as that’s spent). In May 2007, Lord Sainsbury, whose London-based foundation has given away about £500 million since its formation in 1967, said he would donate his entire fortune before his death, amounting to about £1 billion over his lifetime.

“Philanthrocapitalism”

Tom Hunter, 46, is both emblematic of and outspoken about philanthropic trends. As a self-made man who parlayed an athletic shoe company he started with £10,000 into a huge busi-

ness, sold it, and made much more money in private equity, he is keen to use his business sense as he disburses his fortune. Call it venture philanthropy, social entrepreneurship, catalytic funding, philanthrocapitalism, or whatever, this brand of giving among the super-rich is even more focused on a strategy, innovation, and measurable results than in years past. These philanthropists treat gifts like investments, searching for the highest impact. “The thinking that makes entrepreneurs successful is crucial to philanthropy,” Hunter says. “It’s how you find solutions.”

He freely acknowledges that “competitive philanthropy” fever has spread to the United Kingdom. “It is absolutely alive in the U.K.,” says Hunter. “It’s the nature of the beast, and entrepreneurs won’t change their spots when it comes to philanthropy.”

It appears to be alive in a lot of other places, too, as those who’ve made it big in business make donations long before they retire. According to news reports, in China, real estate mogul Huang Rulun (known as “China’s Carnegie”) has donated at least \$35 million to education, health and poverty alleviation. In India, Anil Agarwal, the London-based chairman of Vedanta Resources, is pouring \$1 billion into a university modeled on Harvard. In Canada, Frank Giustra, a mining, movie, and investment executive, has pledged \$100 million plus half his future earnings from his natural resources businesses for the rest of his life to former President Bill Clinton’s Sustainable Growth Initiative to fight poverty in Latin America. In Iceland, Ólafur Ólafsson, chairman of a transportation company called Samskip, has started the first large private foundation with a gift of about \$15.2 million, and plans to fund social programs not only domestically but also, in an apparent first for Iceland, in developing countries.

The trend extends even to royalty:

A Gallery of INTERNATIONAL PHILANTHROPISTS



Tom Hunter, Scotland. Hunter is “keen to use his business sense as he disburses his fortune.”



His Highness, the Aga Khan, accepting the 2005 Carnegie Medal of Philanthropy*



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Tokyo Sexwale, South Africa, has joined the Global Philanthropists Circle.



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Sheikh Mohammed Bin Rashid al Maktoum, Dubai, has created a \$10 billion foundation.



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Dr. Kazuo Inamori, Japan. Inamori was a 2003 Carnegie Medal of Philanthropy recipient.

* A complete list of Carnegie Medal of Philanthropy winners: **2001** - Walter and Leonore Annenberg; Brooke Astor; Irene Diamond; the Gates Family; the Rockefeller Family; George Soros; Ted Turner. **2003** - The Sainsbury Family; Kazuo Inamori. **2005** - His Highness, the Aga Khan; the Cadbury family; the Hewlett family; the Packard family; Sir Tom Farmer; Agnes Gund. **2007** - The Tata Family; Eli Broad; the Heinz Family; the Mellon Family.

In the United Arab Emirates, Sheikh Mohammed Bin Rashid al Maktoum, the ruler of Dubai, recently created a \$10 billion eponymous foundation to focus on human development in the Middle East. And at the World Economic Forum at the Dead Sea in May 2007, Jordan's Queen Rania paid tribute to traditional alms-giving, but pleaded with participants for "more active giving" driven by civic engagement, social responsibility, and joint action.

"There is growing peer pressure among high-net-wealth individuals," says Diane Leat of the Carnegie UK Trust, especially in the financial sector, where some firms are insisting on a minimum level of donations by their employees. She might as easily have mentioned the technology world, where giving is also becoming the norm.

Even skeptics like Mexican telecom king Carlos Slim Helu, who has characterized mega-donors like Gates and Buffett as giving away money like "Santa Clauses," are nevertheless joining the ranks of major philanthropists. With a net worth (estimated variously at \$58 to \$68 billion) that may exceed that of Gates (about \$55 billion), Slim announced in the spring of 2007 that he would boost the endowments of his two foundations to \$10 billion from \$4 billion over the next four years as well as contribute \$100 million to the Clinton/Giustra initiative in Latin America. Some—particularly those in the media—have criticized both the pace of Slim's philanthropy and the fact that he has become wealthy in a nation where many live in intractable poverty, but he seems unconcerned by this criticism. "Poverty," he has reportedly stated, "isn't solved with donations." Had this been another era, the 68-year-old Mr. Slim could have passed all of his billions to his six children, because Mexico has no inheritance tax.

It's not just the peer pressure, or the example and notoriety of Gates, Buffett,

and Bill Clinton—whose Global Initiative is a call to action on poverty alleviation, health care, climate change and a fourth issue that changes annually—that is spurring on the growth in philanthropy. A trend this mighty has to have numerous roots, and it does, some older than others, all intertwined.

The one that makes it all possible is economic. "It starts with the growth in worldwide wealth and more wealthy people, the number of millionaires and the number of billionaires," says Paula Johnson of the Philanthropic Initiative. "And it's not concentrated in the U.S.—there are more billionaires in Europe than in the U.S." In 1996, *Forbes* reported that there were 423 billionaires in the world; by 2006, the number was 946. As for millionaires, the Merrill-Capgemini wealth survey reports that their numbers are growing fastest in Singapore, India, Indonesia, and Russia, with China not far behind. More broadly, according to the World Bank, per-capita global wealth amounted to nearly \$96,000 in 2000 vs. \$77,000 in 1990 (in 2000 constant dollars).

While the supply side of philanthropy—greater wealth—has been expanding, so, too, has the demand side. For one thing, the disparity between rich and poor remains vast: per-capita income in wealthy countries is \$439,000 vs. \$7,500 in the lowest-income ones. Such statistics are hard to ignore; they contribute to the renewed interest in fighting disease and poverty in Africa and well as to the rise of "diaspora philanthropy," the label applied to gifts by immigrants-who-make-good to projects in their home countries.

The Impact of Global Economic Growth

Perhaps even more, the increase in demand for philanthropy stems from political trends. The global economic

growth that generated this new wealth was spurred by the spread of market economies. Back in the '70s, the U.S. deregulated many sectors and cut taxes. In a wave of privatizations, Margaret Thatcher got the government's hand out of the business sector and put Britain on a long-term growth path. Like the old domino theory in reverse, Communism fell in country after East European country and in Russia, ending statism across a vast territory. Elsewhere, to stay—or become—competitive in an increasingly global economy, governments deregulated, allowed freer trade, and, sometimes, lowered taxes.

All this, in turn, prompted states to limit spending on social services and led to a profound narrowing of the state's role in everyday matters. Governments were no longer taking care of everything for their citizens. To answer the demands for services, a mass of non-profit organizations collectively known as "civil society" sprang up or expanded. These NGOs (nongovernmental organizations) or CSOs (civil society organizations), which carry out activities benefiting society provided by neither governments nor businesses, are not new. But they gathered speed after 1989, when Communism began to crumble. "The fall of the Berlin Wall is seen as a defining moment in the development of civil society," says Rob Buchanan, director of international programs at the Washington, D.C.-based Council on Foundations. Civil society—which is largely dependent on philanthropy—has since moved from buzzword to broad acceptance.

It's interesting to recall that Carnegie and Rockefeller started their foundations at a time when the U.S. government was stretched in resources, unable to provide a basic safety net for its growing population—exactly the conditions many countries have experienced in recent years.



Former President Bill Clinton (left) announcing the creation of the Sustainable Growth Initiative in Latin America with supporters Frank Giustra of Canada (center) and Carlos Slim Helu of Mexico (right).

Who better then to show the way? In keeping with the maxim of 19th century scientist Louis Pasteur—“chance favors the prepared mind”—American foundations and philanthropists had sown the seeds of philanthropy overseas. For decades, the Ford, Rockefeller, Charles Stewart Mott, W.K. Kellogg Foundations, Soros Foundations Network, Carnegie Corporation¹ and others have provided major funding for a variety of programs in many countries. In some cases, they led by example; in others, they were more direct.

Soon after the fall of Communism, for instance, a group of independent but related foundations in Central and Eastern Europe called Environmental Partnership was started with money from the Mott and Rockefeller Brothers foundations, among others, and a mandate to solicit matching donations locally. In 1999, Germany’s Bertelsmann

Foundation, one of Europe’s oldest, joined with the Mott Foundation to fund the Transatlantic Community Foundation Network, which fosters the global movement toward community foundations in Europe, Mexico, and the rest of North America, particularly “where the concept is still new.” In 2005, the Kresge Foundation partnered with the South African Institute for Advancement, which cultivates the culture of philanthropy there, beginning with a five-year, \$10 million challenge grant program to benefit three universities and a hospital. Announcing these initial grants, John E. Marshall III, Kresge’s then-president, noted: “Our core challenge grant program remains open to non-profits all over the world, as it has for many years.”

Since 2001, the more than twenty Carnegie organizations around the world have partnered in an innova-

tive philanthropic effort, attempting to collectively encourage philanthropy by biennially awarding the Carnegie Medal of Philanthropy, a kind Nobel Prize for the field. Americans have so far dominated, but medals have also gone to individuals from Japan, India, the United Kingdom and to the Aga Khan, the spiritual leader of the Shia Imami Ismaili Muslims.² In 2003, when Dr. Kazuo Inamori of Japan was given the medal at a ceremony in Washington, D.C., for promoting “academic and cultural development and international understanding” through his Inamori Foundation, “just about every newspaper in Japan carried on page one that he received the medal,” William Thomson says. He wishes American newspapers paid as much attention because “it would be picked up overseas.” The medal’s goal is to stimulate giving in Andrew Carnegie’s tradition: using private wealth for the public good.

Then there is Peggy Dulany, a great granddaughter of John D. Rockefeller and the founder of the Synergos Institute, a 21-year-old nonprofit that has catalyzed the growth of homegrown philanthropy around the world in an effort to reduce poverty. It has helped establish private grantmaking foundations in Ecuador, Mexico, Brazil, Mozambique, and Zimbabwe. Of Synergos’s grass-roots work and sharing of talent, one big fan, Manuel Arango, who founded the Mexican Center for Philanthropy (CEMEFI) in 1988, says: “Sometimes that’s more important than the money itself.”

More recently, in 2001, Dulany started the Global Philanthropists Circle (GPC), which brings together rich families in an attempt to deepen their commitment to social giving and

¹ Under Andrew Carnegie’s will, grants made by Carnegie Corporation of New York must benefit the people of the United States, although up to 7.4 percent of the funds may be used for the same purpose in countries that are or have been members of the British Commonwealth, with a current emphasis on Commonwealth Africa.

² For a complete list of Carnegie Medal of Philanthropy winners, see footnote on pg. 37.

to share ideas. Aside from regular meetings, members travel to countries in need to get an on-the-ground look at conditions and to meet locals (who may become partners).

“When we started, we expected this would be of interest to Americans,” Dulany says. “It was more surprising to us how interested philanthropists in other parts of the world were, including some who’ve been at it for quite a while. The less experienced among them find the more strategic aspects of philanthropy to be appealing—they want to go there. They are becoming more strategic and are thinking about impact.” Many members, she added, also want to ensure that their values pass on to their children; GPC thus now has a “Next Generation” group for those in their teens, 20s, and 30s.

Of the 63 families who are GPC members—each encompassing anywhere from three to 20 individuals—about half are American and the rest come from more than 20 countries around the world, Dulany says. American members commit to giving away at least \$1 million a year; for others, it depends. Membership, which costs \$25,000 per year, is confidential and Dulany says she has no idea what any member’s net worth is. Nor is their donation record of concern. “We’ll meet people wherever they are, and move forward,” she says.

Some of the members have impressive records, according to Synergos case studies. In Morocco, for example, the Benjelloun family of bankers has built about 100 schools in isolated rural Berber villages and sent dozens of students to colleges, spending an undisclosed amount. In Colombia, María Eugenia Garcés and her siblings, working through their AlvarAlice Foundation and with several partners, are tackling poverty and violence with a “restorative justice” program that includes running



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“The fall of the Berlin Wall is seen as a defining moment in the development of civil society, which is largely dependent on philanthropy. Civil society has since moved from buzzword to broad acceptance.”

—ROB BUCHANAN, COUNCIL ON FOUNDATIONS.

homes for young criminal offenders and offering alternatives that lead to work, like training in agriculture. In the Philippines, members of the Lopez family have programs in child abuse intervention, environmental protection, and educational television programming, among others.

Along with the rise of such individual efforts has come the blossoming of an infrastructure that encourages and sup-

ports philanthropy. When some international members of the Council on Foundations spoke of trying to spur philanthropy in their countries, Buchanan says, the COF helped create “WINGS,” which stands for Worldwide Initiatives for Grantmaker Support. From 50 or so members in 2002, WINGS has expanded to 135 members.

Similarly, there are like-minded groups at the continental level—the

European Foundation Centre, for example—and country level, like Brazil's Group of Institutes, Foundations and Enterprises (GIFE). From 25 members in 1997, it can now boast of 71 members in a field "which essentially did not exist in Brazil" 15 years ago, according to a Synergos white paper. These groups help train people to work in foundations, share expertise, and advocate policy changes, like tax law revisions and other legal considerations, that enable philanthropy. (Studies show that income tax and inheritance tax policy has a dramatic effect on donations, as does the certification of institutions as tax-exempt.)

Giving in a Globalizing World

There's no question, too, that recent disasters have inspired giving—and not just the 2004 tsunami, the famines in Africa, and Hurricane Katrina, all of which led to jumps in donations. Some that did not provide such indelible images had an impact. For example, Daniel Yoffe, a philanthropy consultant in Mexico, says that the 2000 economic meltdown in Argentina "created a groundswell of solidarity—and donations—as most people became aware of the plight of the most fragile sectors of society."

Putting top spin on of all these factors is globalization: "People, ideas, money—everything is flowing more quickly," says Johnson, of the Philanthropic Initiative.

Not surprisingly, like globalization itself, these developments are welcomed by many but there are those who seem to be of mixed mind. Carlos Slim, for example, has said that philanthropists could do more good by investing the money and employing people. "I think that charity and social programs don't resolve poverty," he explains. "Poverty is resolved with education and jobs."

Robert Barro, an esteemed Harvard

economist, endorsed that sentiment last June in *The Wall Street Journal*, when he criticized Bill Gates for dwelling on philanthropy in his commencement speech at Harvard: "His implicit theme was that so far what he has accomplished may have been good for him and Microsoft shareholders, but it has been no great contribution to society.... [yet] By any reasonable calculation Microsoft has been a boon for society and the value of its software greatly exceeds the likely value of Mr. Gates' philanthropic efforts."

The Gates Foundation's attempts to reduce poverty in Africa, Barro continued, should learn from China and India, where together 390 million people escaped poverty between 1970 and 2000. "An important clue is that the triumphs in China and India derive mainly from improvements in governance, notably in the opening up to markets and capitalism. Similarly, the African tragedy derives primarily from government failure."

At the far other end of the spectrum sit those who believe a bit less in the individual and a lot more in government than Americans do. Among other things, they worry that governments will use the rise of philanthropy to abdicate their responsibilities. Even in the U.K., long after Thatcher, Diane Leat says, "We still believe in government, that we have a right to education, to health care, and so on. Those things should not depend on charity."

Leat speaks more to attitude than actuality. Even in the U.S., total giving in 2006 would have covered not much more than 1 percent of the federal government's outlays. Adding in what states and localities spend makes philanthropy seem even more minuscule. Fully aware that officials may be tempted to off-load some duties, big foundations like Gates have been careful to leverage their spending in partnerships with governments.

Class envy also clouds the picture: some people in many countries remain uncomfortable with the very idea of others making a ton of money. Tom Hunter's recent announcement that he would give £1 billion to charity, for example, was greeted with both plaudits and some of the cynicism and resentment that met Carnegie and Rockefeller. "The real philanthropists are those who work for Mr. Hunter or in the economy more widely for less than they need to lead reasonable lives," read one posting on the Glasgow Herald's website. "Hunter knows this, hence his guilt buyout reaction." Another echoed: "Let's look at exactly how he made his money. People literally working as slaves so that he could afford his lifestyle. He should be apologizing to them and paying them wages they should have got. I'm not impressed with 'venture philanthropy.' He'll still be a billionaire in 10 years with some nice tax write offs from his charity."

Hunter, who's focusing his gifts on both Scotland and, in conjunction with Clinton, on Africa, says his critics are "a small minority that feel philanthropists are trying to buy influence. Hopefully, we can present this as a good thing. We want to make things better, and we never force people to do anything."

A few governments, fearful of losing control, are also wary of the growth of philanthropy. Notably, Russia's. As the country shed its Communist ways in the '90s, some groups there notoriously misused their tax-favored and non-profit status. Others drew support from Western foundations and individuals, which seems to have set off warning bells with Russian officials. Any group connected with promoting democracy, as many did, became problematic. Today, says Rob Buchanan of the Council on Foundations, the Russian legal system is "not supportive. The government views philanthropy as a threat to its author-

ity.” Still, *Alliance* magazine, which covers global philanthropy from London, recently reported that at the end of 2006 more than 20 wealthy Russians had their own private foundations. “The largest of them, the Volnoe Delo Foundation, made grants of over \$36 million in 2006,” the magazine reported.

Count all those factors influencing the willingness of givers—and the history and culture, economic strength and distribution, corruption and trust, ethnic and religious makeup of each country—and it’s easy to see why the development of philanthropy varies all over the globe. “Things are moving at a different pace in each country,” Buchanan says.

Mexico and South Africa: Snapshots of Philanthropy

A look at Mexico and South Africa, both wealthy in many respects, both laden with new billionaires, but both plagued by very unequal income distribution, shows that the will to create a philanthropic culture doesn’t mean it will be easy.

In Mexico, no one has worked harder at it than Manuel Arango, a former retail magnate, educated in the U.S., who sold out to Wal-Mart and then became a real estate developer. By giving both money (an average of \$4 million a year for the last decade, primarily to environmental causes) and time (80 percent of his working days, most to CEMEFI), Arango has set an example. Dulany calls him “a stellar figure,” adding “he is a mentor, he is a prodder.” Arango spearheaded the creation of CEMEFI’s awards to companies that meet social responsibility criteria, opening many corporate wallets. He has also pioneered cause marketing.

Yet, aside from Arango himself, and Carlos Slim, there are few noted Mexican philanthropists—perhaps a handful. Daniel Yoffe, the consultant,

cites Lorenzo Servitje, the founder of Grupo Bimbo, who received the Woodrow Wilson Award for Corporate Citizenship, as one. Arango mentions José Ignacio Avalos Hernández, a cosmetics executive who has organized a large micro-credit program. And when chocolate-manufacturer and real estate developer Gonzalo Río Arronte died several years ago, he bequeathed \$600 million to his eponymous foundation, which has helped clean up water supplies, among other things.

These examples, Yoffe says, “tend to be the exception rather than the rule, mainly because they belong to a generation for which philanthropy wasn’t a main concern.” The state or the church provided, and the wealthy focused what charitable contributions they made on very local issues (a nearby school, say) or “elitist” institutions. And so, he continues, “for the moment” no one looks likely to develop into a Carnegie or a Gates.

Arango explains the biggest hurdle this way: “In the U.S., you have the detonator of foundations—you have the inheritance tax. We don’t, and so in Mexico there is no incentive.” He insists that “we have made a lot of progress” in the past 20 years; CEMEFI has hundreds of donor-members—family foundations, community foundations, and operating foundations. But, Arango concedes, “We have very few foundations with large endowments and the purpose of donating money.”

Arango worries that Mexico’s younger generation isn’t thinking about philanthropy either, unlike their colleagues in other countries. “Right now, the young here are busy trying to make money,” he says. “We have to change that culture and say that this is part of your life at any age. A street kid can be a philanthropist if he shares the corner of his street. Philanthropy is money and talent and time.”

Yet Arango is convinced “it will happen eventually.” Perhaps that’s why he and others threw down the gauntlet recently, when more than 600 participants from Latin America, plus Spain and Portugal, met in Mexico City—under the auspices of CEMEFI—to discuss civil society and philanthropy. Noting that the big international foundations had turned their attention to Africa and Asia, they challenged their wealthy individuals and corporations to pick up the slack. “Clearly, it is up to the inhabitants of the region to take on an equal share of responsibility,” their statement said.



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South African Hylton Appelbaum might have said the same thing. There is a lot of talk about philanthropy in his country, he says. And there is serious spending on development. But much of it is really social spending of corporations made in response to “policy imperatives.”

As the son-in-law of Donald Gordon, who founded what is today South Africa’s largest private foundation in 1971, Appelbaum oversees the David Gordon Foundation as well as The Liberty Foundation and The Liberty Educational Foundation, which are arms of Gordon’s financial empire, Liberty International. (They are pass-

through foundations, lacking endowments, and generally donate about 1 percent of after-tax profits; Appelbaum says most South African companies allot 0.5 percent to 1.5 percent of their profits to social spending.)

With its legacy of apartheid, exchange controls, embargoes, and ethnic enclaves, South Africa is a very complicated place. Its Jews, Afrikaners, Chinese, Greeks, and other groups have all traditionally supported schools and social service organizations within their own communities, but not beyond. Some 15 years after reformers began to dismantle apartheid, social stratifica-

tion remains rigid. As for competitive philanthropy, it doesn't exist. "More likely here," Appelbaum says, "if we have given X million rand, other people here would say 'good, we don't have to give now.'" The government allows tax deductions for contributions, but only up to a small portion of personal income—in part so that it can control spending on social goals.

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Appelbaum won't disclose the Gordon Foundation's assets, but says it has given away about \$14 million a year for the last six years. Its most far-reaching initiatives are both attempts to stem the country's brain drain and improve the training of its professional

class. With \$15 million in funding, it founded the Gordon Medical Centre, in partnership with the University of the Witwatersrand. And with a gift of about \$8 million, it opened the Gordon Institute of Business Science in Johannesburg, part of the University of Pretoria, in 2000.

Appelbaum says that a few other white South African families—the Ackermans, the Oppenheims, the Ruperts—have traditionally been philanthropic, though much of their giving has been private. He cites Allan Gray, who also founded a financial empire, as a more recent addition to the list.

But as elsewhere when a lid has suddenly been lifted on a country, some efforts to finance scholarships, businesses, and community-based organizations were beset with accountability problems. As a result, some givers pulled back from cash gifts, switched to giving goods or services, and stepped up auditing. Others probably retrenched, though it's hard to tell since giving is so private.

Now, there's a new generation of rich, and they are different. Thanks to Black Economic Empowerment (BEE) policies, which involve the transfer of assets from whites to blacks, and privatization of government-controlled busi-

nesses, there's a growing cadre of rich blacks. The money may be too new for them to be comfortable giving it away already. But at least two rand billionaires, Tokyo Sexwale and Patrice Motsepe, have joined Peggy Dulany's Global Philanthropists Circle, starting down the road.

Shelagh Gastrow, chief executive of the South African Institute for Advancement (SAIA), is far more positive about prospects than Appelbaum. "We want to actually create a movement of philanthropy in the country and make people aware of the necessity to invest in our own society," she said in a recent television interview. She plans to help show the way. Steeped in the history of philanthropy abroad, the annual report of SAIA (also known as Inyathelo) not only cites Carnegie, Ford, and Rockefeller as inspiration for strategic philanthropy, but also the Leverhulme, Nuffield, Van Leer, and Robert Bosch foundations in Europe. Gastrow, not satisfied with simply developing the culture in South Africa, has taken her gospel and shared her expertise in raising money with nonprofits with institutions in Nigeria and Mozambique.

"It is having an impact," Appelbaum says. "I haven't seen any new foundations, but it is helping to create an environment conducive to giving."

That is the key everywhere. As various reports from around the world demonstrate, philanthropy is growing, but only a small fraction of available wealth is being given away—and by only a fraction of the wealthy. Much more could develop—and it's likely to. "The big thing that will change as wealth grows is that philanthropy will become more prevalent," Tom Hunter says, "You get fulfilled, and when they realize that, more people will try it." He's in a great position to know. ■

development of philanthropy the globe. Things are moving pace in each country.

Johann Mouton is Director of the Centre for Research on Science and Technology at the University of Stellenbosch in South Africa. A professor of sociology, Mouton has advanced the field of evaluation in Africa and, with Corporation support, is building a graduate program that will produce experienced evaluators for the continent. Mouton has evaluated many national programs in South Africa and worked internationally on research, ethics and academic committees. Since 2004, Mouton has reviewed and assessed eight African university grantees for the Corporation to measure the impact and inform decisions related to Corporation grantmaking. Susan King, Vice President, External Affairs interviewed Mouton in the fall of 2007 about what evaluations can bring to foundation work.

Learning from

PROGRAM EVALUATION:

AN INTERVIEW WITH JOHANN MOUTON

Susan King: There has been so much talk about evaluation. In the context of grant-making, what is the power of evaluation? Understanding whether someone is doing what they said they were doing? Or is it understanding the “so what,” the impact of a grant?

Johann Mouton: Well, of course it's both, and it's also more, because the reason there is an increase in interest in evaluation is because various forces drive it, including societal forces, which are sometimes dependent on social and political events in a country. If we can take an example from South Africa, when countries go through major social and political changes this usually also involves regime change, and the new administration comes up with major new policies, new programs and interventions. After the initial three or four years that new programs have been in place, someone says, *How are we doing?* And then, of course, the moment that question gets asked, questions about accountability and lessons learned also arise.

In some sense, all of these kinds of changes demand that we know not only what we are doing but also what we are achieving because one of the huge shifts in evaluation philosophy over the last three or four years has been that we've moved away from just accountability and impact issues to learning issues. In other words, if we do not learn from the evaluations—and use what we've learned—we're just getting half the picture.

The whole domain of evaluation has

become multifaceted, because people realize that it's more than just looking at success and failure. In my view, if all evaluators do is analyze impact, that's probably not worth the effort at all.

SK: So learning from and through evaluations is critical?

JM: Absolutely.

SK: Let's say I'm a venture capitalist. I've been extremely successful, I've made billions, and I am impatient: now, I want real change, I want to fix something. I want malaria to be ended, I want schools to work—I want something *big*, and to make something substantial happen, I'm giving a series of grants. As an evaluator, what do you say to that venture capitalist? Can change happen in, for example, a three-year cycle with a number of grants? What can the evaluator share with someone who wants to spend millions or billions to promote change?

JM: That's a very good question. It means we have to go back one step and think a little bit about what we mean about impact in the social domain, in society. Although I wouldn't say it's a mistake, there is an assumption people sometimes make when they think in terms of social impact or transformation, or culture change, or whatever, and they rely on analogies from other fields where, very often, impact is immediately visible and they assume that you're working with the same phenomenon. For instance, if someone is cold and I give them clothes, there's an immediate

impact. If someone is sick and I give them antibiotics that work, or I give them a polio vaccine and they don't get polio, you can see that impact quite quickly and visibly and you can measure it.

On the other hand, issues such as religious tolerance, political tolerance, multi-nationalism, multiculturalism, transformation, learning—these are tough issues, and they are tough for various reasons. For instance, if your goal is to help make a school function much better than it used to, or change an institution to become more gender sensitive, you cannot just focus on one aspect of that institution because the nature of the phenomenon and the conditions surrounding it are multifaceted. Therefore, it's the complexity of social interventions that we have to understand first of all. Not to evade the question, but you cannot have a simplistic view about social interventions in education or in almost any other area.

SK: Venture capitalists are rarely patient. Does that mean big issues are not worth the risk?

JM: Some benefits and impacts emerge over time. To the venture capitalist looking for quick impact, I would say that what you want to do is support those interventions that are most likely to yield the success you're looking for on the timetable you're comfortable with. To put that another way: no one can guarantee—and if they do, they are being misleading—that if you support this or that reform it will absolutely produce the effects you would like. However, if a project is carried out prop-

PHOTO BY EVEROOD NELSON



erly—and “properly” means well resourced, well designed, and well implemented—we have enough evidence from other cases to improve the chances of achieving the desired results. And that’s pretty much the best that anyone can guarantee. So you have to make a decision: are you willing to take that risk? Because there is always some risk in any kind of big investment decision. A venture capitalist should know that. But we can reduce risk if we do certain things correctly.

SK: At Carnegie Corporation, we turn to you for evaluation of some African higher education grants because we want to know if we should continue to fund something or not. You help us feel more comfortable about making that decision. How do you feel about us relying on you in that way?

JM: I think one has to be comfortable in that role, which I am. Evaluation has become a professional activity. We don’t have enough professional evaluators in developing countries, but if you are an evaluator who does things according to established criteria, you know what is good practice. You know what it means to produce evidence-based reports. You know what it is to do rigorous data collection. Of course, you still might make mistakes; no one would ever deny that even experienced evaluators sometimes make poor judgments.

Because this is high-stakes research it’s different from, say, just carrying out another public opinion poll or doing another case study at a business school. There are consequences inherent in this type of work. If you carry out an evaluation study, and you recommend to Carnegie Corporation or any other institution that they should not continue funding at a particular university, for example, your recommendation has consequences. So of course it places a huge moral and professional responsibility on the evaluator. And that means you are—or at least should be—more sensitive and more careful about what you write, how you write it, and what claims you make. But I would rather that entities such as foundations come to people like myself who are sensitive to these things rather than make judgments either in terms of anecdotal evidence or just purely on the basis of internal reports or other forms of nonprofessional research.

SK: Do you think it makes a difference that you’re an African making evaluations about our work in Africa rather than being an evaluator from somewhere else?

JM: It certainly makes a difference in evaluating the African universities, although one

cannot generalize: South Africa, Uganda, Tanzania and Nigeria are each very different, and even within those countries there are huge political, religious and cultural differences, though there are also a lot of similarities. And there is also a certain sense of understanding what the key issues are. In addition, institutions in these countries, especially universities, share many similar challenges. In my own case, I’ve been in higher education for thirty years. Over all that time, you learn a little bit about how universities work, so it’s not just about being an African, it’s also being involved in higher education. After all, you do need to know the area that you’re evaluating, so it’s familiarity with the social, geographical and political cultural context and the professional setting that gives you that added insight, I would hope.

SK: I’ve heard people say that in the context of Carnegie Corporation supporting higher education, twenty years ago we threw millions of dollars into African universities; it went into a black hole then and now “you’re doing it again.”

JM: It’s not just Carnegie Corporation; other organizations have been in a similar situation. But I think there are two responses. One is that twenty years ago, the whole situation relating to higher education in Africa was different—of course, if you throw money into a situation that is not receptive to that investment, you shouldn’t really expect success. We all know that in the mid- and late-1980s, even up to the early 1990s, higher education was the stepchild of education in Africa. That had to do with lack of government support for those institutions, and with the World Bank at that point taking the position that all support should go into primary schooling. They have since reversed that view, to their credit. So, those decades were not receptive times for social and education interventions, which, like any other reforms, require receptive conditions to even have a chance of success. You could even turn the question around and ask, why would you have expected success if you didn’t do your homework? The second response is that I’m not so sure that people are doing exactly the same thing now that they did twenty years ago. Most grantmaking institutions do learn from the success or failure of previous investments and they learn from other grantmaking institutions.

The Corporation’s work on higher education in Africa is now targeted, it’s better designed, it’s more focused, and there is more

emphasis on monitoring and evaluation than there was twenty years ago. My sense is that, in the past, most grantmaking organizations did not use monitoring and evaluation as tools to help them reduce their risk.

Of course there will still be some money that is wasted, or not used as successfully as one would hope, but my sense, from what we have learned from our evaluations over the last three or four years is that there are clear successes—not, perhaps, in all cases to the degree that you expect, but successes nonetheless. Both the setting of the work and the approach to it have changed, and this new paradigm is showing results.

SK: We made a strategic decision at the Corporation to work with African universities for ten years. In America, ten years is a long time to be devoted to a project. As an evaluator, do you think ten years is a long time?

JM: No, absolutely not. These are possibly life-changing interventions: why would you expect them to be effective in a short period of time? The interventions and programs that the Corporation supports in terms of higher education in Africa are aimed at institutions, schools, universities—lifelong institutions. Changing them for the better will, of necessity, take time, as will worthwhile changes as opposed to those that might be just superficial or cosmetic.

I understand why people have a short-term horizon, and it’s because we sometimes bring too much of a business-type logic to bear. Businesses want to make profits, sooner rather than later, but you cannot think in terms of profits and losses with interventions—you have to think in terms of gains and benefits, which are short term, medium term and long term. In that context, with proper implementation, results will come. I don’t believe you can be a victim of a short-termist kind of approach when you are a grantmaker at the scale, for example, at which the Corporation is working in Africa. Here, I think, is an apt analogy: scientists, sociologists and even the public are not taking a “short-term” line on HIV/AIDS, are we? It’s now been a very long time that we have been trying to get a vaccine but that doesn’t mean that anyone has given up. So why would you want to give up on something that you say you can’t see results from within a year or two, especially in the critical area of education? Maybe we’ll see results in four or five years, but definitely in ten years. So we have to be realistic about our expectations, and success will be achieved. ■

Recent Events



Vartan Gregorian and Elie Wiesel.

A Word to the Wisemen

Members of the senior corporate communications leaders' group, the Wisemen, flocked to Carnegie Corporation in March, 2007. The monthly meeting, hosted by Susan King, Corporation vice president, external affairs, featured a talk by Vartan Gregorian on his experiences in philanthropy, emphasizing the need for transparency and accountability. Andrew Carnegie saw himself as a trustee of public wealth, according to Gregorian, while today's foundations are stewards of public trust. As a field, philanthropy can't be afraid to point out where we have failed; we can't simply communicate a stream of successes, he argues. "If we don't tell the public about our failures, as well as our successes, we will lose the public's trust. It is as simple as that."

Hate as a Contagious Disease

In February 2007, the Elie Wiesel Foundation for Humanity organized a reflective seminar, hosted by Carnegie Corporation of New York, to discuss and clarify the origins, manifestations,

and possible remedies for hatred throughout the world.

Understanding hatred is the most important challenge of our time, maintains Elie Wiesel, winner of the Nobel Peace Prize. Humankind is threatened by genocide and ethnic cleansing, prejudice and fanaticism, tensions and conflicts, religious and civil wars. Without a solution to the problem of hatred, he contends, we cannot hope to deal with emerging threats or find remedies to today's most pressing security problems. A distinguished panel including scientists, diplomats, physicians and scholars from various fields exchanged ideas and helped to set the agenda for a series of follow-up meetings in Europe, the Middle East, and elsewhere around the world.



Dr. David Hamburg, past president of Carnegie Corporation.



Susan King, Carnegie Corporation vice president.



Alison des Forges, senior advisor to Human Rights Watch, Africa division.



Ambassador Richard C. Holbrooke, former Permanent Representative of the United States to the United Nations, and David Satcher, M.D., former Surgeon General of the United States.



Vartan Gregorian, Carnegie Corporation president.

The Challenge in Iraq

Carnegie Corporation of New York is the principal sponsor of the Kennedy Library-Boston Review special project on *Challenges in Iraq*. As part of this project, a forum took place in April 2007 on "the gravest foreign crisis that we face in our country today: the crisis in Iraq," in the words of John Shattuck, CEO of the Kennedy Library Foundation. Three distinguished panelists shared their views on current U.S. policy toward Iraq and discussed likely outcomes of the conflict, then took questions from the audience of 600. The panelists were: Ali Allawi, who has held successive cabinet positions as Minister of Finance, Minister of Defense, and Minister of Trade in the Iraq Governing Council and in 2005 was elected to Iraq's transitional National Assembly; Ambassador Barbara Bodine, who was appointed to the position of interim governor of Baghdad immediately after the fall of Saddam Hussein's government following the March, 2003 U.S. intervention and is presently a fellow at MIT's Center for International Studies; Ambassador



Ambassador Peter Galbraith.



Former Iraqi Minister Ali A. Allawi and Ambassador Barbara Bodine, past interim governor of Baghdad.

Peter Galbraith, noted critic of current U.S. policy in Iraq, and author of *The End of Iraq: How American Incompetence Created a War without End*. In Fall 2000 a seminar will take place in New York and follow-up articles and books by the *Boston Review* will extend the lessons gleaned from these discussion.

The Partnership for Higher Education in Africa Looks Ahead

The Partnership for Higher Education in Africa, established in 2007 with Carnegie Corporation and the Ford, MacArthur and Rockefeller

foundations as charter members, exceeded its original goal of providing \$100 million in five years by an additional \$50 million to build core capacity and support special initiatives. It was renewed in 2005 with an expanded commitment of \$200 million in additional support over the next five years and with the Hewlett, Mellon and Kresge foundations joining as contributors. A meeting of the Partnership foundations' presidents took place in April 2007 at the Ford Foundation and focused on building momentum for university growth that will result in social change and development in the countries involved.



Susan Berresford, president of the Ford Foundation and Paul Brest, president of The William and Flora Hewlett Foundation.



(l. to r.) Don Michael Randel, president of the Mellon Foundation, Judith Rodin, president of the Rockefeller Foundation and Rip Rapson, president of the Kresge Foundation, newest member of the Partnership.



ABC and Carnegie Corporation staff flank the 2007 Carnegie Fellows.

2007 Carnegie Fellows at ABC News

Journalism students from universities across the country competed to become Carnegie Fellows and to be assigned to ABC News in New York City for the summer of 2007. The six young reporters who were chosen worked in the television network's investigative unit, led by Brian Ross, traveling to military bases across the country to file stories on the problem of drug abuse among returned veterans of the Iraq war. Their work will be featured on *Nightline*, *World News Tonight*, ABC News Digital and ABC News Radio. The 10-week Carnegie Fellows program, now in its third year, offers students from across the country paid internships and hands-on reporting experience in one of America's most respected

news organizations. This year, students represented graduate journalism programs at the City University of New York; Columbia, the University of Illinois, University of California at Berkeley, University of Missouri and the JFK School of Government, Harvard University. Kerry Smith, Senior Vice President for Editorial Quality at ABC oversees the program.

A Carnegie's Take on Philanthropy

William Thomson, great grandson of Andrew Carnegie, came to New York from his home in Scotland in May 2007 to take part in the announcement of this year's winners of the Carnegie Medal of Philanthropy, considered the Nobel Prize of philanthropy. Thomson, past chairman and honorary president of the Carnegie UK Trust, shared his views on philanthropy trends with president Vartan Gregorian

(Continued on page 48)



EVEROD NELSON



EVEROD NELSON

William Thomson (left), great-grandson of Andrew Carnegie, and wife, Anne.



EVEROD NELSON

William Thomson with program directors Stephen J. Del Rosso and Patricia L. Rosenfield.

and the staff of Carnegie Corporation of New York.

Compared to early philanthropists like his great-grandfather, funders today are “target-achievement based,” according to Thomson, tending to “tick off results as an initiative progresses to see that it is going on track.” He believes there are more people interested in philanthropy today than ever before, perhaps due to the Internet, and more awareness of what can be accomplished. Areas of need, he says, haven’t changed all that much since Andrew Carnegie’s day: health, education and, “dearest to his heart towards the end of his life—peace and conflict resolution.” To find out more about the Carnegie Medals of Philanthropy, go to Carnegiemedals.org.

Reaching Adolescent Readers

Why are the same students who excel on reading tests in the third

grade struggling several years later? To find the answer to this question, in 2002 Carnegie Corporation formed a task force on adolescent literacy under the guidance of education program officer Andres Henríquez. Recognizing that many students arrive at middle and high school without the skills needed to do the work assigned there, and that without essential literacy skills, students cannot succeed in school and society, they sought information on the unique needs of adolescent readers and best practices for meeting them. In September 2007, the task force held its last meeting, focusing on a final publication that will disseminate their five years of inquiry. The upcoming report on adolescent literacy and the urgent need for action is slated to be released in 2008. Several books produced in conjunction with this project can be found in “Recent Books” on page 51.

Outstanding American by Choice

In June 2007 Vartan Gregorian president of Carnegie Corporation of New York, was honored by the United States Citizen and Immigration Services as an “Outstanding American by Choice.” The presentation was made by Emilio T. González, Director of the U.S. Citizenship and Immigration Services (USCIS), who explained that the purpose of the award is to highlight the importance of citizenship rights and responsibilities through recognition of the exceptional achievements of naturalized U.S. citizens. The pledge Vartan Gregorian made early in life to become “a person of learning and consequence,” has served him well, states the biography on the USCIS website, which highlights Gregorian’s achievements in the fields of academia, public libraries and philanthropy.



EVEROD NELSON

President Vartan Gregorian and USCIS Director Emilio T. Gonzalez.



EVEROD NELSON

Members of the Advisory Council on Advancing Adolescent Literacy: Front row (l. to r.) Donald Deshler, University of Kansas; Carol Lee, Northwestern University; Henry Levin, Teachers College, Columbia University; Catherine Snow (Chair), Harvard Graduate School of Education; Michael Kieffer, Harvard Graduate School of Education; Back row (l. to r.) Robert Schwartz, Dean, Harvard Graduate School of Education; Gina Biancarosa and Michael Kamil, Stanford University; Elizabeth Birr Moje, University of Michigan; Andrés Henríquez, Carnegie Corporation; Mary Laura Bragg, Just Read! Florida Department of Education.

Foundation Round up

FORD FOUNDATION

Ford Foundation Focuses on Future of Rural Communities

The National Rural Assembly, supported by the Ford and W.K. Kellogg foundations, held a gathering in Chantilly, Virginia focusing on the pressing social and economic needs facing the nation's rural communities. The gathering enabled regional and nationwide rural leaders to connect with state and federal lawmakers to actively promote policy priorities and initiatives.

This convening could not have come at a better time, as rural communities are feeling the brunt of rising oil prices, industrial restructuring, and outsourcing ever more acutely. Poverty rates have increased while household income has fallen well below the levels in metropolitan regions. While many programs have emerged to help combat these pressures, they have not been sufficiently supported and so lack the necessary funds for full implementation.

Over the past decade, the Ford Foundation has invested \$54 million in more than 200 initiatives aiding rural community organizations. Support includes grants for projects in the Midwest and in Appalachia, where the Institute for Agriculture and Trade Policy is training local leaders to boost local economic empowerment, and in Nebraska where the Center for Rural Strategies is analyzing federal budgets and government policies to learn best practices in reducing rural poverty. For more information on the Ford Foundation's work, please visit www.fordfound.org



New York City and Major Philanthropic Foundations Unveil

Mayor Michael R. Bloomberg and Deputy Mayor for Health and Human Services, Linda Gibbs, announced that \$42 million of the \$50 million proposed for funding the City's new conditional cash transfer program has been met through funds raised from private foundations. The program, based on a model in Mexico City, is an effort to help families break the cycle of inter-generational poverty. It is part of the *Opportunity NYC* partnership outlined by the mayor for public-private partnerships and an initiative of the Mayor's Center for Economic Opportunity. Rockefeller Foundation led the project, providing the initial research and development capital for *Opportunity NYC*.

The *Opportunity NYC* initiative aims to tackle poverty, which has proven resistant to conventional government programs, with new ideas such as the conditional cash transfer program. This program will include a sample of 5,000 families in Central and East Harlem in Manhattan, Brownsville and East New York in Brooklyn, and Morris Heights/Mount Hope and East Tremont/Belmont in the Bronx. It will employ incentives to increase participation in activities and programs aimed at decreasing factors that contribute to poverty and dependency on social services.

Incentives are aimed at promoting superior attendance in school and higher achievement on standardized tests, maintaining adequate health coverage and promoting increased employment and earnings. Monetary incentives

will be awarded when households meet specific targets in the areas of education, health, employment and training. Families can potentially earn \$3,000-\$5,000 a year based on targets met and family size. Donations made to *Opportunity NYC* were made to the Mayor's Fund to Advance New York City, the non-for-profit organization established to strengthen public programs serving the needs and welfare of New Yorkers. In addition to the Rockefeller Foundation, *Opportunity NYC* is supported by the Starr Foundation, Robin Hood Foundation, Open Society Institute, and American International Group. For more information please visit: www.rockfound.org or www.nyc.gov.



Charitable Giving Increases With Recent Bank Mergers

The National Committee for Responsive Philanthropy, a watchdog, research and advocacy organization that promotes public accountability and accessibility among foundations, recently came out with a report citing a dramatic increase in corporate philanthropy. The report examines levels of giving at the Bank of America, Citigroup, JPMorgan Chase, SunTrust, Wachovia, Washington Mutual and Wells Fargo. The NCRP found that despite recent mergers, bank philanthropy grew dramatically during a period of industry consolidation, with total giving increasing from around \$100 million

in the late 1980's to more than \$400 million annually by 2001.

They conclude that as competition increased among a small number of national banks, executives embraced philanthropy as a means for attracting and retaining more business and employees. Banks that had an already robust philanthropic culture prior to a merger experienced a boost in giving programs after acquisitions. Areas of particular growth were in the southern United States and funding for national organizations.

The study also notes that while the rate of corporate giving has gone up overall, a majority of bank foundations violate IRS rules. Many of the bank foundations examined did not provide complete information as required by the IRS in their 990-PF forms. There were also instances of inconsistent figures and missing of illegible pages. For more information on the National Committee for Responsive Philanthropy please visit www.ncrp.org

Clinton Foundation Launches Sustainable Development Initiative in Latin America

The Clinton Foundation has launched a new sustainable development initiative in an effort to alleviate poverty in Latin America. Known as the Clinton Giustra Sustainable Growth Initiative (CGSGI), this program will bring together key stakeholders from the business community and the natural resource sector. It has so far received pledges of at least \$100 million each from Canadian businessman Frank Giustra and Carlos Slim Helu, chairman of Mexican conglomerate Grupo Carso.

(Continued on page 50)

“Collective action is the best strategy to address the economic, education and health hurdles that confront millions in the developing world,” said Clinton. The Clinton-Guistra Sustainable Growth Initiative in partnership with the mining industry and other sectors, will focus on improving living conditions in Latin American countries and other nations and will work toward bridging the gap between the rich and poor.

Since making its initial pledge, Petro Rubiales Energy Corp. has made a combined contribution of \$4.2 million to the Initiative and an additional pledge of \$200 million from Vancouver-based Lundin for Africa, the philanthropic arm of the Lundin Group of Companies, which will complement the Clinton Foundation’s activities in Africa. For more information please visit: <http://clintonfoundation.org>

MACARTHUR

The John D. and Catherine T. MacArthur Foundation

MacArthur Explores Role of Philanthropy in Virtual Worlds

The MacArthur Foundation has launched the first in a series of activities to learn how foundations can be helpful in advancing the use of virtual worlds, such as Second Life, for social benefit.

The foundation is awarding \$550,000 to the University of Southern California’s Center on Public Diplomacy at the Annenberg School for Communication to explore the role of philanthropy in the virtual world. Activities include: online conversations about pressing issues and ways foundations can help address community needs and simulcasts

of face-to-face discussion of issues such as migration, human rights, education and global and civic engagement.

Virtual worlds such as Second Life and there.com are about accessing three-dimensional, vibrant participatory communities and interacting with millions of residents in real communities. Recently, nonprofits have started fundraising through Walk for Hunger, where residents of virtual worlds “walked” for the fundraiser. The event drew nearly 400 participants.

While MacArthur is cautious about claims that technology can solve longstanding social problems, it sees the beginning of a change in learning initiatives aimed to help determine how digital technologies are changing the way young people learn, play socialize and participate in civic life.

More information on MacArthur’s digital media initiative at www.digitallearning.macfound.org or the initiatives blog at spotlight.macfound.org



The International Women’s Media Foundation Supports coverage of Agriculture, Rural Development and Women in Africa

The International Women’s Media Foundation, an organization launched in 1990 with a mission to strengthen the role of women in the news media worldwide, has received a \$2.5 million grant from the Howard G. Buffett Foundation to develop a project working with news media organizations in Africa to enhance their coverage of agriculture, rural development and women’s issues. Included in the project will be a

four-year assessment of current coverage on these topics.

“Agriculture plays a crucial role in African economics. Poverty, food insecurity and malnutrition remain major challenges in the sub-Saharan region,” stated Jane Ransom, IWMF executive director. These issues are closely related to agriculture, where there is a serious crisis in production. The media have a crucial role to play by reporting on the crisis and amplifying the voices.

The International Women’s Media Forum has a track record of building awareness within the media to enhance coverage of major issues. From 2003-2007 the organization enhanced coverage on HIV/AIDS, tuberculosis and malaria with a grant from the Bill and Melinda Gates Foundation. This pilot project, called Maisha Yeto (Our Lives in Swahili), which was just completed, saw a significant increase in the quality and quantity of news articles and broadcast stories on these health topics in Botswana, Kenya and Senegal. For more information on the International Women’s Media Foundation please visit: www.iwmf.org



Giving Circles, a new Force in Philanthropy

Giving circles, once thought of as a woman’s philanthropy phenomenon, have become a new force in the world of philanthropy. According to the Forum of Regional Associations of Grantmakers, giving groups have granted an estimated \$100 million to support diverse charitable activities. The Forum’s report,

“More Giving Together: The Growth and Impact of Giving Circles and Shared Giving,” found that the number of giving circles has more than doubled in the last two years.

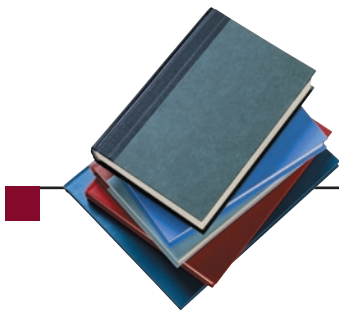
“There’s never been a better time to start or join a giving circle because it multiplies the impact of your charitable donations,” said Daria Teutonico, director of the New Ventures in Philanthropy initiative at the Forum of Regional Associations of Grantmakers.

Today there are more than 400 giving circles nationwide. The 160 giving circles surveyed donated an estimated \$13 million for community needs in 2006 alone and involve nearly 12,000 members.

Giving circles have also become more diverse with men now members of nearly half of circles, along with people of color and gay men and lesbians. Individual giving levels are also diverse, ranging from spare change to many thousands of dollars each year. Giving circle membership can range from a scant four members in an informal group, to several hundred members in a giving circle with its own non-profit status.

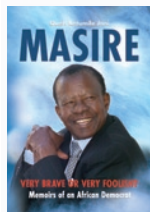
Giving circles raise money for myriad causes, from fighting world hunger through nutrition programs to underwriting programs in intensive math tutoring for low-income students in New Orleans.

To learn more about giving circles and or how to organize one of your own, please visit the Forum’s Giving Circle Knowledge Center at www.givingforum.org/givingcircles.



RecentBooks: Supported by Carnegie Corporation

Very Brave or Very Foolish? Memoirs of an African Democrat



BY QUETT KETUMILE JONI MASIRE
EDITED BY STEPHEN R. LEWIS, JR.
Macmillan Botswana Publishing Company

"How the people of Botswana achieved all they have is a story that has not been told." -- Stephen R. Lewis, Jr., editor

Quett Ketumile Joni Masire was one of the founders of the nation of Botswana and a framer of its constitution. A close political partner and friend of the nation's first president, Seretse Khama, he took over the position upon Khama's death and served for eighteen years. Yet Masire, who early in his career worked as both a journalist and teacher, calls himself a "reluctant politician" and says he, like many Botswanans, will always be "a farmer at heart."

Since gaining independence from Great Britain in 1966, Botswana has moved from economic and political desperation to vibrant, multi-party, non-racial democracy with recognized low levels of corruption. Although threatened by tragically high rates of HIV, Botswana maintains the developing world's fastest rate of economic growth. Masire is one of the principle architect's of his country's success.

In this memoir, written with Carnegie Corporation support, Masire, now over eighty years old, takes readers on a journey from his earliest days helping to plow the land and rear cattle, through political independence and nation building, to his role as an elder statesman helping to establish South Africa's post-Apartheid government and leading the

investigation in the Rwandan genocide. He ends with a post-script of fifteen basic principles that guided the founders in establishing democracy in Botswana.

Memoirs of Nikita Khrushchev Volume 3: Statesman



EDITED BY SERGEI KHRUSHCHEV
The Pennsylvania State University Press

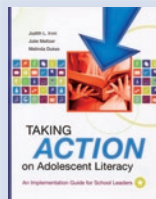
This third and final volume of Nikita

Khrushchev's memoirs, which received support from Carnegie Corporation, takes readers around the world with the Soviet leader, from Paris to India to the Middle East and beyond. Such unforgettable incidents as the shooting down of the U-2 spy plane and the Cuban Missile Crisis are recounted complete with context no one outside Khrushchev's inner circle would have known. He offers opinions on the benefits of American-style factory lunchrooms, describes a trip to the top of the Empire State Building and remembers with evident fondness his friendship with an Iowa farmer.

Here's what Khrushchev recalls about the infamous shoe-banging incident at the United Nations: "Our delegation and the delegates of other socialist countries made a lot of noise and stamped their feet, although some were smiling.... Remembering reports I had read about the sessions of the State Duma in Russia, I decided to add a little more heat. I took off my shoe and pounded on the desk so that our protest would be louder. This provoked a storm among the journalists and photographers. Our friends made a lot of jokes about it afterward." In a more serious vein, the increasing tensions between the U.S.S.R. and China as well as Eastern Europe are thoroughly discussed.

From the Advancing Literacy Initiative

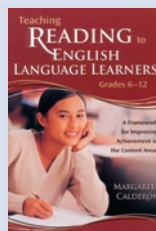
Taking Action on Adolescent Literacy An Implementation Guide for School Leaders



BY JUDITH L. IRVIN, JULIE MELTZER AND MELINDA DUKES
Association for Supervision and Curriculum Development

The literacy skills students develop in elementary school are seldom sufficient for the sophisticated learning tasks of middle and high school. All adolescent students, no matter what their level of achievement, can benefit from direct instruction in reading, writing, speaking and thinking. This book offers five action steps secondary school leaders can use to improve students' literacy and learning and, as a result, boost test scores, lower dropout rates and better prepare students for higher education and the world of work. Also included are helpful charts, graphics and resources for further learning.

Teaching Reading to English Language Learners, Grades 6 to 12 A Framework for Improving Achievement in the Content Areas

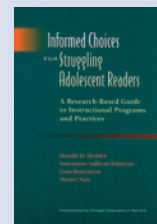


BY MARGARITA CALDERÓN
Corwin Press

Secondary ELL students are more likely than others to be affected by interrupted schooling and zero-English proficiency. They present educators with a particular challenge in instruction and language acquisition across all content areas. This book offers a comprehensive research-based approach to build-

ing literacy skills and accelerating language development aimed at achieving higher test scores and helping students reach their full potential. Lesson plans in math, science, language arts and social studies along with descriptions of successful programs and professional development designs make this book a valuable aid for teachers in all subject areas as well as literacy coaches and curriculum specialists.

Informed Choices for Struggling Adolescent Readers A Research-Based Guide to Instructional Programs and Practices



BY DONALD D. DESHLER, ANNEMARIE SULLIVAN PALINC SAR, GINA BIANCAROSA AND MARNIE NAIR
International Reading Association

Many adolescents fail and/or drop out of school because of their inability to read. Others stay in school, but are unprepared for the reading demands of college or the workforce. Written with middle and secondary teachers, principals, specialists and district administrators in mind, this book provides an overview of current research on what works best with adolescents, and discusses the process by which an instructional program can be implemented to fit the needs of the unique learners in any school or district. A directory of more than 40 instructional programs offers a range of literacy solutions applicable to a wide variety of situations.

Development of these three books on adolescent literacy was funded by Carnegie Corporation of New York.

THE BackPage

Carnegie Corporation of New York has made grants totalling \$11 million to help revitalize three of New Orleans' most prominent universities: Dillard, Tulane and Xavier, which were devastated by Hurricane Katrina. Now, as the schools rebuild and reach out to their community, three freshmen students explain why they chose to attend school in New Orleans: each sees hope and opportunity in a city where education will clearly play an increasingly important role.

**Comments
by Teairra Strozier
Freshman, Xavier University**

I'm from Decatur, Georgia, and lived in the metro Atlanta area all my life. I have two older brothers and a younger sister. Even though my two brothers haven't graduated from college—they work in the building trades—they know the value of getting a college education and pushed me. My sister Breanna is in the fifth grade and looks up to me. She already called me here to ask how I'm doing.

Two years ago, I watched the TV coverage of Hurricane Katrina. I hadn't seen anything like it, anything so severe. A lot of people came to Atlanta from New Orleans after Katrina and told us real horror stories.

Two of them were friends of mine at school in Decatur. They talked about how the city used to be and how it would never be the same—about how it will be more expensive to live here in New Orleans the way it's being rebuilt without low-income housing. They aren't coming back here. They feel that everything is gone, and that opportunities are better for them in Atlanta.

But even before Hurricane Katrina, I thought that Xavier was the school for me. I want a career in science, and Xavier is just as prestigious as Spelman and Georgia State and the University of Georgia—schools many of my high school

friends chose. The pharmacy program here is excellent. This is where I'm supposed to be.

I'm majoring in chemistry, leading to a pharmacy degree. I'm leaning toward research. I love chemistry. Science has always been my passion. It was one class I looked forward to in high school and I loved lab work, to see what happens first hand versus explaining it on paper. I'd like to work for the Centers for Disease Control and Prevention (CDC) or the Food and Drug Administration. I'm looking into an

Students See **Hope** and **Opportunity** in New Orleans

internship at the CDC in Atlanta when I go home next summer so I can get my foot in the door.

But there wasn't a lot of encouragement for coming here from my friends. They would say, what if the levees break, what if the water comes back and hurricanes. In the beginning my parents were also worried about me coming to New Orleans after Katrina, but after we visited here, they liked the city and knew that Xavier is a great school.

I visited the campus again before I made my final decision. I wanted to see if I had any last minute jitters about it, but I didn't feel like that at all. I can still see the devastation, but I also see how I can play my part to help out.

I've gotten a lot of good vibes on campus already. The faculty has been encouraging, they say I'm going to be great student here, and it feels good to hear that. I wouldn't get that encouragement at bigger schools. The faculty can get to know you here.



PHOTO BY IRVING JOHNSON III, XAVIER UNIVERSITY



PHOTO BY PAULA BURCH-CELENTANO, TULANE UNIVERSITY

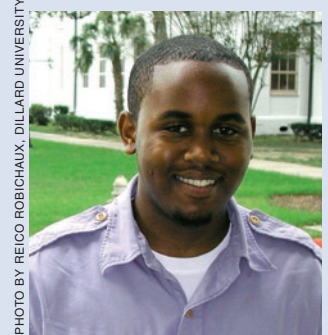


PHOTO BY REICO ROBICHAUX, DILLARD UNIVERSITY

Clockwise, from upper left: Teairra Strozier, Chad Jenkins, and Ashley Hollier.

Xavier also encourages community service by students and provides us with a whole list of different activities. For example, one day I'll be at a clinic, handing out brochures to people in the community and maybe after that I'll do something different like helping out at a school. The community needs help in every way you can think. I won't get bored. I know that.

I've made friends with the other girls on my hall, so I'm adjusting faster than I thought I would. A lot of Xavier students here are from the New Orleans area, but I've made friends from Delaware, New York, Philly, Chicago, D.C., Virginia—there are a lot of people here from up north and all over. There are so many ethnic groups here. I thought it would just be a lot of black kids. It's refreshing to be out of your element and among so many different people.

Here the college plays a role in the community, but it's not the whole community. You can experience real life here. I haven't been

homesick yet. I can see myself coming back here after school and helping out.

**Comments
by Chad Jenkins
Freshman, Dillard University**

I lived in New Orleans East until my family moved to Gretna, across the river from the city, in Jefferson Parish. Our home was there during Hurricane Katrina two years ago and we evacuated to Houston. The Gretna side of the river didn't get much flooding, but there was a lot of wind damage and broken windows and things like that.

But my relatives on this side of the river didn't have a home to come back to. I couldn't believe it until I came back and saw it for myself. It was overwhelming to see my grandmother's house in the Lower Ninth Ward completely washed away, a couple of streets from where the barge broke the levee on the Industrial Canal.

My parents and my sister and I have relocated back in Gretna. At

the time of the hurricane, my sister was going to LSU, but now she's here in the Delgado Charity School of Nursing.

The last two years have been a kind of a challenge. It's been harder to get around the city. Everything's in the rebuilding process. But the city's beginning to come back now. It's re-emerging.

The high school I was attending before is McDonogh 35 High School. It was one of the first schools in New Orleans to open back up after the hurricane. The first floor of the building had been flooded and was closed off. We only had one floor open, so there was a big crowd on the second floor. It was hard to walk down the hall—we were always bumping into each other, something was always falling over.

Some of my friends had no homes and were staying in hotels and attending school by themselves. Some stayed in the Sheraton, some in the Marriott. I had a close friend who stayed in the Hyatt with his father, who had to stay in the city to work.

But it all turned out for the better. About 75 percent of our teachers were still there. Most of our programs continued, like marching band, football and basketball teams, so there was something for us to do instead of like at other schools where there were no extracurricular activities.

I think I made a wise decision to come to Dillard University. It'll help us to bring back the city. Dillard is a family oriented school and welcomed me with open arms. Unlike the big colleges, where you're just a number, you can get the one-on-one attention you need here. Plus, my mother's an alum of Dillard, and my father attended here.

I had already been recruited by Dillard President Marvalene Hughes. The McDonogh 35 drum corps I belonged to had marched for the Dillard commencement two years in a row. Dr. Hughes recruited

our whole drum corps. When I visited the Dillard campus, I felt at home immediately. I knew it was the place for me.

I plan to major in business, concentrating in marketing, but also to perform service work around the city to give back to the community. I worked as a summer camp counselor for inner city youth two years in row, and participated in food drives and other activities in my church.

Looking ahead, I'm mainly interested in business courses. My friends and I started our own business producing custom T-shirts. This summer we sold about \$500 worth a week at \$20 per shirt, mainly through MySpace. We made enough to buy our own silk screen machine and plan to expand the clothing line. We've put all the money back into the business.

I learned a lot from this. We worked on our business plan, kept control of inventory, marketed to customers—it was like an introduction to business management.

After I graduate, I want to own my own business in New Orleans and help bring businesses back to the city. Small businesses are definitely a way to rebuild the city.

Comments by Ashley Hollier Freshman, Tulane University

I'm from a small town, Youngsville, in south-central Louisiana, just outside Lafayette, where I graduated from St. Thomas More Catholic High School. I was very involved there—student council, Campus Ministries, Student Ambassadors, co-editor of the yearbook, Beta Club.

Hurricane Katrina didn't directly affect our city, but we really were affected by the overflow of people from New Orleans, including some of my closest friends. We were more affected by Hurricane Rita, which was a lot closer to us. We did a lot of service projects through our school. I was in the Lafayette Junior Leader-

ship my senior year to help evacuees. About half of our senior class worked on three damaged houses in nearby towns, like Abbeville, helping families that FEMA didn't get to.

Being close to home—my whole family lives in Louisiana—was a large part of my choosing Tulane, even though I'm the first in my family to come here and most of my high school friends went to schools like LSU. I'm an only child, and we're very family-oriented, so I wanted to stay near my parents and other relatives.

The more I learned about Tulane, I realized that's where I wanted to be. There are great programs. I'm majoring in architecture—I'm doing a five-year master's program. And the size is the right fit for me. There's a good mix of students from all over the country and the world, and that was very inviting to me. Most of them are hard workers and very involved.

I've already got to know a lot of them through the Face Book online social network for the Class of 2011, which I help administer. We already have a community going in the freshman class. We built a little bond even before we got here. I met my roommate through there.

I was especially attracted to Tulane by the requirement to do a certain number of hours of service to graduate and a certain number each year to give back to the community. It's something I'm familiar with. I've always gone to Catholic schools, where service is required. Giving back to the community you're in is something that's really important to me.

In the architecture program, during your last year you work on a project called Urban Build in which the students build a house for a family that needs one. Urban Build was organized by Tulane Architecture School. You do everything involved in building a house, from start to finish, beginning with the design. It's a really good hands-on

program that ties architecture to community service.

I also want to get involved in extracurricular activities—like the Green Wave Ambassadors, who provide tour guides for visitors to the campus. They were very welcoming to me whenever I came here. I'll also probably get involved with some kind of Catholic or Christian organization.

Supporting education like Carnegie Corporation is doing here is a great way to help rebuild New Orleans. There are other ways to rebuild besides new structures. If it helps draw the best and brightest students here, that will be one of those ways.

And you can't get better atmosphere for students than New Orleans as far as food, music, and culture. I went to Jazz Fest earlier this year, which has such an eclectic mix of music—and Voodoo Fest is coming up in October. New Orleans is a totally different city than anywhere else in America. It has a flavor and a culture of its own.

So many people who've never been here don't realize how New Orleans is being rebuilt. Some think that parts of the town are still underwater. But I also understand that some parts of the city are still suffering a lot. It's important that we realize that, but at the same time realize that it's coming back. It's a constant renewing, rebuilding process.

Tulane is such an awesome school. It opens up so many opportunities.

* * *

Teaira Strozier, Chad Jenkins and Ashley Hollier told their stories to Robert B. Rackleff, a consulting writer and elected county commissioner in Tallahassee, Florida. He earlier was a speechwriter for President Jimmy Carter, U.S. Senator Ed Muskie and J. Richard Munro, chairman of Time Inc. He is also a retired Naval Reserve Intelligence Officer. Rackleff earned a bachelor's and master's degree and was a doctoral student in U.S. History at Florida State University. He is the author of "Overturning Buckley," in the Carnegie Reporter (Summer 2000), and a 1972 book, *Close to Crisis: Florida's Environmental Problems*. ■

CARNEGIE CORPORATION OF NEW YORK
437 Madison Avenue
New York, New York 10022

Phone: (212) 371-3200

Fax: (212) 754-4073

Web site: www.carnegie.org

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ABOUT THIS ISSUE

Seven years ago, under the leadership of editor Eleanor Lerman, the *Carnegie Reporter* debuted. We mentioned at the time that launching a magazine of ideas in the cluttered—and I must say now changing—world of communication was risky. But risks are what foundations take, and how else can an almost 100-year-old institution—that is about the advancement and diffusion of knowledge—communicate if it doesn't believe that ideas and words are as important today as when Guttenberg created the first information revolution?

A recent independent review of the *Carnegie Reporter* convinces us that the concept behind the magazine—offering a hub for ideas that the Corporation and other foundations support—is a valid one. We'll be making some tweaks in marketing and design to respond to readers' suggestions, including that we lead our readers through the informative articles we produce twice a year so they can more easily sort through what they *must* read from what they *want* to read. We'll begin by doing that here: this edition reflects our newly reorganized program work, which, as discussed in the opening letter by president Vartan Gregorian, tracks Andrew Carnegie's two preoccupations: international peace and education. Veteran foreign correspondent Charles Sennott focuses on Afghanistan, a country he's covered for many years and explores why the Corporation has made states at risk a top priority in our International Program. Reforming urban school districts has been a Corporation preoccupation since Gregorian became president in 1997, and although real reform is difficult and not for the faint-hearted, the story by Karen Theroux explores how New York City got results at the high-school level and how lives have been changed. After the heated debate on immigration, many Americans may wonder how the 12 million immigrants living in the U.S. can move toward citizenship; Joyce Baldwin tells us how Illinois is dealing with the question. Timed to coincide with the 2007 Carnegie Medals of Philanthropy, we offer a story on how the great American philanthropic idea is spreading globally. Former *New York Times* senior editor Judith H. Dobrzynski tracks the movement to Europe, India, South America and Africa.

We also want you to see some of what happens here at the Corporation since convening scholars, practitioners and thinkers is a critical undertaking for the foundation. You'll find that information in Recent Events, as well as Recent Books, which highlights authors we have supported. In Foundation Roundup we spotlight the work of our sister institutions around the country. And finally, as part of a special initiative in New Orleans to help rebuild the intellectual infrastructure of that devastated city, we made grants to three institutions of higher learning. Freshman from the three schools tell why they chose to take a risk and make New Orleans the city where they will make their mark.

Ideas. Words. In an era of blogs, YouTube, social networks and changing media, it's still ideas and words that change the world. Our audience is wide: it's those who are committed, as Mr. Carnegie put it, to doing real and permanent good in the world. Good reading!

SUSAN KING, *Vice President, External Affairs*
Director, Journalism Initiative, Special Initiatives and Strategy

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