

SUMMER 2011 | VOL. 13, NO. 1

Trust

The Pew Charitable Trusts

Saving Sharks

New conservation efforts protect sharks around the globe

ALSO

PUTTING
FOOD SAFETY
ON THE MENU

THE SMART
WAY TO
GET TOUGH
ON CRIME



Bipartisanship

When our Founding Fathers gathered in Philadelphia during the hot summer of 1787, it was a meeting of men with divergent opinions and competing interests who nonetheless believed they held a shared purpose to forge a great nation. They argued and they compromised, and they produced one of history's most remarkable documents, the Constitution of the United States.

Our past is filled with the accomplishments of leaders who followed the example of that Philadelphia convention and found common ground in addressing major issues facing our country and the world. They include the historic tradition of congressional support for presidents in the conduct of foreign policy especially during times of war, the broad coalition that passed sweeping civil rights legislation, and the more recent collaboration to enact major education reform with the No Child Left Behind law. In each of these cases, bipartisanship was central to progress.

Lately the news from Washington could lead one to believe this sort of cooperation is impractical or perhaps impossible. Yet even after last November's intensely partisan election resulted in a more divided government, the Pew Research Center found that solid majorities of Americans said President Obama and Republican leaders should try to work together, even if it meant disappointing their supporters. In a subsequent survey in January, on the eve of the new Congress, those majorities had grown larger.

At The Pew Charitable Trusts, we recognize that bipartisanship can be difficult to achieve. But we also have long known it is essential—and attainable—for solving our nation's problems. In this issue of *Trust*, we describe three Pew initiatives that are succeeding because leaders were willing to work across party lines to build strong alliances for the common good.

Key members of the House and Senate from both parties put aside their differences to join forces and, in the final days of the last Congress, passed the most comprehensive reform of food safety laws in more than 70 years. Grounded in science-based standards, the legislation will improve our ability to detect and respond to outbreaks of foodborne illnesses, which sicken 48 million Americans annually.

Working closely with the food industry, the Pew Health Group led a diverse alliance of consumer and health organizations and victims of food-related illnesses to press for passage of the act. This coalition continues to urge lawmakers to provide additional funding for the Food and Drug Administration, which has many new responsibilities under the statute, including increased inspections of manufacturing facilities.

Basing legislation on sound science helps develop broad support for a range of issues that Pew works to advance. One recent

example came when Congress approved the Shark Conservation Act, which ends shark finning in U.S. waters. The world's shark population is in serious jeopardy, with an estimated 73 million killed every year primarily to support the shark fin trade, which provides soup to wealthy diners in Asian markets. Along the eastern U.S. coast, some populations, such as scalloped hammerheads and dusky sharks, have plummeted by as much as 80 percent since the 1970s.

The unanimous votes in the House and Senate to approve the law illustrate the growing understanding of the species' importance at the top of the marine food chain, a message the Pew Environment Group is taking to policy makers in the United States and throughout the world. The new shark protections also show that it is possible to find areas of common agreement on issues that will have a lasting impact on future generations.

Similar cooperation across the political aisle has been occurring in many state capitals where legislators are contending with escalating corrections costs. Annual state spending on corrections has grown from \$11 billion to \$52 billion over the past two decades. Despite the increasing expense, a recent Pew Center on the States study found that recidivism rates remain high, with more than four in 10 offenders returning to prison within three years of their release.

Pew's research, and our ability to offer expert guidance on the development of alternative sentencing and corrections policies, have attracted the attention of a growing number of governors, legislators and judicial leaders who want to improve public safety and spend tax dollars more effectively. We have worked in 26 states, including Arizona, where new reforms helped produce a 30 percent decline in new felony convictions among probationers in the past two years. This spring, Kentucky overhauled its penal code with Pew's help and estimates it will save more than \$400 million over the next decade. The state's secretary of justice and public safety called the legislation a "unique, unprecedented, coordinated bipartisan effort."

As we endeavor to ensure safer food, conserve sharks and advance effective corrections policies, Pew has worked with an array of partners—including scientists, advocates and legislators—who share our goals. In this issue of *Trust*, Sally O'Brien, managing director of Pew's Philanthropic Partnership Group, explains how we collaborate with a diverse and generous group of donors interested in serving the public good.

The policy accomplishments detailed in the following pages are heartening, not only for the benefit they will bring to society but because they illustrate the effectiveness of bipartisan problem-solving. We can draw encouragement from these achievements because they demonstrate that our challenges can be met and our differences made smaller when we work together.

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WHO WE ARE: The Pew Charitable Trusts is a public charity driven by the power of knowledge to solve today's most challenging problems. Working with partners and donors, Pew conducts fact-based research and rigorous analysis to improve policy, inform the public and stimulate civic life.

Pew is the sole beneficiary of seven individual charitable funds established between 1948 and 1979 by two sons and two daughters of Sun Oil Company founder Joseph N. Pew and his wife, Mary Anderson Pew.

JOSEPH N. PEW III

1923-2011



When Joseph N. Pew Jr. and his three siblings created The Pew Charitable Trusts in 1948 to honor their parents, Joseph N. and Mary Anderson Pew, he turned to his son to join them on its original board of directors. Joseph N. Pew III, then 25, began a lifetime of service that stretched over six decades to the institution that bears his family's name.

On March 23, 2011, he passed away, having left his imprint on the organization, its work and its achievements as an exemplary steward of the Pews' commitment to serving the social good.

It is a legacy that continues in his family, with three of his children currently serving on the board.

Born in Ardmore, Pennsylvania, Mr. Pew was the third child and first son of Joseph N. Pew Jr. and Alberta C. Pew. He graduated from the Haverford School and attended Stanford University, where he met his future wife, Doris Myers.

After service in the U.S. Navy in World War II, he completed his studies at Stanford and returned to live in Philadelphia. He worked as an engineer for Sun Oil Company, which had been incorporated by his grandfather in 1880 and was later led by his father, with whom he worked for many years.

Mr. Pew was an avid small plane pilot, enthusiastic golfer and devoted outdoorsman. He especially enjoyed fishing, bird hunting and horseback riding in the Arizona mountains, which he had first visited as a child to ease his asthma.

He was remembered as a modest man who at the same time was relentlessly tough-minded and intel-

lectually curious. His children wrote in a tribute that "his opinions, always highly valued, were delivered with a deliberate thoughtfulness and clarity."

Through his intimate knowledge of the founders' vision for Pew, he was instrumental in reinforcing their values throughout the organization's history. He also was a leading voice on the board in urging Pew to innovate and evolve in order to address the new problems facing society over the past 60 years. He would often note that the founders wisely designed the institution to have flexibility and foresight to address new issues and that they would expect Pew's leadership to exercise sound judgment in anticipating these challenges.

"They gave us the stewardship responsibility to lead this institution as the needs of society change, so let's exercise it wisely," he reminded his fellow board members.

In speaking to the staff a few days after Mr. Pew's passing, president and CEO Rebecca W. Rimel recalled his integrity, humility and dedication.

She noted that those same qualities help guide the institution's work. "We maintain a high level of diligence, thoughtfulness and care in all that we do, mindful of what Joe would always say to us: 'This organization has the use of not any name, but my name.' He wanted us to use it well," she said.

The Pew staff offer their condolences to Mr. Pew's family and resolve to carry on the essential work of the organization that made him so proud: utilizing the power of knowledge to help solve today's most pressing problems. ■

The Pew Fund Celebrates 20 Years of Helping Those in Need

When Sister Mary Scullion opened an emergency homeless shelter in South Philadelphia more than two decades ago, she quickly noticed that many men returned night after night. A good number had behavioral health problems—veterans with post-traumatic stress disorder and people experiencing other forms of mental illness.

It became obvious to her and the volunteers, who in those early days were running the shelter out of a swimming-pool locker room, that homelessness was going to require a long-term solution. And more than 20 years later, that initial effort has become Project H.O.M.E., a nationally recognized comprehensive service provider whose offerings include residential programs that house about 400 individuals a year, neighborhood revitalization and education initiatives for adults and youth.

One of the forces behind Project H.O.M.E.'s transformation, according to Sister Mary, has been the support of the Pew Fund for Health and Human Services in Philadelphia. "We are grateful to the Pew Fund," she said. "The unrestricted operating support and multi-year funding has enabled us to take risks, many of which worked. It has been important in capacity building and furthering our mission."

The Pew Fund, which celebrates its 20th anniversary this year, builds on the long-standing commitment of the founders of The Pew Charitable Trusts to aid the least advantaged members of the Philadelphia community.

The program's support has played an essential role in helping groups to implement innovative and effective ways to address challenging problems, but it is not intended to be the sole source of funding for any of the nonprofit organizations with which it partners. The Pew Fund's rigorous

Initiative, which has been able to expand its activities over years through the fund's support. A 2010 award is allowing the group to train teachers to work with 845 children in 10 Delaware County Head Start Centers.

The Pew Fund's emphasis on helping organizations do their work more effectively has helped grantees better serve vulnerable communities. For more than a decade, Pew has supported the behavioral health



The Children's Literacy Initiative is a beneficiary of the Pew Fund.

scrutiny of applications, involving national experts, is meant to ensure that proposed initiatives will have successful and meaningful outcomes.

"It's a process that bolsters our confidence that Pew's dollars will help change people's lives," says Frazierita Klasen, director of the Pew Fund.

Since 1991, the fund has awarded nearly \$180 million to more than 300 nonprofit direct-service organizations in Philadelphia and neighboring Bucks, Chester, Delaware and Montgomery counties. It currently supports 115 organizations with 124 grants. These include the Children's Literacy

programs of the Family Service Association of Bucks County, which serve approximately 1,400 people a month. A recent grant helped the organization attain state certification for its evidence-based, integrated treatment of people with both mental health and substance abuse disorders—a certification that qualified the program for more state funding.

"The establishment of the Pew Fund was a very important strategic initiative on Pew's part," said Sister Mary. "With government cutting back, the Pew Fund has become even more critical to vulnerable adults."

—Anahi Baca

Checking Accounts: Long on Words, Short on Protections

You can read *Romeo and Juliet* in half the time it takes to read the typical disclosures that consumers are expected to understand before opening a checking account.

The median length of those disclosures is an alarming 111 pages, according to a new report from the Pew Health Group's Safe Checking in the Electronic Age Project. In October 2010, Pew examined more than 250 types of checking accounts offered online by the 10 largest banks in the United States, which hold nearly 60 percent of all deposit volume nationwide.

In *Hidden Risks: The Case for Safe and Transparent Checking Accounts*, Pew recommends that policy makers require banks to provide a one-page, easy-to-read disclosure form similar to what is known as the Schumer Box for credit cards. Within three days of the report's release, Sen. Charles Schumer (D-NY) touted the study in a press conference and joined Pew in calling for a one-page disclosure document.

"It is exceedingly difficult for the average consumer to find the basic

information needed to either select a checking account or to responsibly manage the one they currently have," said Shelley A. Hearne, managing director of the Pew Health Group. "A standard one-page document will make it easier for a consumer to shop around and find the best product for them, much in the way that nutrition labels on food products enable consumers to compare and contrast."

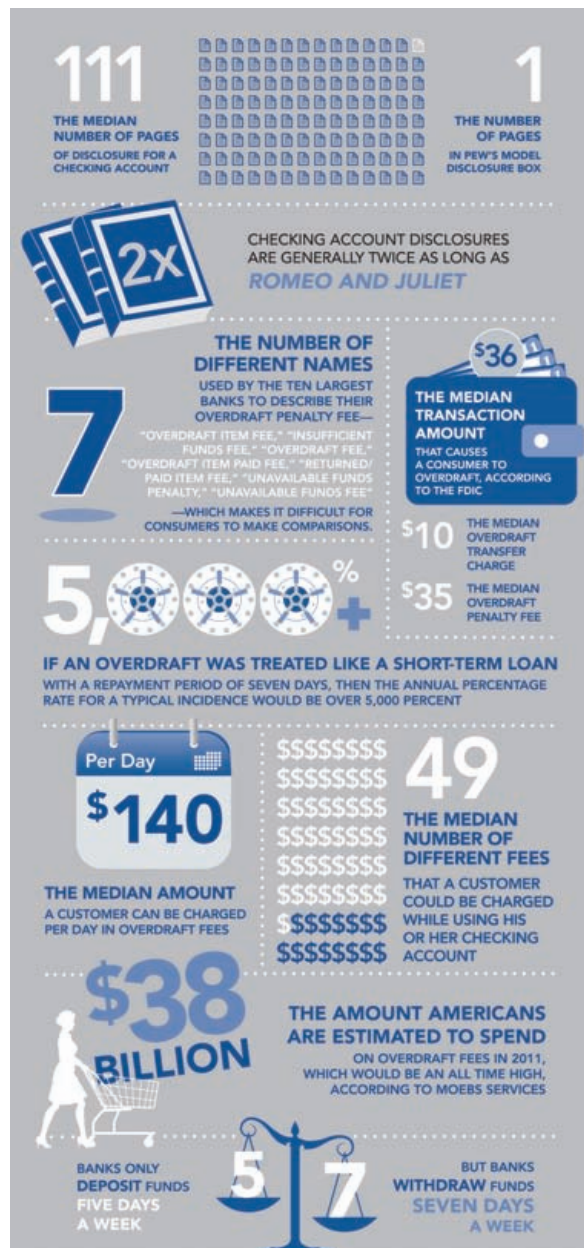
The report points out other risks

hidden from consumers. They include excessive overdraft fees, the reordering of deposits and withdrawals to maximize overdraft fees, binding mandatory arbitration agreements and provisions that require the account holder to pay the bank's "loss, costs, and expenses" in a legal dispute, regardless of the outcome to the case.

Hidden Risks offers a number of policy solutions to protect consumers, promote a competitive marketplace and foster a level playing field among financial institutions.

For more information on the Safe Checking in the Electronic Age Project and the issues it covers, please visit www.pewtrusts.org/safe-checking.

—Nicolle Grayson



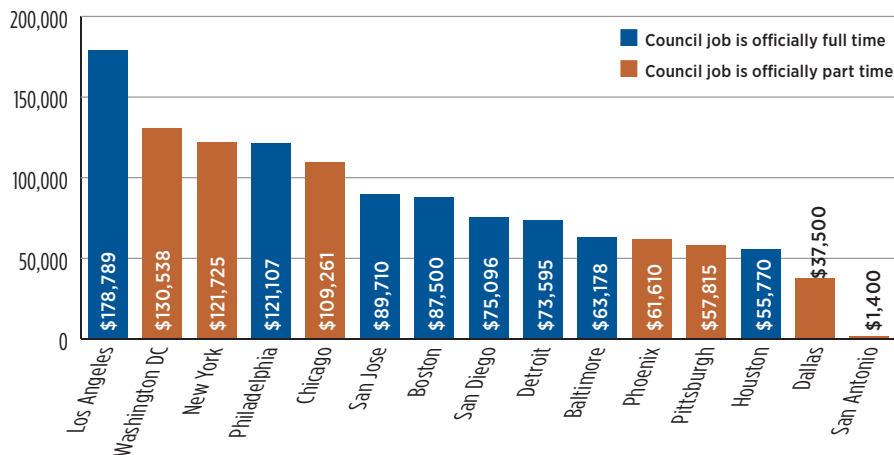
Report Tracks Spending by City Councils

With city budgets being cut throughout the nation, the money that city councils spend on themselves has come under increased scrutiny.

That spending is one of a number of measurable characteristics of city councils that Pew's Philadelphia Research Initiative examined in a recent report. It focused on the nation's 10 most populous cities and five others chosen because of their similarity or proximity to Philadelphia: Baltimore, Boston, Chicago, Dallas, Detroit, Houston, Los Angeles, New York, Phoenix, Pittsburgh, San Antonio, San Diego, San Jose and Washington, DC.

The report, *City Councils in Philadelphia and Other Major Cities: Who Holds Office, How Long They Serve, and How Much It All Costs*, reveals

CITY COUNCIL SALARIES



Source: Published adopted budgets, budget officials and New York Citizens Union.

that the Los Angeles City Council spends the most per council seat, about \$1.7 million, and Pittsburgh the least, about \$226,000. The 15 councils cost local taxpayers a median of about \$607,000 per seat this past year, the biggest part of which was salaries and benefits for staff and members. On a per-resident basis, Washington, DC, which functions as a city, county and state, spent the most on its council, \$32.41. Phoenix spent the least, \$2.10.

The report also compares councils in terms of staffing, salaries, electoral conditions, tenure and representation. The study, which is available on Pew's Web site, is accompanied by an interactive graphic that allows users to click on the categories on which they can compare the 15 cities.

The Philadelphia Research Initiative produces in-depth, data-driven reports on issues facing Philadelphia for the benefit of decision makers, the news media and the public at large. When possible, the reports look at conditions and policy approaches in comparable cities, yet do not promote any policy agenda.

The initiative has launched a monthly e-newsletter spotlighting

recent research and trends related to Philadelphia. Readers can sign up to receive it, read the full city councils report and see the interactive graphic at www.pewtrusts.org/philarsearch.

—Cindy Jobbins

Gathering the Numbers on Arts and Culture

When arts patrons in Michigan heard that the governor's office there was preparing a new index of financial information about the state on which budget decisions could be made, they wanted to ensure they could contribute to it. The problem was they had no hard data to show the economic and social impact of the arts.

But they soon will. Last year, arts supporters and advocates in Michigan partnered with the Cultural Data Project, operated by The Pew Charitable Trusts, and have begun to gather statistics about the state's cultural organizations, from ticket sales to number of

employees. "We know the arts are very valuable," said Melonie Colai-anne, president of the Masco Corporation Foundation, the lead funder for the Michigan expansion. "We can't just say those words, though. We have to be able to back that up. This will allow us to do that."

The Cultural Data Project was launched in 2004 in Pennsylvania to help arts organizations track their programs, operations and finances in a standardized way. The project also provides tools that can help organizations improve their financial management, enable funders to better evaluate them and assist researchers in showing the impact of arts and culture in a community. It has now spread to 10 states, with Vermont and Washington, DC, expected to begin efforts later this year.

The project seeks to be in 22 states by 2014, which would lead to collection of information on 70 percent of the country's cultural organizations that have sought public and private support.

"The data is clearer than it's ever been and more useful to us," said Brian Rogers, deputy executive director of the Pennsylvania Council on the Arts, who has worked on the project since its inception. "What is beginning to develop is a national report on information about the arts and culture that has never existed before." For more on the project, go to www.culturaldata.org.

—Daniel LeDuc

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May 2, 2011

Saving



Sharks



Sharks are the fiercest creatures of the sea, but that has not prevented them from steadily disappearing from overfishing. Pew is working around the globe to preserve these predators, who are essential to healthy oceans.

BY DOUG STRUCK | Photograph by Jim Abernethy

Sharks have roamed the oceans for more than 400 million years, predating dinosaurs.

T

he shark came, a shadow from the depths. It circled scuba diver Chang Chin with slow, sinuous purpose. In a moment, two, three, then four of the powerful predators, each weighing hundreds of pounds, were circling closer and closer to Chin as he worked on the deck of a sunken old freighter 40 feet underwater.

Eight other scuba divers, arrayed along the ship's barnacled railing, watched as if Romans at the Colosseum. Chin opened a homemade metal box and withdrew a grouper carcass on a prong. In an instant, the sharks barreled through the ring of spectators, lunging toward Chin's bait. They pushed between his legs and under his armored arm. A writhing ball of fins and teeth—more than a dozen sharks—tore at the fish offered up by the diver.

"It was amazing," said Debbie Varela, 27, a physician from New York City, as she emerged from the clear Bahamian waters. "I've been in love with sharks since I was a kid. I was just mesmerized. This has been one of the most spectacular dives I've ever done."

Varela is Exhibit A in the case being made by the Pew Global Shark Conservation Campaign. The Pew Environment Group's campaigners are working around the world to show that sharks are worth more alive than dead.

"We can't sit by while a species that survived the extinction of the dinosaurs is being pushed into oblivion," said Matt Rand, head of the campaign, based in Washington, DC. "They have earned a fierce reputation. In reality, it is sharks that are the hunted."

The need, Rand said, is urgent. Sharks are disappearing quickly from the oceans, the victims of both accidental catch and deliberate hunting. They are snagged along with tuna and swordfish as commercial fishermen lay out miles and miles of baited hooks, systematically emptying the depths. They are stalked by sportsmen in fishing tournaments, and shot with rifles by others who see them as dangerous.

But perhaps the biggest threat to sharks is soup. Dried-seafood specialty stores in Hong Kong and other Asian cities display thousands of shark fins, graded by species and size, and sold to restaurants as the crowning ingredient of shark fin soup.

Especially in China, the soup is a sign of luxury on menus and opulence at weddings and banquets: it can cost \$100 a bowl. For that status, millions of sharks are caught, their dorsal and pectoral fins sliced off and—in many cases—the animals are

dumped back in to the sea. The shark, no longer able to swim, suffocates as it sinks or slowly bleeds to death.

"By keeping only the fins, a single vessel can kill an extraordinary number of sharks on a single trip," a new Pew report notes. "For example, in 2002, the U.S. vessel King Diamond II was caught by the U.S. Coast Guard off the coast of Guatemala with 32 tons of fins on board—estimated to represent 30,000 sharks."

Finning is illegal in Europe, the United States and some other countries, but it still takes place in international waters, where no controls are in place, as well as in the domestic waters of many countries that have no protection for sharks. Numbers are elusive, but a 2006 study based on fin sales in Hong Kong estimated that between 26 and 73 million sharks are killed every year for their fins. The reported commercial catch—for fins, meat, cartilage and skin—is estimated at up to 73 million sharks a year, which does not include many that are simply discarded.

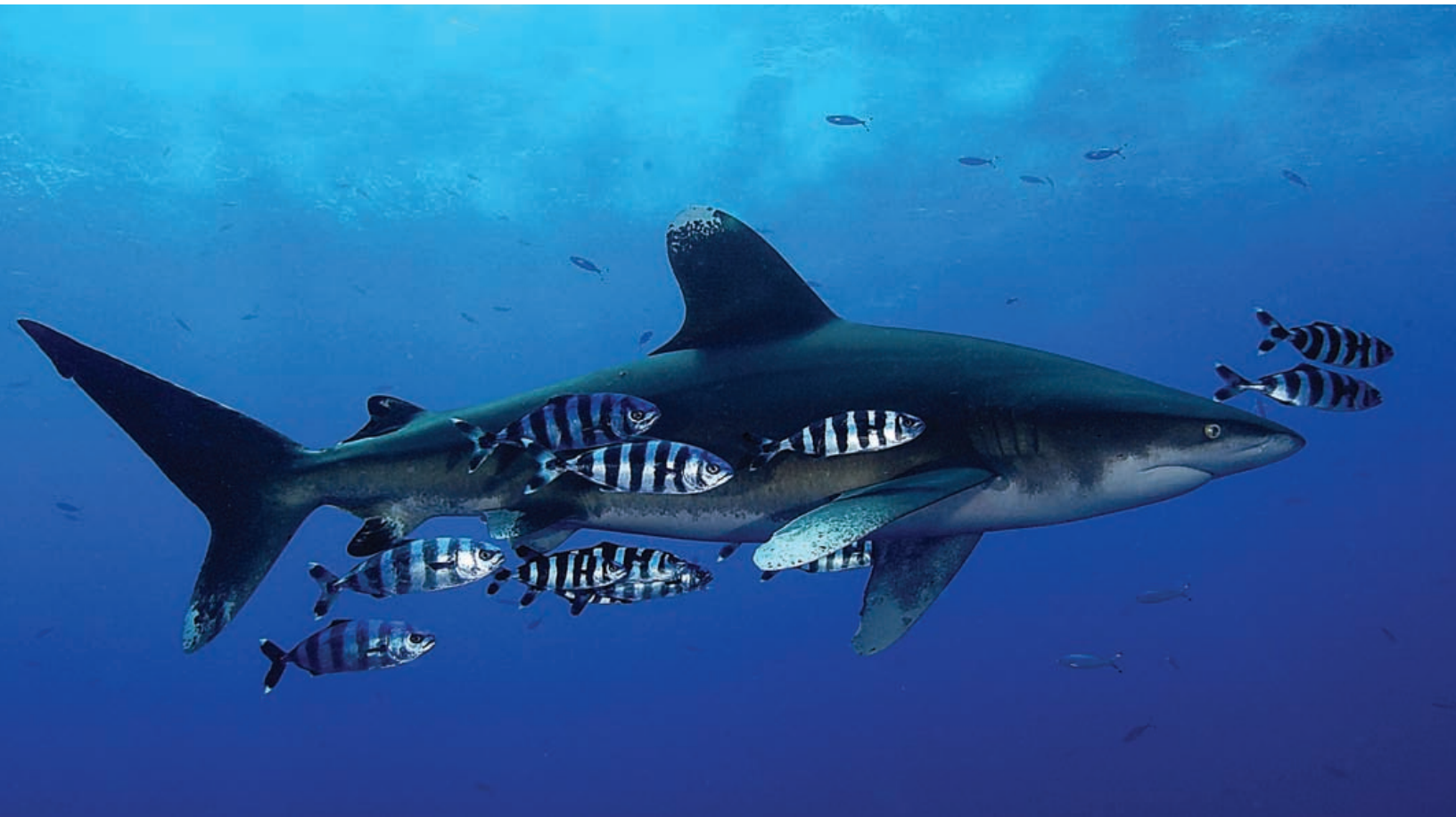
"The main reason sharks are killed is for their fins," said Demian Chapman, an assistant professor at Stony Brook University in New York, a shark expert who has worked with Pew. "The problem boils down to this big demand for shark fins, and the sharks just cannot replenish themselves fast enough to keep up with demand."

Sharks are accustomed to being at the top of the oceanic food chain. Like many top predators, they produce very few offspring and mature slowly, avoiding competition that would deplete their prey. However, this slow reproduction rate cannot withstand the ravages of men with nets and knives.

The result has been a catastrophic decline in shark populations. The International Union for Conservation of Nature, which keeps the respected "Red List" of endangered species, estimates that 30 percent of shark and ray species are threatened or near-threatened with extinction. That includes iconic species such as great whites, makos and whale sharks, familiar figures to millions of film and television viewers. The status of nearly half the shark species is unknown.

"A lot of people don't realize that sharks are endangered. We have to get across the message that in order to save the oceans, you have to save sharks and other top predators," said Debbie Salamone, 45, who works in Orlando for the Pew Environment Group. She knows: She was severely bitten on the foot by a shark off the Florida coast in 2004.

Sharks, such as Caribbean reef sharks (top), play an important role in maintaining the structure and function of the ecosystem. Oceanic whitetip sharks in the Gulf of Mexico (below) have declined 99 percent since the 1950s.



For the Pew campaigners, this is somewhat unusual work. Rand and his colleagues walk the halls of Congress in suits, educating lawmakers about sharks. Then they cross the globe and slip into sulu skirts and bula shirts to meet with officials in Fiji for the same purpose.

Much of their work seems unglamorous. In meetings, they toil over arcane language of fishing treaties and rules, at settings ranging from the United Nations to regional fishery management organizations.

But they have successes. In 2009, for example, they heard the Pacific island nation of Palau was thinking of starting a shark fishing industry in its waters, an area the size of Portugal. Rand spent 10 days there, finally wrangling a meeting with the president in a local café.

Dressed appropriately in his neatest polo shirt, Rand gave President Johnson Toribiong his best “elevator pitch,” a short summary of the need to protect sharks. The president, a fisherman himself, listened politely. A few months later, Rand got a call: Toribiong was in New York and wanted Rand’s help drafting a speech for the United Nations, announcing establishment of the world’s first national shark sanctuary.

Five months later, Honduras declared a moratorium on shark fishing, and weeks after that, the Maldives followed

suit with a sanctuary announcement. Hawaii and Guam have outlawed possession of shark fins, and the Northern Mariana Islands mandates jail or fines for trading in fins. Last November, a group of 48 tuna-fishing nations prohibited harvesting whitetip and seven species of hammerhead sharks. In January of this year, President Barack Obama signed the U.S. Shark Conservation Act, closing loopholes in the ban on finning. And in June, Honduras built upon its moratorium by declaring its national waters a shark sanctuary.

“These are significant accomplishments,” Rand said. “The idea is to get countries to protect their own sharks and also become international leaders in protection.”

The Pew campaigners are cautiously tiptoeing toward China. Reducing the Chinese market for fin soup would be “the silver bullet” in the shark fin trade, Rand said. But he acknowledges the difficulties of changing cultural habits; the consumption of shark fin soup is rising as China gains affluence. It will be as tough as the anti-smoking campaign has been in America, he predicted.

The Bahamas came onto Pew’s radar for a positive reason: The waters around the islands still have a lot of sharks. In 1991, the government considered allowing long-line commercial fishing in Bahamian waters. The public, alarmed at the threat to what it sees as its national treasure, took to the streets in protest and won a reversal. Instead, the government put a strict prohibition on long-line fishing.

Scientists estimate that up to 73 million sharks are killed annually for their fins, meat and other products.



Making the Seas Safe for Sharks

Pew works around the globe to save these predators, essential to healthy oceans.

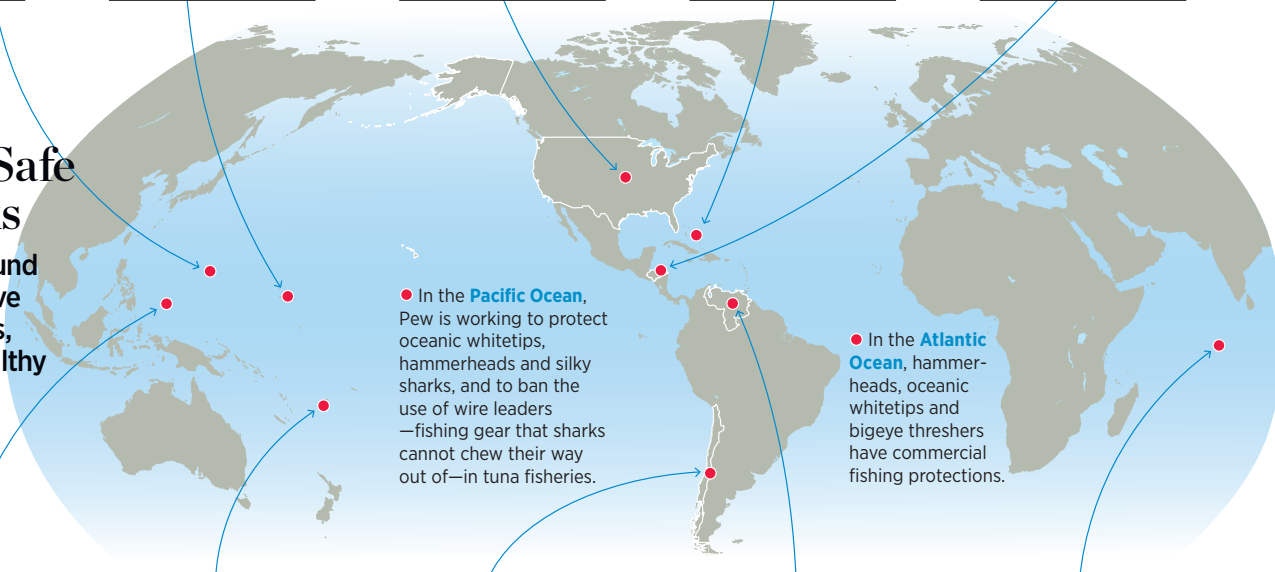
The territorial waters of **Palau** are a shark sanctuary, where all commercial shark fishing has been prohibited since 2009.

A prohibition on the sale, possession and distribution of shark fins was enacted in the **Marshall Islands** in 2011. Pew is attempting to establish a shark sanctuary there.

A comprehensive ban on the practice of shark finning was enacted in the territorial waters of the **United States** in 2011.

Pew's global shark conservation campaign helped establish a shark sanctuary in the territorial waters of the **Bahamas**.

Pew's global shark conservation campaign helped enact a shark sanctuary in the territorial waters of **Honduras** in 2011.



• In the **Pacific Ocean**, Pew is working to protect oceanic whitetips, hammerheads and silky sharks, and to ban the use of wire leaders—fishing gear that sharks cannot chew their way out of—in tuna fisheries.

• In the **Atlantic Ocean**, hammerheads, oceanic whitetips and bigeye threshers have commercial fishing protections.

Pew's global shark conservation campaign is trying to establish a shark sanctuary in the territorial waters of **Fiji**.

A ban on the practice of shark finning was enacted in **Chile** in 2011.

Pew's global shark conservation campaign is trying to establish a shark breeding ground sanctuary off the coast of **Venezuela**.

The territorial waters of the **Maldives** are a shark sanctuary, where commercial shark fishing has been prohibited since 2010.

The two-decade ban has bequeathed the Bahamas an abundance of sharks. And that has brought about an abundance of diving enthusiasts.

“We’ve got a lot of people coming to the Bahamas for the sharks, dropping a couple thousand dollars a person in the local economy, creating lots of jobs, not only with me, but with taxi people, hotels and restaurants,” said Stuart Cove, whose staff takes tourists underwater to see reef sharks off Nassau.

Cove, 52, is a sandy-haired Bahamian who learned “shark wrangling” when he was hired on to the underwater crew of the James Bond film *For Your Eyes Only* in 1980. Since then, he has worked on dozens of other underwater films, learning that sharks are not as fearsome as his mother told him when he was growing up. With that revelation and pay from his film work, he eventually built a bustling business.

“We have about 60,000 people come through here diving and snorkeling every year,” he said after Chin returned with the boatload of happy scuba divers. “Once they hit the water and see how beautiful and graceful and magnificent these creatures are, they change from ‘the only good shark is a dead shark’ to becoming shark ambassadors.”

But there are rumblings of threats to this treasure. More than 8,000 Chinese workers are to be brought to the Bahamas to help build resorts and a sports facility being financed

by the Chinese government, and one islander was widely reported to have made moves to start commercial finning of sharks. Cove estimates that 40 to 60 “regular” sharks draw his customers and that they could be wiped out in days.

It seemed to Pew an opportune time to encourage the government to further protect the Bahamas’ sharks by banning all commercial trade in sharks and fins. The Bahamas enacted the ban in July of this year.

“Pew initially did a lot of homework. They came in, they met with people, very silently moved around and got people’s views on exactly what we thought of doing a campaign like this,” said Eleanor Phillips, who heads the Nassau office of the Nature Conservancy. “That was the right approach, not coming in here and saying ‘You guys should do this.’ No strong-arming.”

Instead, Pew encouraged the Bahamas National Trust, a nonprofit agency created by parliament and tasked with managing the country’s 27 land and sea national parks, to take the lead.

Eric Carey, executive director of the trust, is optimistic they will succeed. “Shark tourism” brings about \$79 million to the Bahamas each year, he said, and there is no vested opposition: Bahamians don’t traditionally eat shark and generally don’t fish

it. According to Carey, the prospect of success puts conservationists in an unaccustomed role.

“Those of us who work in this field are often fighting from behind. We normally try to put

To learn more about shark conservation go to www.pewenvironment.org/sharks

in place conservation measures for a species after there's very little of it left, when we are almost to the point of extinction.

"In this case, we have this incredible opportunity to show global leadership and do it right. For the first time in a very long time, we can actually protect something while it's still healthy and alive," he said.

Pew, he said, brought international reach and a track record of success on environmental campaigns. "They have lots of good information, provide good support and have very good staff," Carey said. "It makes a difference."

Pew research grants also help fund the science plumbing the ecological value of sharks. Samuel Gruber, a marine sci-

entist, saw that value years ago. When lymphatic cancer made an abrupt reversal 21 years ago and gave him an unexpected new chapter in life, "Doc" Gruber decided to pursue his long-held interest in sharks.

He opened the Bimini Biological Field Station, a colorful, low-slung building teeming with college students, volunteers and marine biology researchers, all devoted to studying sharks.

On a recent day—his 73rd birthday—Gruber gunned a 75-hp outboard motor toward a tidal mangrove stand in north Bimini, the closest Bahamian island to the United States. He hopped from the boat into thigh-high water, and plunged in among the thick mangrove roots and through a stinging am-

A Survivor Becomes an Advocate

Chuck Anderson wants to save sharks. Even the one that bit off his arm.

Anderson, then a 44-year-old high school football coach and triathlon competitor, was training with an early morning swim in the Gulf of Mexico, near his home of Robertsdale, Alabama, on April 20, 2001, when "it felt like I got run over by a linebacker."

He looked underwater, and "I saw exactly what had hit me. The shark was coming directly at me." Anderson had been targeted by an 8½-foot bull shark in a rare attack on the Gulf Coast.

Shark attacks are statistically unusual: Worldwide, fatalities average just five a year, according to the University of Florida. Since 1985, six persons have died from shark attacks on coasts in Florida, which bills itself as the "shark capital of the world," while 1,602 have died in Florida tornadoes.

Anderson has joined about 15 other attack survivors in the Pew effort to balance the terrifying image of sharks with a more nuanced understanding of their ecological importance. The survivors have leveraged their stories, helping per-

suade U.S. lawmakers to pass stronger federal protections for sharks in 2010. They have lobbied the United Nations for stronger international conservation rules and have delivered the Pew message in a blitz of media stories worldwide.

Their stories are impossible to ignore. Anderson described the shark's second pass at him: "Instinctively, I threw my hands out toward it, and when I did, the shark took all four fingers off my right hand." The shark's third strike left a "perfect shark-tooth scar" on his belly.

Then "I actually saw the fin coming towards me," for a fourth attack. "I tried to push off of him again with my hand, and he latched on the right arm and immediately took me to the bottom. He did that feeding-frenzy thing where they just lash you from side to side and sling you around."

As Anderson was having what he calls "a real nice conversation with

the Good Lord," the shark surfaced. "I was able to get my left hand on his nose with my right arm in his mouth. People on the beach said it looked like I was on skis, he pushed me so fast towards the beach."

The shark pushed him onto a shallow sandbar, flopping on top of him. Anderson yanked at his arm, still held tight in the shark's mouth. "When I did, he gnashed." The shark stripped the flesh off his bones and severed his hand. Suddenly free, Anderson ran through the shallows to the shore, holding his truncated arm aloft.

"The lady I was swimming with started crying. She said, 'What are you laughing at?' I said, 'I'm alive. To heck with the hand. I'm just glad to be here.'"

Reconstructive surgery has given Anderson an elbow, and he has a prosthesis. Nine months after the attack, he ran another triathlon; he now has competed in 87. Seven of those have been in the Gulf. He boats there, swims, and tries to spot sharks with his grandson.

"I explain to him that sharks are a very important part of the ocean ecosystem," he says. "They are the alpha dog. Without the sharks, we don't have the ocean as we know it today."

—DOUG STRUCK





In September 2010, President Johnson Toribiong of Palau and President Porfirio Lobo Sosa of Honduras issued a challenge to other world leaders to work together to save the world's sharks, including reef sharks (left).

bush of “no-see-ums”—biting midges—as doctoral student Kristine Stump and volunteer Tyler Clavelle swished along behind him with armfuls of equipment.

Deep in the grove, Gruber reached into a sack of barracuda pieces. Here, safe among the roots and shallow waters, juvenile lemon sharks hide and grow. He threw fish to a two-foot shark and smacked the water. Before long, six small sharks were darting among the legs of the researchers, seizing fish held gingerly in Gruber's fingers.

“Uh-uh, don't be biting me now,” Gruber scolded a shark. “Watch out, watch out.”

He netted one shark, deftly grabbed it mid-body, and clutched it as Stump injected a microchip under its dorsal fin to give the shark its own 10-digit tracking number. Even at six pounds, the muscular shark whipped back and forth in Gruber's tight grip, chomping through a tough mangrove branch that came near its mouth.

Gruber's students handle hundreds of small sharks yearly, and not all encounters are smooth. Earlier in the day, Christopher “CJ” Brooks, a student from Great Britain, returned from a water pen where he is studying small sharks, blood streaming down his arm from three nasty gashes on his wrist.

“My project is to look at the effects of predators on juvenile sharks,” Brooks, 22, explained while Gruber stanchied and bandaged the wounds. He deadpanned, “Apparently, it makes them mad.”

Gruber's swimsuit-and-sandals crew are self-described “shark people—the kind of people who swim toward a shark instead away from it,” said Jim Barley, who co-manages the shark lab with Emily Marcus, both 27, who got hooked on the Bimini work in college.

They hope people are beginning to understand what sharks mean to the environment. As the top predators, sharks

keep order in their underwater neighborhoods. A group of California researchers writing in the journal *Science* in 2007 concluded that the decline of large sharks off the coast of North Carolina led to an explosion of their customary prey, cownose rays, which in turn ate so many bay scallops that the scallop fishery collapsed.

Gruber notes that around reefs, an absence of sharks would leave more groupers, which would eat more parrotfish, which help clean reefs of algae and keep reefs healthy.

“It's almost like a tapestry. It's all woven together,” Gruber said. “If you were to unbalance that by pulling the main string that holds that whole thing together, you can see a cascade of some things disappearing and other things exploding.

“And when the exploding populations reach critical numbers, they have already eaten themselves out of house and home, so they die off. So you go from a stable system to an oscillating system.”

Gruber acknowledged that he is weary from losing fights to protect sharks and their habitat. Nevertheless, he allows himself optimism over the campaign and the prospect of tougher laws in the Bahamas.

“Pew is able to come to the table with a lot of resources that people like us don't have. They are well connected and they have the money to pursue their goals single-mindedly,” he said. “That's what's going on right now, and it's just like a dream come true.” ■

DOUG STRUCK, a former foreign correspondent for the *Washington Post*, is a Boston-based science and environmental writer. He last wrote for *Trust* about Pew's efforts to preserve Canada's boreal forest.



LEAFY GREENS
 363 outbreaks involving
 13,568 reported
 cases of illness



TOMATOES
 31 outbreaks involving
 3,292 reported
 cases of illness



BERRIES
 25 outbreaks involving
 3,397 reported
 cases of illness



PHOTOGRAPHS BY: ISTOCKPHOTO (SPINACH), SUZANNAH SKELTON/ISTOCKPHOTO (TOMATO SLICES), MALERAPASO/ISTOCKPHOTO (EGG), AND VITALINA RYBAKOVA/ISTOCKPHOTO (BERRIES)



Putting FOOD SAFETY on the MENU



EGGS
352 outbreaks involving
11,163 reported
cases of illness

The Pew Health Group’s “dream team” partners with advocates and industry to win passage of long-delayed legislation.

BY TOM FERRICK JR.

In a perfect world, the phrase *lethal spinach* would be an oxymoron, but the world of food is far from perfect.

In recent years, Americans have coped with spinach that killed, eggs that sickened thousands and tomatoes that landed people in the hospital. The list goes on: serrano chilies, shredded lettuce, peanut butter and cantaloupes. All were tainted somewhere between field and fork with bacteria or viruses that had the power—once ingested—to sicken, hospitalize, cause permanent organ damage or kill, with the very old and very young especially vulnerable.

The recalls and stories about outbreaks of sickness were not mere anecdote. Statistics revealed a deeper problem: In any given year, according to the U.S. Centers for Disease Control and Prevention, an estimated 48 million Americans get sick from foodborne diseases, 128,000 are hospitalized, and 3,000 die. In mid-2010, a study by a former U.S. Food and Drug Administration (FDA) economist at Ohio State

← Some of our healthiest foods are among the biggest sources of foodborne illnesses. The Center for Science in the Public Interest analyzed significant outbreaks between 1990 and 2006 and discovered that among the riskiest foods regulated by the Food and Drug Administration were leafy greens, eggs, berries and tomatoes.

University looked at the dollar and cents of foodborne illnesses and estimated that the nation incurred more than \$100 billion a year in health-related costs.

So it should come as no surprise that in late 2009, a national public opinion survey found that nearly 6 out of 10 Americans said they worried about bacterial contamination of food. The costs study and poll were funded by The Pew Charitable Trusts, which was not a coincidence. Pew was getting involved in food safety in a significant way, stepping into the middle of a battle designed to end years of federal inaction on improving the safety of the food supply. According to all parties involved, Pew went on to play a crucial role in getting a new federal food safety law through Congress.

A few months before the poll was conducted, the FDA was undertaking one of the largest food recalls in the nation's history. *Salmonella*-tainted peanut products from a plant in Georgia had slipped into America's vast food-processing network, ending up in 3,000 different items made by 200 companies. In the end, more than 20,000 people may have been sickened. At least nine people died.

One of those who became ill was Jacob Hurley, the 3-year-old son of a Portland, Oregon, police officer. When Jacob came down with flu-like symptoms in early 2009, his parents took him to their pediatrician after they noticed blood in his stool. While awaiting the lab results, they fed Jacob his favorite comfort food, peanut-butter crackers. Later, they discovered that the crackers they were feeding Jacob had made him sick in the first place because they contained tainted peanut butter from the Georgia plant. Jacob recovered, but the incident made his father, Peter, an advocate for changes to the nation's food safety laws.

Incidents such as the peanut product recall turned companies in the food industry into advocates for change as well. Recalls were hurting the bottom line. Consumers were losing faith in the safety of food.

"It doesn't matter if it is your company or not," explained Caroline Smith DeWaal, a longtime food activist at the Center for Science in the Public Interest. "If you are a spinach grower and there is a nationwide recall of one brand of spinach, your spinach will sit unsold. The industry wanted to have less volatility so they could be assured that the food they were producing, which is totally safe, wasn't being subjected to these constant food crises."

With Pew's help, the activists and industry leaders decided to work together, which by itself was a sign of change. As one participant in the coalition put it, "These are groups that don't normally sit in the same room together." They agreed that something had to be done to increase safety and they knew where it had to begin—with the FDA, the agency responsible for regulating 80 percent of all food eaten by Americans. (Meat and poultry are regulated by the U.S. Department of Agriculture.)

The last major change to the food safety provisions of the Federal Food, Drug and Cosmetic Act occurred during President Franklin D. Roosevelt's administration. That left the modern-day FDA little authority to regulate current methods of food production and to prevent outbreaks of illnesses from tainted products.

As Erik Olson, director of food programs within the Pew Health Group, explained, the world of food has changed completely in the past seven decades.

"In 1938, you may have had a little bit of canned food, but you didn't have a huge international global market," Olson said. "Right now, the United States is importing food from more than 150 countries. Right now, the vast majority of food that people eat is not prepared by them from fresh ingredients at home. They are eating a lot of packaged and processed food. They are not eating food that is grown or processed within a few miles of their houses."

He continued: "We have a very horizontally and verti-

PHOTOGRAPHS BY: KAAAN ATES/ISTOCKPHOTO (PEANUTS), ELENA ELISSEVA/ISTOCKPHOTO (PEPPER SHAKER), MEHMET ALI CIDA/ISTOCKPHOTO (EGGS), AND JOE BIAFORE/ISTOCKPHOTO (SPROUTS)

A Difficult Path to Approval

2008

2009

March 3, 2009

Sen. Richard Durbin (D-IL) introduces the bipartisan FDA Food Safety Modernization Act.

June 8, 2009

Rep. John Dingell (D-MI) introduces the Food Safety Enhancement Act of 2009.

November 2008–January 2009

Salmonella infections associated with peanut products result in more than 500 people becoming ill. At least 8 die.



July 30, 2009

The House passes the Food Safety Enhancement Act of 2009 by a vote of 283-142.

cally integrated food system, meaning that you may have a company that produced one ingredient in California, one ingredient in India, and they are mixing them at a plant in Singapore and selling the final products around the world. The industry is completely different than it was back in the day. The regulatory system just never caught up with that.”

Olson joined the Pew Health Group in late 2008 after serving as general counsel and deputy staff director on the U.S. Senate Committee on Environment and Public Works. His experience on Capitol Hill would prove invaluable over the next two years.

He also had spent 15 years at the Natural Resources Defense Council, working on such issues as pesticides, toxic chemicals and other environmental hazards. He had experience running campaigns—coordinated efforts designed to pass legislation. “A campaign approach is figuring out everything from media strategy—short- and long-term—to polling and research; it all feeds into your political strategy that feeds into your grassroots strategy,” he said.

The understated Olson is credited by activists as being an essential “honest broker” who dealt with both industry representatives and food safety advocates. For his part, Olson said, food safety “was an area that was ripe” (then he winced at his unintentional pun) for a campaign, using the people, talent and resources Pew could bring to the endeavor.

The first thing Olson did was to convene a meeting of the consumer, health and foodborne illness victims groups that

had been working to pass a food safety law. They created a coalition called Make Our Food Safe. Participants included the American Public Health Association, the Consumer Federation of America, the Center for the Science in the Public Interest and STOP Foodborne Illness, a victims group.

Some groups were concerned that Pew would try to “big-foot” their efforts, using its resources and muscle to push other advocates aside. That turned out not to be the case.

According to other members of the coalition, Olson and Sandra Eskin, his associate in the food group, and Pew lobbyist Carolyn Brickey were sensitive to the fact that many of the coalition partners had worked for 15 to 20 years trying to improve food safety, had encyclopedic knowledge of the problems and had already worked with key legislators from both parties to develop what would become known as the FDA Food Safety Modernization Act. These partners had FDA reform bills introduced in previous sessions of Congress and had worked to develop allies. “There was a lot of work done to get it to the five-yard line,” said Scott Faber of the Grocery Manufacturers Association, “but Pew got it into the end zone.”

“Pew put together a ‘dream team’ of talent in terms of getting the legislation passed,” said Smith DeWaal. “Erik Olson, Sandy Eskin and Carolyn Brickey are well-known professionals who have worked on this issue for decades. They could harness the resources to focus on the problem and move the bill to completion.”

If so much work had been done, if the public clearly sup-



March 3, 2010

Report released by the Produce Safety Project—a partnership between Pew and Georgetown University—estimates health-related costs of foodborne illness across the nation to be \$152 billion annually.

March 5, 2010

Salmonella-contaminated black pepper associated with more than 270 illnesses in 12 states is recalled.



May–November 2010

The Centers for Disease Control and Prevention estimates that more than 1,900 illnesses are likely to be associated with an outbreak of *Salmonella* in contaminated eggs. More than 500 million eggs are involved in a recall.

December 8, 2010

The House again passes legislation as part of a large budget bill. The vote fixes the Senate error, but the legislation is in doubt because the Senate is not expected to approve the House budget.

December 19, 2010

The Senate unanimously passes the food safety legislation as a stand-alone bill and sends it back to the House.

December 21, 2010

The House passes the legislation for the third and final time, making it the first major update to FDA’s food safety law since 1938.

2010

DEC	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR
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January 14, 2010

On one-year anniversary of the recall of *Salmonella*-contaminated peanut products, families of 27 victims write letter urging Senate passage.

May 21, 2010

Salmonella-contaminated alfalfa sprouts associated with more than 20 illnesses in 10 states are recalled.



November 30, 2010

Senate passes the FDA Food Safety Modernization Act 73-25, but by day’s end the bill is in jeopardy because of a clerical error.

2011

January 4, 2011

President Barack Obama signs the FDA Food Safety Modernization Act into law.

ported the change, why hadn't the legislation advanced? One reason was inertia: It simply is hard to get anything passed in Washington. "We were talking about changing a law that was 70 years old," said Carol Tucker-Foreman, a veteran food safety advocate with the Consumer Federation of America. "If it had been easy, it would have been changed before."

The bill also would make a major change in the way the FDA regulated, although resistance within the agency lessened (at least publicly) with the arrival of the Obama administration, which favored the changes.

For years, FDA regulation of food was reactive: The agency responded to problems. Once an outbreak of illness was detected, the agency would trace it back to its source and seek a voluntary recall so that distribution of the tainted product was halted. "It was a react-and-respond system that needed to be reformed to focus on prevention, due to dramatic changes in how food is sourced and the dramatic changes of diet," said Faber.

Spinach was an example. For years, spinach was produced by growers who lived near where consumers lived and consumer preference was to eat it cooked—which generally killed off any bacteria. Now, consumers prefer their spinach fresh and there is national distribution of brands. The spinach grown—and tainted—in a field in California—can end up in supermarkets in New Jersey, Minnesota, Texas or Florida. And, even if it is advertised as "pre-washed" it can still carry bacteria, such as *Salmonella* and *E. coli*.

How can spinach become contaminated? There are a number of ways, including contact with improperly processed manure; irrigation with contaminated water; farmworkers who do not wash their hands after going to the bathroom.

The food industry has learned to identify the touch points of possible contamination in their processing plants and developed procedures for minimizing them. It goes by the acronym HACCP, which stands for Hazard Analysis and Critical Control Points. The FDA Food Safety Modernization Act gives the agency the responsibility to require food processing facilities to develop prevention-based food safety plans, and directs the agency to inspect these facilities regularly to make sure they are being done right.

Before the new law, the FDA did few inspections, averaging 1 every 10 years for any given plant. In addition, the growth of imported food overwhelmed the agency.

According to the Department of Agriculture, the value of food imported into the United States went from \$41 billion in 1998 to \$78 bil-

lion in 2007. By volume, 15 percent of the food consumed by Americans comes from overseas, and in some categories it is much higher. Seventy-eight percent of seafood is imported; 32 percent of fruits and nuts.

China has emerged as a major food exporter. The Department of Agriculture reports that 60 percent of apple juice consumed in the United States comes from China, as does 50 percent of garlic.

As of January 2006, 367,000 facilities in 180 foreign countries had registered with the FDA to import food into the United States. Yet, as of that date, the FDA was inspecting only 1 percent of imported food at the port of entry, a situation that left the United States "essentially with an open-door policy" when it came to imports, according to Tucker-Foreman.

A root cause of the FDA's anemic approach to food safety was a lack of money. The drug side of the FDA relies on user fees, levied on drug companies, to pay for drug reviews and enforcement. The food safety division within the FDA relies almost solely on money Congress allocates as part of the budget process.

Advocates knew that any change in FDA's approach to food safety would require more money so it could revamp into a prevention-based agency and hire more inspectors. The Congressional Budget Office estimated that the cost of implementing the bill would be \$1.4 billion over five years, though advocates believe it would be less.

The price tag is not large compared to the billions that foodborne illness costs each year in terms of loss of life, medical costs, hospital stays and lost work time. But with Congress focused on reducing the deficit and cutting federal spending, cost was certainly an obstacle to getting the bill passed.


As the members of the Make Our Food Safe coalition gathered to plan strategy in early 2009, they could be forgiven for being pessimistic. Many had been trying—and failing—to get similar legislation passed for years. Bills were introduced and went nowhere.

"On the consumer/public-health/victims side of the equation, we brought a lot of substantive knowledge about the law, but all of us combined had really *de minimis* resources and virtually no expertise in running a campaign," Tucker-Foreman said.

"Pew brought an understanding of the need to have a strong substantive case, but they also knew it would require a campaign to bring the problem and the proposed solutions to the public to build widespread support and also find a way to work with elements of the industry."

 To learn more about food safety go to www.pewtrusts.org/foodsafety



 President Barack Obama signs the FDA Food Safety Modernization Act in the Oval Office on January 4, 2011.

There were other factors that helped change the situation: a new administration supportive of stronger legislation, broad bipartisan support in Congress, the continuing food recalls (the peanut scare unfolded in the first half of 2009), and a clear feeling by the public that government needed to do something about rolling outbreaks of foodborne illnesses. “It was,” said Sandra Eskin of the Pew Health Group, “the appropriate, but overused, metaphor of a ‘perfect storm.’”

The Make Our Food Safe campaign was launched in March 2009. The House passed an FDA food safety bill in July of that year—warp speed by Washington standards. A separate Senate bill passed a key committee in November. An amended version of the Senate legislation would eventually become the FDA Food Safety Modernization Act, but not before it sat, stalled for months.

What happened to the momentum? At ground level, there were more complications: disagreements between the House and Senate over their differing versions of the bill, the emergence of opposition from proponents of local agriculture, and the fact that the health care debate was taking up so much oxygen.

“There was always another, higher-priority bill being considered by the Senate,” said Eskin. “First it was health care and then financial services.”

Tucker-Foreman said the bill “was tied to the rails more times than Pauline.” Smith DeWaal said that “we never got the sense that it wasn’t a priority, but we got the sense it hadn’t got to the top of the list yet. We kept hearing it was on the ‘to-do list,’ but it never got to the top.”

As the spring of 2010 turned to fall, the inertia grew. The bill wasn’t simply stalled; it was sinking beneath the surface.

In the end, a 13-year-old girl from Nevada might have saved the day. Rylee Gustafson is the victim of a foodborne illness. She became sick in 2006, at the age of 9 when she ate *E. coli*-contaminated spinach and almost died. The illness left her body scarred, but not her spirit. Gustafson and her mother, Kathleen Chrismer, became activists with coalition member STOP Foodborne Illness. She approached Harry Reid, the U.S. Senate majority leader and a Democrat from

her home state, to plead for an update to FDA’s food-safety authorities. Joining other victims and their families as part of the coalition’s campaign, she repeatedly visited him in Washington and again when he was back in Nevada. Reid made passage of the bill a priority and sidestepped a threatened Republican filibuster. The legislation passed in the closing days of the session and President Barack Obama signed it into law on January 4, 2011.

“Harry Reid at the end was the one who had to make it happen,” said Tucker-Foreman.

But nothing is that simple in Washington. In reality, due to various technical, political and procedural glitches, variations of the bill had to pass the House three times and the Senate twice. Olson calls the bill that passed the Senate before Christmas the “final, final, final version” of the legislation.

When the bill did come up for that “final, final, final” vote, there was bipartisan support. It passed the House by a vote of 215-144 and the Senate by 73-25.

“It was really a stomach-churning process what this bill had to go through to get passed,” said Nancy Donley, president of STOP Foodborne Illness, “and it does bring to mind Otto von Bismarck’s remark.” (Bismarck observed that those who love sausages and respect the law should never watch either being made.)

For victims and survivors, passage of the law was “empowering invigorating and exhilarating.... It was cathartic in a way to be able to effect positive change,” said Donley.

In a way, the enactment of the food safety law is a textbook study in the way a successful campaign should work. There was a group of advocates willing to work together, an industry that realized it needed responsible regulation and bipartisan support in Congress for the changes. What Pew brought to the table was talent (Olson and his team are widely praised), resources (all those polls, the media work, the advertising, the shuttling of victims to and from Washington to meet with legislators cost a lot of money) and a determination to get the deed done. “Without Pew’s leadership and resources, there would be no [FDA] Food Safety Modernization Act,” said Tucker-Foreman.

But the challenge now for the Pew Health Group, for the coalition and industry, is to see that the FDA gets the money it needs to make the law work. In the political and budgetary climate of Washington in 2011, it will not be easy. “You can never call it a day,” said Donley. “You have to keep working it.” ■

TOM FERRICK JR. is a Pulitzer Prize-winning journalist based in Philadelphia. He last wrote for *Trust* about the Pew Research Center’s study of the millennial generation.



THE SMART WAY TO GET TOUGH ON CRIME

More than half the states have consulted with Pew as they try to achieve a better public safety return on the billions of tax dollars spent on corrections.

BY JODI ENDA

Jerry Madden graduated from West Point, served in Vietnam and is a self-described “conservative Republican” who has represented Plano in the Texas House of Representatives for 18 years. His credentials are not those of someone given to being easy on criminals.

Yet Madden travels the country these days to spread the word of how Texas has reduced its inmate population and put an end to its once-skyrocketing rate of prison building. And he does so because it has all happened without jeopardizing Texans’ public safety and while saving his state billions of dollars.

It’s time, he says, for other states to follow the lead.

“There are opportunities in every state to deal with the problem we have of a shortage of prison cells and an ever-growing prison population,” Madden says. The key, he explains, is to do so in a smart way that protects the public and even makes it safer, keeps dangerous criminals behind bars and helps nonviolent offenders become productive members of society.

Madden is one of a growing number of policy makers from across the political spectrum who have been working in a bipartisan fashion, with the help of the Pew Center on the States, to reform their states' corrections systems from top to bottom.

States spend \$52 billion a year on corrections, a number that has quadrupled in the past two decades, according to a report this spring from the center's Public Safety Performance Project. The only portion of states' budgets that has grown faster is Medicaid, the health care program for the poor.

It's no wonder: In a little more than three decades, the U.S. prison population has risen by more than 700 percent. The number of people on probation and parole also has gone up, to more than 5 million, an increase of 1.6 million people from a quarter century earlier. The project determined that between those under supervision and those in prison or jail, 1 in every 31 adults in this country was under some form of correctional control.

Despite the billions of dollars it spends punishing criminals, America is not getting a good return on its investment, the project concluded in its April 2011 study, *State of Recidivism: The Revolving Door of America's Prisons*.

Recidivism rates have remained virtually unchanged—and very high—for decades. Of every 10 people released from prison, more than four return within three years. A state-by-state review conducted by the project and the Association of State Correctional Administrators showed that 45.4 percent of the people released from prison in 1999 were back behind bars by 2002. And 43.3 percent of those released in 2004 were incarcerated again by 2007.

A large number of people who return to prison do so not because they have committed a new crime, but because they have violated the conditions of their parole or probation. That can mean something as simple as failing a drug test or forgetting to show up for an appointment with a parole officer.

"If more than four out of 10 adult American offenders still return to prison within three years of their release, the system designed to deter them from continued criminal behavior clearly is falling short," the report concluded. "That is an unhappy reality, not just for offenders, but for the safety of American communities."

The question is what to do about it.

'WE KNOW SO MUCH MORE TODAY'

The old way of doing things consisted mostly of locking up more people and having them spend more time behind

bars—at an average daily cost of \$78.95 per inmate. But for many nonviolent offenders, there are far less expensive and more effective alternatives.

The Public Safety Performance Project and its partners have worked with officials in 26 states to come up with individualized plans aimed at reducing recidivism while protecting public safety. The effort is part of the broader work of the Washington, DC-based Pew Center on the States to help states improve the performance of their services and address fiscal challenges to garner immediate and long-term stability.

"We know so much more today than we did 30 years ago, when we started down the prison-building path, about what we need to do to stop the revolving door," said project director Adam Gelb. "Leaders from both sides of the aisle are recognizing that they can push smart policy in this arena and survive at the ballot box.

"That," he said, "is where Texas comes in."

Because of its reputation for being unabashedly tough on crime, because it moved early—well before the recession—to stanch the flow of dollars to prison construction, and because it did so in an overtly bipartisan fashion, Texas has become something of a poster child for corrections reform.

Indeed, reform leaders in the state legislature—Madden and John Whitmire, the Democratic chairman of the Senate Criminal Justice Committee—were among eight people deemed by *Governing* magazine to be "Public Officials of the Year" for 2010.

Between 1979 and 2000, Texas built 137 new prisons, more than any other state, according to a 2004 study by the Urban Institute. In 2007, the state Department of Criminal Justice sought another \$523 million, enough to build only a fourth of the additional prison space it was projected to need in the coming five years. Texas housed more inmates—nearly 172,000—than any other state and was anticipating a 10 percent increase by 2012.

"We had two choices: Let them out or slow them down to have fewer people coming in," Madden recalled. "The choice in Texas was pretty obvious in those days. We're not one to throw open the prison doors."

With assistance from Pew and its partner, the Council of State Governments Justice Center, Texas began its reform process by dividing prisoners into two groups: violent offenders who need to be kept behind bars for a long time, and nonviolent offenders, many of whom pose little danger to society.

"You keep the people in prison who you're afraid of," Madden said, such as armed robbers, kidnapers and murderers.

Then, “look at the people you’ve got locked up who are low-risk. You’re probably mad at them . . . but not afraid of them. The drug users, the guy who steals your CD disk, takes your golf clubs out of your car, check forgers. Figure out what’s causing their behavior and figure out what you can do to change it.”

Rather than build new prisons, the Madden and Whitmire team proposed diverting money to substance-abuse and mental-health programs, halfway houses for released offenders and short-term facilities to hold people who violated the terms of their parole or probation. The price tag: \$241 million, less than half of what the state had requested for new prisons.

‘LET’S RETHINK THIS’

When states ask the Public Safety Performance Project and its partners for help, Pew seeks a strong, public and bipartisan commitment from leaders in all three branches of government. “We request and are getting letters signed by the governor, the Senate president, House speaker and chief justice saying they realize they have a challenge in this area, they want better results, and they want Pew and our partners to help,” Gelb explained. Often, those leaders will hold a news conference at the outset of the work, which “sends a strong signal that they expect something meaningful to happen.”

Pew helps analyze state data, determining, for instance, what it would cost to maintain the existing system and house additional prisoners; what is driving projected increases; and what strategies could help fewer offenders return to the sys-

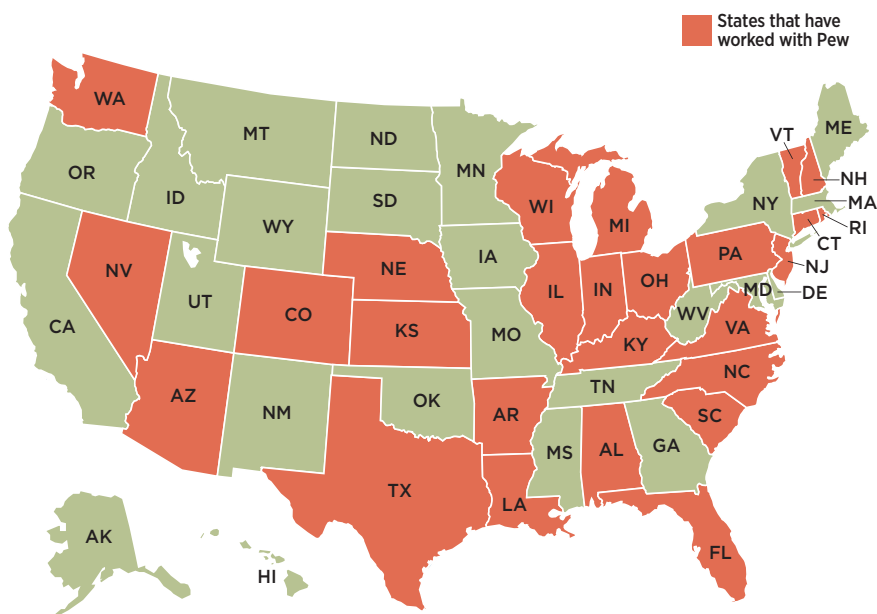
tem after being placed on probation or released from prison.

Since every state is different, there is no one-size-fits-all fix. Once the data reveal the culprits behind rapid prison growth or high recidivism rates, Pew helps a bipartisan, interbranch group of policy leaders devise policy options that fit the state’s specific challenges. Pew’s experts offer policies, practices and programs that research has shown to reduce recidivism, and that have worked in other states. Pew also brings many criminal justice stakeholders into the reform process, including prosecutors, police and sheriffs, crime victims, and substance abuse and mental health treatment providers.

Some common policy options include reclassifying offenses to allow courts to impose shorter—and, sometimes, longer—prison terms, expanding eligibility for probation or community corrections to include more nonviolent offenders, increasing incentives for inmates to complete risk-reduction programs to hasten their discharge from prison, mandating that higher-risk offenders be supervised when they are released, and implementing swift but mild punishment for probation and parole violations.

Technology has made it easier to monitor people on parole and probation through global positioning systems and other means, and science has demonstrated how to modify behavior better and to determine who is most—and least—likely to return to a life of crime, Gelb said. Together, they reduce much of the guesswork that previously went into sentencing decisions and programs to help offenders during and after incarceration.

ASSISTANCE PROVIDED TO 26 STATES



When Pew’s Public Safety Performance Project comes to a state, it works with governors, legislators and judges to provide technical assistance on sentencing and corrections reforms based on three results-driven, nonpartisan objectives:

- 1. Provide expert assistance.** Help states collect and analyze data on who is in their prisons, how long they stay, who returns and the implications for public safety and state budgets.
- 2. Promote cross-state learning and collaboration.** Educate states on how their existing sentencing, release and community supervision policies and practices compare with other states.
- 3. Advance promising practices.** Encourage states to use the best research to advance reforms that reduce crime and re-offense rates and deliver a solid return on taxpayers’ investments.

“People do assume that victims want to lock them up and throw away the key. That’s not my experience,” said Anne Seymour, a victims’ advocate based in Washington, DC, who has worked with Pew. “They want the offender to be held accountable. They want to feel safe and, in a lot of cases, they want restitution.”

Much of this new approach is based on Pew’s innovative research on these topics. In recent years, its reports such as *One in 100: Behind Bars in America* in 2008 and the 2011 study on recidivism have revealed important facts about the cost and effectiveness of incarceration and the impact of new, alternative programs being launched across the country.

This research is increasingly attracting the attention of a policy makers across the political spectrum who have helped create a political environment more amenable to change. They include such conservative luminaries as Newt Gingrich, William Bennett, Grover Norquist, Edwin Meese III and Asa Hutchinson, who have joined Right on Crime, an organization operated by the Texas Public Policy Foundation, a Pew partner, that seeks to demonstrate that supporting corrections reform does not mean being soft on crime.

Hutchinson is a former Republican member of Congress from Arkansas and administrator, under President George W. Bush, of the federal Drug Enforcement Administration. He said there are two important conservative concepts highlighted by Right on Crime: fairness and fiscal responsibility.

“It’s primarily a signal to conservatives across America that it’s appropriate and the right thing to do to take a fair look at our prison policies and make sure they serve the administration of justice and are also cost effective,” he said.

Hutchinson, also a former U.S. attorney who fought in Congress to close the sentencing disparity between users of powder and crack cocaine, noted that Right on Crime represents a significant change for the nation’s conservative leaders.

“It’s a shift from that approach that any legislative effort to increase penalties was automatically supported by conservatives because they didn’t want to appear to be soft on crime,” Hutchinson said. “Now the Right on Crime initiative says to conservatives across America: Let’s rethink this. Let’s not abandon a serious approach to crime problems, but at the same time, we have to be fair in looking at the policy and recognize that we have made some mistakes—one of them being the crack cocaine and powder policy.”

Meese, a U.S. attorney general under President Ronald Reagan, currently holds the Reagan Chair in Public Policy

at the Heritage Foundation. He said conservatives are in favor of “appropriate penalties,” not in locking up offenders and throwing away the key.

“More important is to see if prisons can be improved so there are more work programs, more education programs, more drug treatment programs and other things relating to reentry—counseling and mentoring—so when people go back to society they are less likely to return to crime,” he said.

‘THE COST OF DOING NOTHING’

Kentucky formed a bipartisan group to work on corrections reform legislation as it faced the fastest-growing prison population in the country and a 41 percent recidivism rate, three-quarters of which was the result of technical probation and parole violations. Working closely with Pew, the group developed a proposal that passed both chambers with near-unanimous bipartisan support this year.

In March, Gov. Steve Beshear, a Democrat, signed into law a bill that reduces prison sentences for low-risk, non-violent drug offenders and establishes treatment programs aimed at preventing recidivism and turning drug abusers into productive citizens.

“We think it’s landmark. We have tried for probably at least a decade to do something along these lines,” said Rep. John Tilley, a Democrat who chairs Kentucky’s House Judiciary Committee. Although they had staged subcommittee hearings and convened blue-ribbon panels, nothing happened, he said.

What was different this time? Two things, according to Tilley: Texas and Pew.

“We used the Texas example. They epitomize the tough-on-crime mentality,” Tilley said. “We worked closely with Jerry Madden. You could directly credit Jerry Madden with some of our success in Kentucky. He came to Kentucky. I don’t think you can underestimate the part Texas played in being one of the first states to enact this type of reform.”

Like Texas, Kentucky was being squeezed financially. In fiscal 2010, the state spent \$440 million on incarceration, a 214 percent increase over what it spent two decades earlier. Officials estimated that number would climb by \$161 million in the next decade, with a quarter of the money going to new prison beds, Tilley said.

“The cost of doing nothing would have been great,” he said.

“There was a thirst in the legislature on both sides of the aisle to identify and cut out wasteful and ineffective spending.”

There was general acknowledgement

 To learn more about the Public Safety Performance Project and read its reports go to www.pewcenteronthestates.org/publicsafety

THERE WAS GENERAL ACKNOWLEDGEMENT THAT SOMETHING NEEDED TO CHANGE. THE PRISON POPULATION WAS GROWING TOO FAST. TOO MANY OFFENDERS WERE RETURNING TO PRISON FOLLOWING THEIR RELEASE.

that something needed to change. The prison population was growing too fast. Too many offenders were returning to prison following their release, and many spent more time behind bars for violating probation or parole than they did for committing the crime that sent them to prison in the first place. Drug use in the state was rampant. But the solution wasn't apparent to everyone.

Sen. Tom Jensen is a Republican and a lawyer from London, Kentucky, a small Appalachian town. Jobs are scarce there, he said, and many people lose hope. Often they turn to drugs. They go to prison. They come out and can't find work. They turn back to drugs.

"I realized that something wasn't working. You just had too much recidivism, too many people going back in. When people were let out, they'd come back to the same environment that got them into it in the first place," Jensen said.

"I knew there were some problems, but I didn't see a better way," he said. "I wanted to make sure that no one thought we were being soft on crime."

In the end, Jensen, the Senate Judiciary Committee chairman, sponsored the legislation that Beshear signed. He persuaded his Republican caucus to pass it unanimously.

"I have to admit, listening to Pew and the people they brought in, they just convinced me of a better way," Jensen said, as he described what he called his conversion from tough on crime to smart on crime. "Hearing the changes that Pew came up with really made me change my opinion about how it should work. I'm a big believer in it. I think we can cut down on recidivism by putting money into rehabilitation and jobs programs."

'YOU HELPED US CRAFT THE SOLUTION'

Partnering with Pew helps state officials cut through the myriad complications that often prevent change. Gelb and his team ensure that consensus is built in a way that is orderly, scientific, bipartisan and practical. Arkansas Gov. Mike Beebe, a Democrat, said as much in a letter to Pew that was also signed by the chief justice of the state's Supreme Court and the House and Senate judiciary committee chairs after the project's work there this year.

"Your organization brought a commitment to the facts, a mastery of the specific policies and best practices, and

a dedication to seeking out all voices and opinions," the letter said. "We knew the problem; you helped us craft the solution."

Kentucky's new law is projected to save the state \$422 million over the next decade, though both Jensen and Tilley said they

expect the amount to be larger. About half the money will be reinvested into alternative programs, which, it is hoped, will result in more ex-offenders finding jobs and paying taxes and fewer of their families requiring state aid.

Even before the law takes effect, Kentucky is seeing a benefit. In May, Beshear announced that he was closing a minimum-security prison and turning it into a state police training facility. By the end of June, he said, inmates from the 205-bed Frankfort Career Development Center were to be moved to county jails and halfway houses or placed under community supervision.

"It's the first time to my memory that we have closed a state prison facility," Beshear said. "For years, the state police have had a new training center on the capital construction list. It would cost \$35 million to build. We're going to be able to create a modern, state-of-the-art state police training facility for about a tenth of the cost."

While the idea of saving money on corrections reform often is what brings state officials to the table, Gelb emphasized that doesn't keep them there. Once they review the statistics on imprisonment and recidivism, once they see the evidence about what works and what doesn't, officials generally realize that money is not the only—and perhaps not even the most important—reason to change the system, he said.

"There's an assumption that states are holding their noses and making what they think are bad policy choices because their budgets are forcing their hands," Gelb said. "The budget situation definitely is bringing states to the table, but it's not the meal. States would not be balancing their budgets on the back of public safety. The reason this is happening is that they realize there are more effective and less expensive ways to handle nonviolent offenders."

Beshear echoed the notion. "Our priorities going in were, number one, public safety; number two, we want to mete out appropriate punishment," he said. "But if we can do both of those things and still find a way to carry that out with less cost to the taxpayers, that was our goal.

"And," he added, "I think we accomplished that goal." ■

JODI ENDA, former White House correspondent for Knight-Ridder Newspapers, is a Washington-based writer.

Partnering With Pew

Sally O'Brien explains how Pew collaborates with individuals and foundations to achieve common goals.

Sally O'Brien is the managing director of the Philanthropic Partnership Group at The Pew Charitable Trusts. She oversees the institution's development efforts with donors and partner organizations.

Ms. O'Brien, who has 18 years of fundraising experience, came to Pew from the Johns Hopkins Carey Business School, where she served as associate dean for development and external affairs. Before that, she was director of development at the Johns Hopkins Bloomberg School of Public Health and played a pivotal role in the successful conclusion of the school's \$500 million capital campaign. Prior to joining Johns Hopkins, Ms. O'Brien was a member of the British Diplomatic Service and served in London, Brussels and Washington.



“Some donors choose to support an existing program, while others propose new projects that are related to our areas of interest and expertise.”

Can you tell us about your work at Pew and the goals of the Philanthropic Partnership Group?

The Philanthropic Partnership Group leads Pew's effort to seek philanthropic support for the organization's work. Our goal is to facilitate partnerships between Pew and outside funders who wish to use their investments strategically to achieve measurable results around common goals.

But isn't Pew a foundation?

Not anymore. In 2004, we transitioned to a public charity. As a nonprofit, we have more flexibility to collaborate with others. We can operate projects that we previously would

have outsourced, and we can advocate for policy improvements when our research shows the need for them.

Pew already has a large endowment. Why is it seeking partners for its work?

Pew takes on big problems—for example, improving federal food safety laws or promoting the growth of the clean energy economy. Even with the resources available to us from our seven supporting trusts, Pew's funding alone is not always sufficient to get the job done. When addressing challenges of this scope and scale, collaboration with partners who share our vision enables all parties involved to be more effective.

What are the advantages for your partners?

Our partners receive an extraordinary return on investment. They have access to the talents of advocates and strategists with a proven track record of securing policies that facilitate positive change and improve people's lives. An added advantage is that more often than not, our partners are able to use their contributions to leverage support from Pew's own resources.

For example, we recently launched a new partnership with philanthropist Lyda Hill, who is committed to protecting Americans from the threat of foodborne illness and has joined with Pew to ensure effective implementation of the FDA Food Safety Modernization Act of 2011, the first overhaul of

U.S. food safety law in more than 70 years. We are seeking to make sure that the FDA has the strong rules, regulations and resources needed to enforce its mandate to prevent contamination and disease.

With whom else does Pew collaborate?

Our partners include hundreds of individuals and foundations who share our passion and vision. For example, we joined with the William and Flora Hewlett Foundation to safeguard the Canadian Boreal, which is the world's largest intact forest. It has been a privilege to benefit from the expert guidance provided by Hewlett's staff members, who have played an active

role in envisioning, launching and managing this campaign. Together, we helped to broker the largest forest conservation agreement in history last year to preserve and protect more than 175 million acres of this magnificent region—an area nearly twice the size of California.

We have joined with the Peter G. Peterson Foundation and the Committee for a Responsible Federal Budget to propose ways that the federal budget process could be reformed to be more disciplined, forward-looking, and transparent. We work with the Rockefeller Foundation to assess state transportation systems. We've teamed with the W. K. Kellogg Foundation and the DentaQuest Foundation to research policies that will help hundreds of thousands of children access dental care, and with the Robert Wood Johnson Foundation to evaluate how policies related to education, transportation, housing and other sectors affect health.

What types of issues do Pew and its partners work on most?

Our campaigns address a wide range of issues. Our primary areas of focus include public health, the environment, state policy and performance, and public opinion research. A separate subsidiary, the internationally known Pew Research Center, is a “fact tank” that polls on a wide range of important issues and trends but does not take policy positions.

Some donors choose to support an existing program, while others propose new projects that are related to our areas of interest and expertise. For example, in 2004 philanthropist Gerry Lenfest told us of his interest in producing and disseminating re-



Friends and supporters of Pew came together in June for a luncheon in Washington, DC hosted by the British ambassador to celebrate U.K. and U.S. leadership in ocean conservation, and in particular Pew's Global Ocean Legacy program. Among those attending were, from left to right: Jay Nelson, director of Global Ocean Legacy; Dona Bertarelli, founder and co-president of the Bertarelli Foundation; former Sen. John Warner (R-Va.); Mrs. Laura Bush; and Dr. Jane Lubchenco, administrator of the National Oceanic and Atmospheric Administration.

search that would inform policymakers charged with protecting marine environments. Together, we created the Lenfest Ocean Program, which we are honored to manage on Mr. Lenfest's behalf. To date, the program has supported more than 70 studies that have been published in more than 120 peer-reviewed publications circulated in more than 30 countries.

What role do your partners play?

Often they play an active one. For example, our Global Ocean Legacy project is a collaboration with the Oak, Waitt, Robertson and Sandler foundations and philanthropist Lyda Hill. Each partner contributes equally, including Pew, and all share responsibility for decision-making.

Since 2005, the work of Global Ocean Legacy has resulted in more than tripling the amount of ocean that is highly protected worldwide. Last year, the partners played a leading role in securing the designation of the largest reserve on the planet, the United Kingdom's Chagos Marine Reserve in the Indian Ocean. It's more than 60 times the size of Yellowstone National Park.

How can prospective partners learn more?

Call me! We are always interested in hearing from people who want to explore opportunities to partner with Pew. My phone number is 202-540-6525, and my email address is sobrien@pewtrusts.org. ■

Protecting America's National Heritage

An evaluation of Pew's work to preserve the nation's public lands

BY RICHARD SILVER AND SCOTT SCRIVNER

In 1886, a young Theodore Roosevelt said of America's lands, "We have fallen heirs to the most glorious heritage a people ever received, and each one must do his part if we wish to show that the nation is worthy of its good fortune." Roosevelt's insight was ahead of its time. Indeed, in later saying, "when I hear of the destruction of a species, I feel just as if all the works of some great writer have perished," he intuitively grasped what modern conservation biology demonstrates to be true: The nation's old-growth forests and public lands play a critical role in supporting terrestrial ecosystems and preserving biological diversity.

It was both hard science and a similar recognition of the unique heritage that America's public lands represent that in 1992 led Pew's Environment program (now the Pew Environment Group) to launch its effort to protect intact old-growth forests and wilderness ecosystems. This program met with success in its early years, with a 1999 evaluation finding that it had both won protection for key areas and developed considerable momentum for further progress. Building on the recommendations of this early evaluation and staff's assessment of emerging opportunities, the Environment program developed an ambitious 10-year strategy for protecting public lands, with the goal of protecting 50 mil-

lion acres of public lands through a combination of executive branch and congressional actions.

In late 2009, as the strategy's 10-year period drew to a close, Planning and Evaluation and the Pew Environment Group agreed that the domestic public-lands protection portfolio was well suited for a second evaluation. All of Pew's programs set specific goals and hold themselves accountable for delivering results, and evaluations are designed to provide an objective assessment of how far programs have come. But they're also designed to improve program effectiveness by providing insights about what worked, what didn't and why.

While Planning and Evaluation designs and manages evaluation efforts, we engage with independent experts to conduct the fieldwork and analysis to ensure that we obtain objective, candid feedback about Pew's efforts. The team of senior professionals who conducted this review included Sheila Leahy, an independent consultant who specializes in strategic planning, evaluation and campaign development; David Gardiner, president of David Gardiner & Associates, an environmental consulting firm; and John Willis, director of campaigns and research at Strategic Communications Inc., where he designs and evaluates advocacy campaigns.

Summary of Evaluation Findings and Key Lessons Learned

The evaluation found that between 1999 and 2010, Pew's program was a central force in winning administrative protection for up to 53 million acres (depending on the definition of "protection" used) of public lands through the Roadless Area Conservation Rule, as well as affording an additional 4.6 million acres the highest level of federal protection through congressional designation under the Wilderness Act of 1964. In the evaluators' words, "Pew is widely credited with both catalyzing and maintaining the heartbeat of the public lands protection movement in the United States over the past 10 years." Specific findings and key lessons learned included the following:

Be disciplined about developing a sound strategy—and making adjustments as needed to reflect conditions in the field. American humorist Will Rogers once quipped, "Even if you're on the right track, you'll get run over if you just sit there." The evaluation found that Pew's program faced several challenges to its efforts and recalibrated accordingly. First, a change in the political environment for public-land protection required Pew to shift its focus from winning new administrative protections under the roadless rule to sustaining the substantial progress that had been made. Second, in its efforts to win legislative protection for key tracts of wild lands under the Wilderness Act, Pew revised its original goal in response to changing circumstances and opportunities and adjusted its strategy to support more effectively

key local stakeholders and then link them with state and national efforts. This change in

 For information about Pew's Planning and Evaluation unit, go to www.pewtrusts.org and click on "About Us"

approach set up nearly a decade of successful wilderness protection efforts. In both cases, the evaluation credits program staff with having the insight to understand changes in context and the discipline to make deliberate and effective modifications to its strategy.

Develop new and diverse allies. The evaluation also found that one of the program's strengths was its ability to work with coalitions of different interests. The program was credited with bringing together new and diverse constituencies, including hunters and anglers, whose voices were typically not part of the policy debate. The evaluators commended Pew for mobilizing local interests and bringing those influences to bear on policy makers within Washington, DC. Pew was adept at marshalling support for its goals from across the political spectrum and greatly increasing the program's reach

inside the Beltway, even during years of divided government.

People matter. Pew had assembled a team of talented, experienced staff with deep campaign savvy and a long-running commitment to public lands issues. The Pew Environment Group's leadership and campaign staff were particularly praised for their acumen in bringing about positive policy change. The evaluators said that staff was "appreciated as good strategists and have exceptional instincts for picking 'winners.' They know how to build a campaign, put it in motion, and bring it to closure."

The importance of recruiting the right people for an initiative, which has been a theme across Pew's more than 20 years of evaluation work, may sound obvious, but is easy to lose sight of during the complexities of planning a campaign. The evaluation found that in its staff, the Pew Environment

Group had built "a national repository of knowledge and experience about how wilderness bills are done."

In sum, the Pew Environment Group has been a key player in securing substantial protections to the nation's public lands. The program's strategy was skillfully executed and the staff's expertise, adaptability and foresight, combined with a focus on long-term goals, allowed the program to be successful.

The End Result: Putting Lessons Learned to Good Use

Pew prides itself on running initiatives with clear, measurable objectives and on achieving meaningful results. To this end, evaluations are not only a powerful accountability tool but also a valuable learning opportunity for the institution. The value of an evaluation increases dramatically when its findings can be applied beyond the specific program or initiative in question. Planning and Evaluation judges its own success by the degree to which key lessons are put to use in the interest of more effective programs throughout the organization.

This case was no exception. In December 2010, the Pew Environment Group began to deploy an updated strategy that was informed by the findings of the evaluation and the efforts of an independent team of Planning and Evaluation's planning experts. The resulting strategy builds on the campaign's strengths and incorporates the lessons learned over the previous decade. Pew continues to be well positioned to successfully advocate for the protection of the American treasure that is our public lands. ■

RICHARD SILVER is an associate and SCOTT SCRIVNER is a senior officer in Planning and Evaluation at Pew.

Bonnie Lake and the surrounding wilderness in California's Sierra National Forest are now protected.



PHOTOGRAPH BY JOHN DITTLI

The Pew Charitable Trusts' program investments seek to improve policy, inform the public and stimulate civic life through operating projects managed by Pew staff; donor partnerships, which allow us to work closely with individuals or organizations to achieve shared goals; and targeted grantmaking. The following highlights some recent Pew work. Additional information is available at www.pewtrusts.org.

THE ENVIRONMENT

Success for Caribbean Effort

The **Campaign to End Overfishing in the Southeast** recently won a major victory with a decision made by the Caribbean Fishery Management Council. The organization unanimously approved new rules to establish annual catch limits and accountability measures, such as giving the regional administrator the authority to limit fishing in season, for all 35 species of conch, spiny lobster and finfish that are at critically low population levels. This is a big conservation milestone for a region with the most severe documented overfishing problem in the world. The campaign worked closely with the Virgin Islands Conservation Society to demonstrate support for the new rules from some of the largest hotels and dive shops

and from local residents—including schoolchildren who drew pictures to show the Council what healthy fish populations mean to them. An op-ed making the case for the new rules, co-authored by senior policy associate Sera Drevenak, a St. Croix native and the society's executive director, ran in nearly every paper in the region.

Wild Australia

The Western Australia state government declared four new conservation reserves, covering approximately 1.3 million acres, in the state's great western woodlands. This region forms the world's largest intact temperate woodland ecosystem and has significant global conservation value, with many locally endemic species. The **Wild Australia** program's active engagement with the state government and the mining interests

directly resulted in an increase in the size of these declared reserves and the speed with which the government's decision was made.

Fish Farming Evaluation

With support from the **Lenfest Ocean Program** and in collaboration with Pew's **Aquaculture Standards Project**, researchers at the University of Victoria in British Columbia produced the first global assessment of the environmental effects of marine fish farming, using the Global Aquaculture Performance Index's 10 criteria to assess and score environmental impacts. The analysis showed that some of the most economically efficient production practices, such as those used to farm salmon, result in significant environmental degradation at large scales of production.

Ending Overfishing in the South Atlantic

U.S. Commerce Secretary Gary Locke gave final approval to a plan to rebuild the severely depleted red snapper population. The recovery plan includes a moratorium on fishing for red snapper in federal waters from North Carolina to Florida, and it closes 4,800 square miles of ocean where red snapper are most often caught accidentally as fishermen target other species.

U.S. Arctic Program Report on Oil Spills

The **U.S. Arctic Program** released a report, *Oil Spill Response in the U.S. Arctic Ocean: Unexamined Risks, Unacceptable Consequences*. The analysis is the most comprehensive yet on the challenges of preventing and containing spills along the nation's



The shingleback skink is a species indigenous to Western Australia.



Cathedral Rock is part of an area proposed for wilderness designation in Oregon.

northernmost coast. It provides a detailed accounting of how oil spill response plans fail to account for the Arctic's harsh conditions and remote location. To prevent a disaster in Alaska's Beaufort and Chukchi seas, the Pew Environment Group recommended a number of reforms, including comprehensive research on the Arctic marine environment, tailoring spill response to conditions there and enhanced review and oversight of oil and gas drilling. The report's release was aimed at providing scientifically sound information to government, industry and the public and at guiding the work of two influential commissions: the National Commission on the BP Deepwater Horizon Oil Spill and the National Ocean Council, both of which are conducting hearings and discussions.

Wilderness on Congress' Agenda

The **Campaign for America's Wilderness** and its conservation advocacy group partners have succeeded in recruiting sponsors from both political parties to introduce 15 bills in Congress, which together will permanently protect as a part of the National Wilderness Protection System nearly 1.9 million acres across California, Colorado, Idaho, Michigan, Montana, New Mexico, Oregon, Tennessee and Washington state. Seven of these measures have

been moved to markup after having been the subject of Senate subcommittee hearings. With names like Devil's Staircase, Sleeping Bear Dunes, the Sapphires, Bull Gulch and the

Boulder-White Clouds, the areas in these bills include lush old growth forests, rugged cliffs, extinct volcanoes, towering sand dunes, cascading waterfalls, desert grasslands and colorful wildflower meadows.

Win for Oceans North Canada Campaign

Canadian Environment Minister John Baird announced that Ottawa has begun the formal process of designating Lancaster Sound, a biologically rich region at the eastern entrance to the Northwest Passage, as a national marine conservation area. This announcement was a major step forward for the **Oceans North Canada** campaign, which has worked closely with Inuit organizations to build substantial public support for what would be the Arctic's first national marine park.

THE ECONOMY

Analysis Examines Plans for Fiscal Reforms

The **Peterson-Pew Commission on Budget Reform** released *Getting Back in the Black*, which recommends that policy makers adopt measures to help stabilize the federal debt by establishing fiscal targets, creating automatic budgetary triggers and increasing the transparency of budgetary information and procedures, an idea advanced in the commis-

sion's first report, *Red Ink Rising*. The Peterson-Pew Commission, a partnership of the Peter G. Peterson Foundation, Pew and the Committee for a Responsible Federal Budget, has convened preeminent budget experts to make recommendations for how best to improve the nation's fiscal future.

Energy Subsidies Revealed

Subsidyscope published its examination of government spending in the energy sector, which finds that although the federal role is significant, the amount of money invested in this area is considerably less than other sectors—about \$25 billion in fiscal year 2009, or \$212 per household. The project also discovered that federal grants to the energy sector quadrupled to over \$18 billion in fiscal year 2009, due in large part to stimulus funding under the American Recovery and Reinvestment Act. Likewise, tax expenditures for the energy sector have been growing, with a much larger proportion going to renewable and alternative fuels than fossil fuels.



Electric cars could provide a more energy-efficient means of travel.

Program Tracks Tax Spending

Subdyscope released Pew's Tax Expenditure Database. This first-of-its-kind online, searchable database allows users to easily view specific tax expenditures from the U.S. Department of the Treasury and the Joint Committee on Taxation and, in many cases, make side-by-side comparisons of different government estimates of the same tax expenditure. Pew received positive feedback about the database from the U.S. House Ways and Means Committee, the U.S. Department of Energy's Energy Information Administration and the chief of staff of the Joint Committee on Taxation.

HEALTH

Symposium on Drug Safety

The Pew Prescription Project hosted a roundtable conference on improving the safety of the U.S. drug supply. Participants included pharmaceutical manufacturers, retail pharmacy representatives, industry trade associations, medical associations and consumer groups, as well as representatives from the Food and Drug

Administration, the Government Accountability Office, state boards of pharmacy, and the U.S. Pharmacopeia, an agency that sets standards for prescription and over-the-counter medicine. Results of the meeting will be incorporated into an upcoming paper by the Pew Health Group, entitled *After Heparin: Protecting Consumers from the Risks of Substandard and Counterfeit Drugs*.

New Funding for Health-Impact Study

On the heels of a new \$2.6 million grant from the Robert Wood Johnson Foundation, the Pew Health Group's **Health Impact Project** successfully launched its second call for proposals. The grant will fund up to eight organizations in developing a health impact assessment, which is a study that can help policy makers and community members identify and address the potential, and often-overlooked, health implications of policy proposals in a broad range of sectors, including agriculture, urban planning, transportation and natural resource development. In 2009, the foundation awarded Pew \$7.2 million to establish the Health Impact Project



Early education is vital to the development of America's youth.

and fund 11 organizations to conduct health impact assessments.

IN THE STATES

California Designs Creative New Early Learning Model

Before leaving office, Gov. Arnold Schwarzenegger signed a bill requiring all children who enter kindergarten to be 5 years of age. The measure moves the date by which children must turn 5 to enter kindergarten from December 2 to September 1. The legislation will also create "transitional kindergarten," a program for children with fall birthdays, who will be too young to enter kindergarten under the new law. **Pre-K Now's** advocacy partners, Preschool California, contributed to this significant policy victory, which will provide 120,000 four-year-olds with high-quality early learning, including approximately 49,000 English-language learners and 74,000 who attend Title I schools—those with large concentrations of low-income students.

Pew Home Visiting Initiative

The **Pew Center on the States** launched the Pew Home Visiting Inventory, a Web-based snapshot of home visiting programs, models and funding in all



PHOTOGRAPHS BY FRESNO BEE/GETTYIMAGES (ABOVE) AND LAUREN BURKE (BOTTOM LEFT)



50 states and the District of Columbia. States made available \$1.36 billion to voluntary home visiting programs in fiscal years 2009 and 2010. Policy makers now have a much-needed account of those home visiting investments and program strategies.

Report Details State Tax-Estimate Errors

The **Pew Center on the States** team released a report with the Nelson A. Rockefeller Institute of Government that examined state estimates for three major revenue sources—income taxes, sales taxes and corporate taxes—from 1987 to 2009, a span that

takes in three recessions and three periods of economic growth. The report's key finding: during downturns, when it matters more than ever for states to get it right, more states have not only gotten it wrong, but also made larger errors.

Smoothing the Path for Voters

The **Election Initiatives** team worked with 19 states and the District of Columbia to give voters easier access to official election information, such as polling place locations and directions, through innovative tools available online and accessible through Web-enabled smartphones. These tools were used more than 10 million times before the November 2 elections. The campaign is continuing outreach to other states, with the goal of having at least 40 states as partners by the 2012 elections.

Success for Dental Health

In a major win for the **Pew Children's Dental Campaign**, Arkansas

Gov. Mike Beebe (D) recently signed into law three bills that will improve the dental health of the state's children. These measures will enable more kids to receive dental sealants and fluoride varnish treatments. The most significant achievement is the new law mandating that communities with 5,000 or more residents provide optimally fluoridated drinking water to prevent tooth decay.

PHILADELPHIA

Philadelphians' Views of the City and Its Police

In two reports, the **Philadelphia Research Initiative** published the results of its third annual benchmark poll measuring Philadelphians' outlook on their city. The first survey reported a downward drift in residents' attitudes about Philadelphia, reflected in lower approval ratings for the city's overall direction, specific services and the quality of life in the neighborhoods. The second report found that residents have considerable respect for the Philadelphia police. But pluralities of African Americans and young people do not think the police use good judgment in implementing the city's controversial stop-and-frisk policy.

New Pew Arts Fellows

Through Pew Fellowships in the Arts, the **Pew Center for Arts and Heritage** has announced 12 new fellows. This year's recipients, including six first-time applicants to the program, work in a variety of artistic disciplines, from classical Arab music and tap dance to architectural design and jewelry making. ■



PHOTOGRAPH BY JUSTIN LANE/CORBIS

CNBC Focuses on Pew's Investment in Biomedical Innovation



CNBC's *Wall Street Journal Report* on March 15 featured a story on the Pew Scholars in Biomedical Sciences program. To see the full report online, go to www.pewtrusts.org/biomedicalschemolars.

In his State of the Union address this year, President Barack Obama called for increased investment to spur American innovation because “none of us can predict with certainty what the next big industry will be, or where the new jobs will come from.” In the wake of the speech, the host of CNBC's *Wall Street Journal Report*, Maria Bartiromo, interviewed Rebecca Rimel, The Pew Charitable Trust's President and CEO, and Pew Biomedical Scholars Dr. Carol Greider and Dr. Matthew Evans on the need for increased investment in America's young scientists.

The report focused on the Pew Scholars in Biomedical Sciences program, which last year celebrated its 25th anniversary. The program has awarded more than \$125 million to more than 500 promising researchers, enabling these scientists to take calculated risks, expand their research and explore unanticipated leads. Three recipients, including Greider, have gone on to win the Nobel Prize.

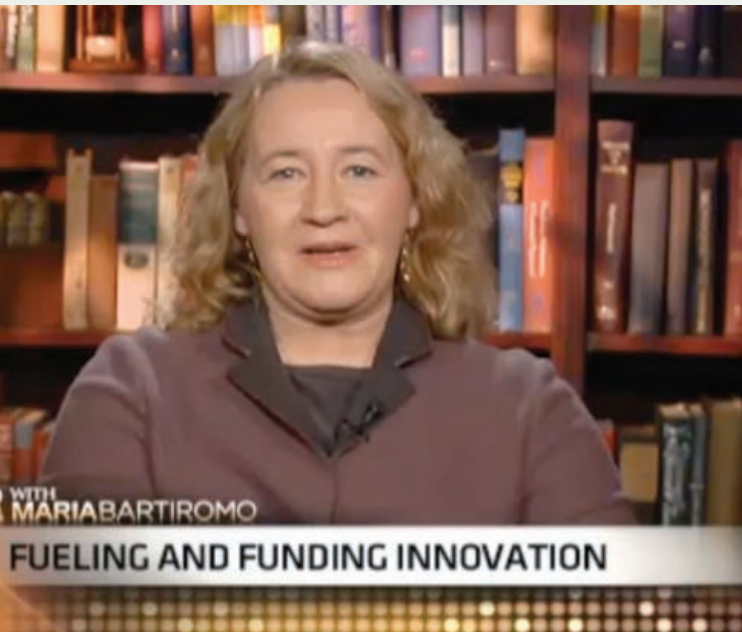
➔ **MATTHEW EVANS:** Running my own lab is really my dream job. What I am particularly interested in is a hepatitis C virus and how it replicates. What I hope to find are weak spots in its replication cycle that can be targeted with new therapies. Traditional funding sources are a little antagonistic to innovation. They want you to do something that's going to work. The problem with that is you don't make the big discoveries. Pew wants you to take calculated risks, to really try something new that has the potential to be groundbreaking.



↑ **MARIA BARTIROMO:** The National Academies of Science recently described American competitiveness as a “category 5 storm” due to limited investment in scientific enterprise. We met one young scientist braving that storm in the hopes of making a medical breakthrough, as the recipient of a grant from The Pew Charitable Trusts.



↓ **CAROL GREIDER:** It's very clear that economic growth is really driven by innovation...about half of the GDP comes from scientific innovation that drives technology that can then feed forward. So it's really an essential economic driver today.



↓ **REBECCA RIMEL:** When [the program] was launched in the early '80s, it was to address the importance of innovation by the biomedical sciences. We like to think of it as an insurance policy for risk taking. We pick the very best and brightest, we provide unrestricted support, and annually they come together and they work with scientists in disciplines other than their own. And we've had a huge return on this investment.



The Washington Post

This is an excerpt from an essay that appeared in the *Washington Post's* Outlook section on April 7. To read the full article, go to www.journalism.org

Five Myths About the Future of Journalism

BY TOM ROSENSTIEL

There are few things journalists like to discuss more than, well, themselves and the long-term prospects for their industry. How long will print newspapers survive? Are news aggregation sites the future? Or are online paywalls—such as the one the *New York Times* just launched—the way to go? As media organizations plot their future, it's worth discarding some misconceptions about what it will take to keep the press from becoming yesterday's news.

1. The traditional news media are losing their audience.

Online news consumers are heading primarily to traditional sources.... The crisis facing traditional media is about revenue, not audience.

2. Online news will be fine as soon as the advertising revenue catches up.

In 2010, Web advertising in the United States surpassed print advertising for the first time, reaching \$26 billion. But only a small fraction of that, perhaps less than a fifth, went to news organizations.

3. Content will always be king.

The key to media in the 21st century may be who has the most knowledge of audience behavior, not who produces the most popular content.

4. Newspapers around the world are on the decline.

Actually, print circulation worldwide was up more than 5 percent in the past five years, and the number of newspapers is growing.

5. The solution is to focus on local news.

The problem is that hyperlocal content, by definition, has limited appeal.... So far, no one has really cracked the code for producing profitable local news online.

TOM ROSENSTIEL is director of the Pew Research Center's Project for Excellence in Journalism.

Ten Treasures at Stake

Many national parks and landmarks are in jeopardy because of a recent, dramatic increase in gold, uranium and other hardrock mining claims. A report from the Pew Environment Group, *Ten Treasures at Stake: New Claims and an Old Law Put Parks and Forests at Risk*, calls on the White House and Congress to protect these sites and to modernize the 1872 law that still governs hardrock mining on public lands in the West. For more information on the report, go to www.pewenvironment.org/10treasures.

Siskiyou Wild Rivers Area

The entire area has been peppered with mining claims, including about 45 that lie near a portion of the Chetco and in nearby roadless forests.



Dinosaur National Monument

About 35 mining claims are within approximately five miles of the park boundary.



Yosemite National Park

Approximately 120 mining claims are within five miles of the national park.



Canyonlands and Arches National Parks

Approximately 950 claims have been made within five miles of the boundaries of the two parks.



Grand Canyon National Park

The uranium deposits on the outskirts of Grand Canyon National Park attracted more than 6,100 claims between 2006 and 2007 alone.



Joshua Tree National Park

There are 275 active mining claims within five miles of Joshua Tree's borders.



Gila Wilderness

There are more than two dozen mining claims in the Gila Wilderness and more than 700 in the surrounding national forest roadless areas.



Mount St. Helens National Volcanic Monument

Nearly 60 mining claims have been made within five miles of Mount St. Helens.



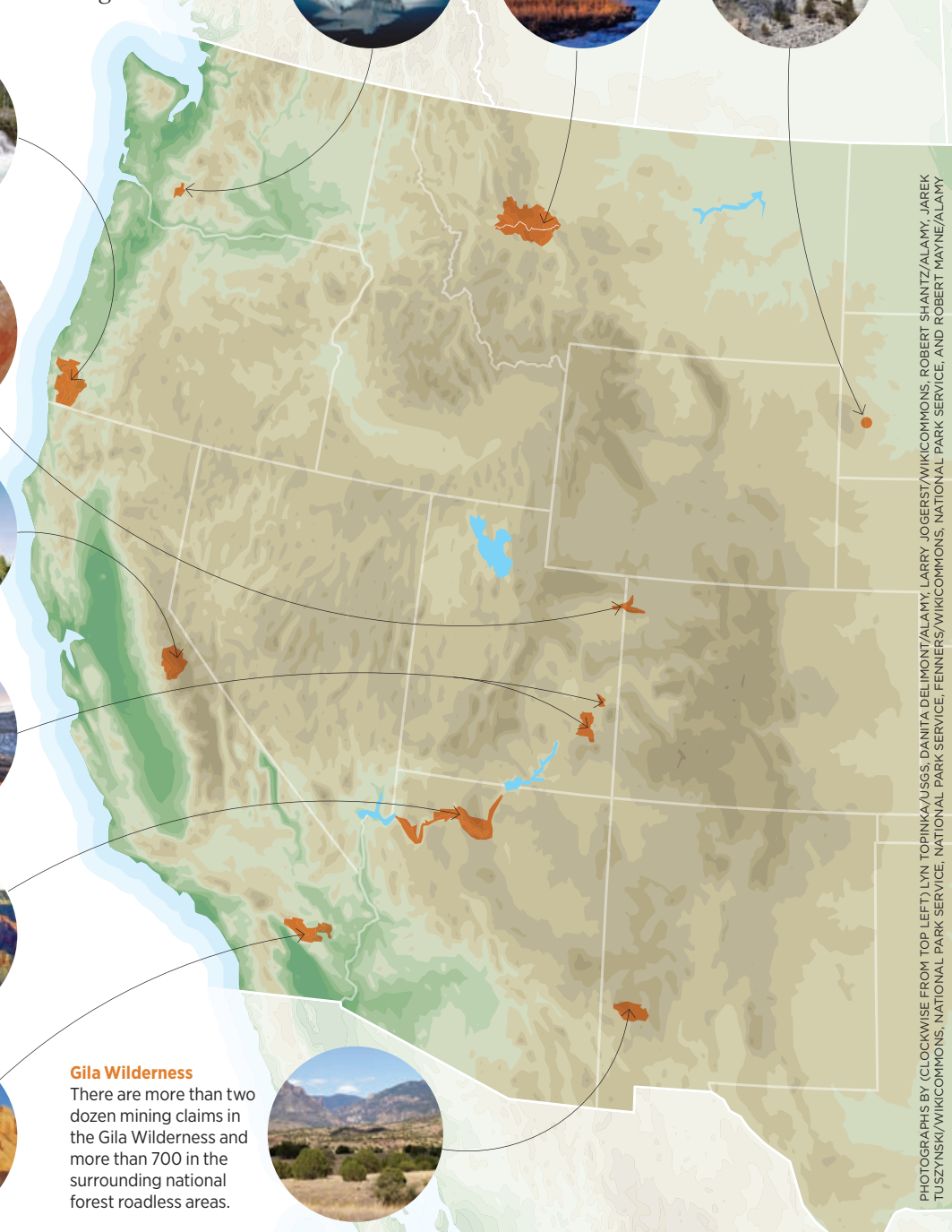
Blackfoot River

There are approximately 2,250 mining claims in the Blackfoot River watershed.

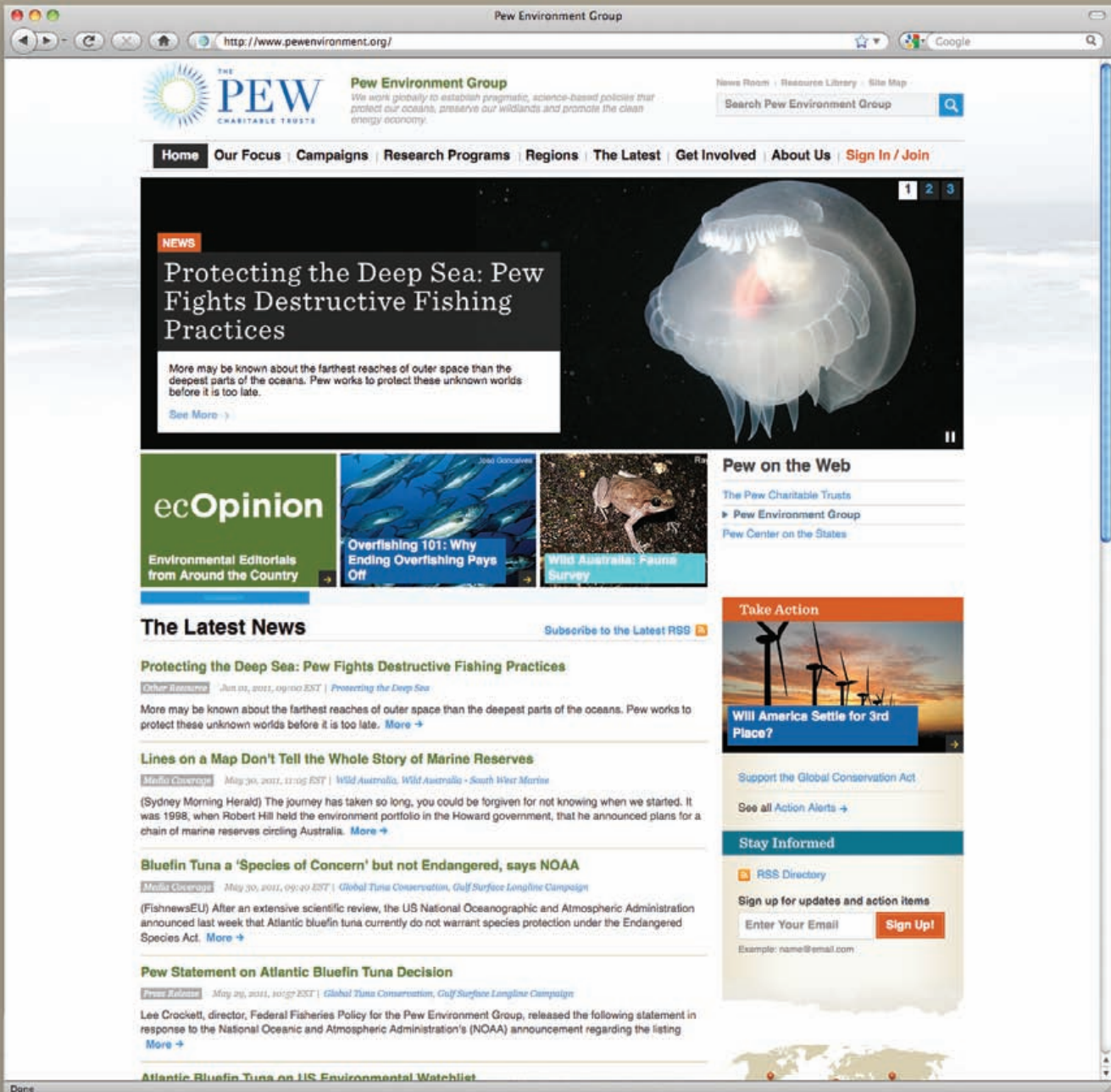


Mount Rushmore National Memorial

There are about 40 active mining claims within five miles of the memorial in the Black Hills National Forest.



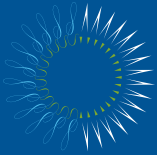
PHOTOGRAPHS BY (CLOCKWISE FROM TOP LEFT) LYNN TOPINKA/USGS, DANITA DELIMONT/ALAMY, LARRY JOGERST/WIKICOMMONS, ROBERT SHANTZ/ALAMY, JAREK TUSZYNSKI/WIKICOMMONS, NATIONAL PARK SERVICE, FENNERS/WIKICOMMONS, NATIONAL PARK SERVICE, AND ROBERT WAYNE/ALAMY



Now on the Web

The Pew Environment Group has launched a new Web site featuring its programmatic and science efforts. It includes compelling images of the group's land, sea and energy work; allows users to sign up for email alerts about Pew's campaigns; and provides biographical sketches of key staff members. The new Web site is part of Pew's growing online presence. See it at:

www.pewenvironment.org



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“In recent years, Americans have coped with spinach that killed, eggs that sickened thousands and tomatoes that landed people in the hospital. The list goes on: serrano chilies, shredded lettuce, peanut butter and cantaloupes. All were tainted somewhere between field and fork with bacteria or viruses that had the power—once ingested—to sicken, hospitalize, cause permanent organ damage or kill, with the very old and very young especially vulnerable.”

—from “Putting Food Safety on the Menu,” page 14

PHOTOGRAPH BY ROBERT BROWMAN/GETTY IMAGES



Tomatoes being inspected after a 2008 *Salmonella* outbreak in Florida.