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SEMINAR OVERVIEW

## Public Policy and the River's Edge: "The Opportunities Are Incredible."

BY ELIZABETH BECK



"Decisions that are made now will determine how the region will look 50, 100, or 200 years from now," said Rick Stafford, moderator of the Institute of Politics seminar: *Public Policy and the River's Edge: How can we make the riverfront attractive, balanced, and a center for development?* held on September 30, 1994. "The Point, where the three rivers come together, is the

geographic epicenter of the region. The region started at the Point, and the rebirth of the region started at the Point. Our question is: In what ways will the rivers define the future?" said Stafford.

"No longer used primarily as the back doors of industry, the rivers' edges are becoming the front doors to revitalized communities," indicated Don Carter, principal, UDA Architects. In the program overview, Carter displayed the changes in the rivers. Slides of the 1800s showed the area's involvement in ironmaking and riverboat barge traffic while slides of the 1990s showed commercial buildings, walking parks, and industrial parks built on the rivers' edges with entrances and garden areas facing the river. "The rivers are still used for commerce, but now they are also used for pleasure and recreation," stated Carter. Carter also showed acres and acres of vacant land, including seven acres of surface parking strips, all of which he sees as "an opportunity, of course."



Carter then spoke about "a story of national and international significance" to be told primarily by the Steel Industry Heritage Association. "That is the story of big steel and the people who made it." Carter suggested that the story be told at multiple sites and called the concept a museum without walls. For example, a water taxi might take visitors to a special "steel" section of the Carnegie Science Center, a proposed history center, the Carrie Furnace, a proposed interpretive center, and the Edgar Thompson works.

"We are excited about the potential of the rivers and want to make maximum use of them," said Ray Reaves, director of the Allegheny Planning Department. To Reaves, the most critical component in achieving integrated riverfront development is the passage of legislation that promotes land use planning and management. In the absence of such legislation, the planning department prepared the Allegheny County Riverfront Policy Plan as a "guide (to) provide a framework for decision making and implementation." (See details in box on page 3.) The plan, which was prepared in April 1993, also identifies current usage of riverfront properties and indicates areas of opportunity.

According to Reaves, the county is available to provide advice and assistance to municipalities, but the municipality ultimately has control. Reaves indicated that it "is a large task to work with 73 municipalities" in a coordinated effort. However, he pointed to the inter-municipal effort that was required to complete 68 miles of the rails-to-trails project as evidence that coordination can occur.

With vivid imagery, Mayor Tom Murphy took seminar participants on a 34-mile walk along the riverfront to areas in which revitalization is underway or is scheduled to occur. Murphy first explained that the city's riverfront re-

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## River's Edge

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vitalization plan is based on four principles: 1) A balanced mix of waterfront land use is encouraged. 2) Strategic use of limited public resources is promoted. 3) Appropriate public access to rivers is increased. 4) Consistent environmental quality is maintained along the rivers' shores.

A riverfront walking trail begins at the 19th and 16th street bridge areas.

The trail runs the length of the North Side and will cross into the Strip District, the West End, and the South Side. It is hoped that this trail will eventually extend to Washington's Landing. The mayor's walk began on the North Shore of the Allegheny River at Washington's Landing, which has been redeveloped with office buildings, a tennis racket manufacturing facility, and 150 townhouses, as well as parks. It is also home to an array of wildlife.

Murphy highlighted some future redevelopment initiatives that would be along the trail. By the seventh and ninth street bridges, 300 apartment units are

transportation between the airport and stadium and that a parking garage is planned for the stadium area. Oxford Development has purchased 13 acres of land in the stadium area in order, it is assumed, to develop riverboat gambling.

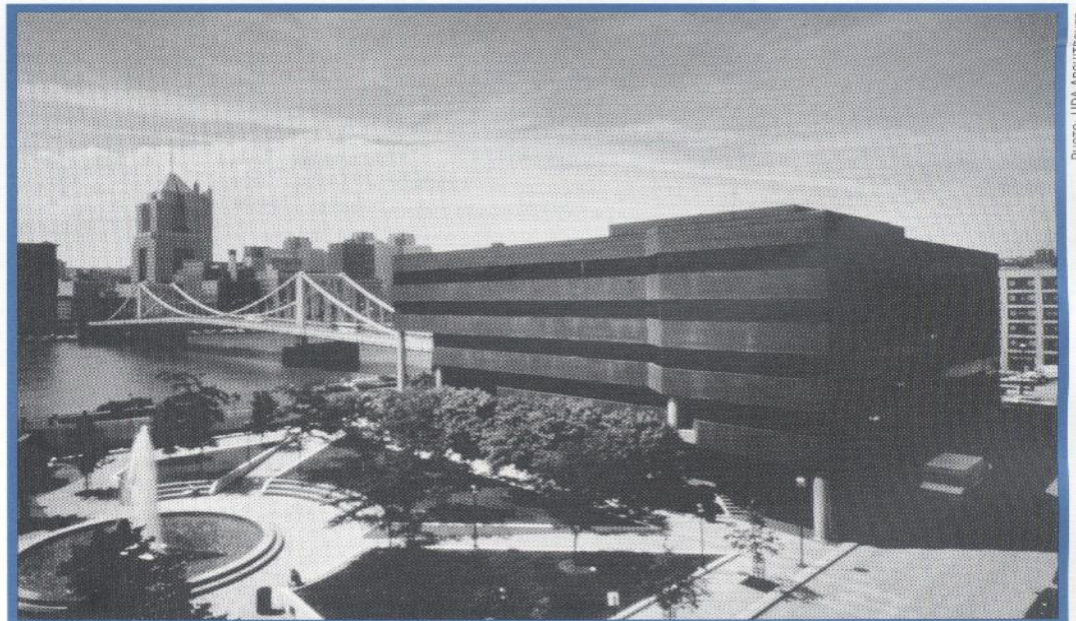
The walking trail would then cross the West End Bridge and continue to Station Square. In the South Side area, the city owns the riverfront park near the tenth street bridge and plans to improve that park. Three hundred new units of housing are also planned for that area.

The city plans to use 130 acres near the old J&L site to develop an industrial park for light manufacturing. Murphy warned that the success of the industrial park will, in part, depend on public access.

The "new city" envisioned by Mayor Murphy combines housing, shopping, job opportunities, and wildlife. "There is an enormous amount to rebuild, but if we do not [rebuild] then we leave a legacy of neglect. We need not to look at deals individually but to redesign the riverfront area. The opportunities are incredible," exclaimed Murphy.



Mayor Tom Murphy



North Shore development.

to be built, along with buildings for corporate headquarters. The walking trail would then cross from the Strip District to the North Side, leading to the Andy Warhol Museum. Murphy indicated that the city is working with the Port Authority to fast track the spine line project to provide efficient public

Responding to the overviews provided by Carter, Reaves, and Murphy were Ivan Itkin, Pennsylvania house majority leader; Arthur Ziegler, president of Pittsburgh History and Landmarks; and Ray Raymond, vice consul, British Consulate General.

"I am excited by the mayor's presen-



tation,” declared Itkin, adding that the largest impediment to development is the need for environmental legislation that promotes remediation of old industrial sites. Because “industrialists did not put environmental concern at the top of their to-do lists, we need to be realistic about the riverfront’s past when we think about its future.” Suggested Itkin, “One of the most important things that we can do is pass legislation that promotes environmental clean-up on old industrial sites.”

In June, the Institute of Politics held a seminar on public policy and environmental remediation. At that seminar there was consensus that something needed to be done, but according to Itkin, “the devil is in the details.” Several bills have been introduced on this issue, but there is “still a large gap between industry and the Casey administration.” Itkin indicated that an important sticking point (at the time of the seminar) was the issue of containment, e.g., black-topping specific areas where pollution is found, which are not in housing developments.

Ziegler focused on Station Square where 3,000 people work in 33 businesses. Station Square began with a foundation gift and grew with a public loan and private capital. In the development of Station Square, for every \$1 of public investment, \$3.50 of private investment was obtained. But the “initial trigger” for the project was foundation support, indicated Ziegler, highlighting the importance of the role of foundations. Other lessons to be learned, said Ziegler, were the importance of mixed-use development that includes housing, limiting size to a pedestrian scale with plenty of opportunities for people watching, and providing public access to the site. Additionally Ziegler indicated that it is important to define an image, market that image, and maintain quality. Ziegler also stated that “riverboats are magic. They have a way of getting people to an area.”

Ziegler emphasized that the most important thing we can do is pass environmental remediation. He also said that “our commitment must be clear and long term and that development needs to be inclusive and appealing to many people.”

“Pittsburgh has an extraordinary record of urban regeneration,” said Ray Raymond, adding comments on the British experience. “By 1980, England had become one great vast urban wasteland, and we believed that if we put in infrastructure then development would come. However, that was not enough, and the riots in the 1980s violently showed the need for greater action.” The result was the creation of Urban Development Corporations (UDCs).

UDCs are created as limited-time corporations that maintain responsibil-

#### THE ALLEGHENY COUNTY RIVERFRONT POLICY PLAN SEEKS TO

- Protect natural resources by:
  - Protecting lands such as hillsides, wetlands, and shorelines to maintain a “green necklace” along the rivers.
  - Promoting good water management practices.
  - Ensuring erosion and sediment control.
- Promote development by:
  - Identifying development opportunities.
  - Coordinating existing approval and permitting processes to increase public sector efficiency and to expedite private sector development.
  - Optimizing discretionary funds for riverfront development.
- Coordinate public facilities by:
  - Encouraging development where water and sewer facilities are adequate to ensure balanced growth.
  - Permitting development in areas where county roads and bridges have the capacity to maintain an acceptable level of service.
- Provide river access by:
  - Providing a riverfront setback for future flexibility in public access.
  - Defining a riverfront trail for contiguous, non-motorized movement.
  - Identifying regional access sites to provide for river-oriented recreational opportunities.

ity for development of specific areas. A UDC is required to match its government subsidy with four pounds of private money for each pound of public money. Raymond said that the basic menu UDCs have followed is to recognize the rivers as an asset; to integrate development within the fabric of the city; and to follow the general formula of integrating light rail with business-generating enterprises, scenic parks, museums, and housing with one of every four units created for low income people.

Raymond indicated that in one of the most successful UDC developments, Tyne and Wear, 12 pounds were invested privately for each public pound. Most of the private funding was foreign investment, which Raymond highly recommends. In Tyne and Wear, 12,000 new jobs were developed and 27.5 acres of land reclaimed. Some reasons UDCs succeed, Raymond believes, are that UDCs have to set up and stick to strict and explicit timetables for development and that public money is given up front.

The action steps Raymond suggested for the Pittsburgh region include: remediation of land, bringing communities and municipalities together around a common goal—either a shared vision or incentives provided by legisla-

tion, and the recruitment of foreign investment into projects.

Raymond also suggested that we think about gambling, saying that if it is going to come to the area, then it is important to make sure that the benefits are shared and that the implementation of gaming occurs in the most beneficial way.

*[To learn more about the pluses and minuses of British Urban Development Corporations (UDCs), see the interview with Ray Raymond on page 7 and the feature: “New Uses for Old Rivers” on pages 8 and 9.]* ❏



# Potential in the Rivers: Arthur Ziegler on Profitable Preservation

BY ELIZABETH BECK

“**S**tation Square started with the desire to show the business community that you could restore a building for commercial purposes *and* make a profit,” said Arthur Ziegler, president of the Pittsburgh History and Landmarks Association. “We saw a potential in the building, the rivers, and the fact that there were 40 acres of land.”

Ziegler was an English professor with an avocation in architecture and preservation. Now Ziegler is president of one of the most successful development projects in Pittsburgh and one of the most influential preservation organizations in the country.

When asked about attracting future investors to the riverfront area, Ziegler clearly indicated that “first we have to create an environment that is conducive to investment. Right now we don’t have that.” Ziegler believes that setting clear and realistic environmental standards is the most critical component in the creation of a business-friendly climate and that the current “idea of obtaining (environmental) purity is unaffordable and silly.” When the risk of excess cancer rates is small, especially in commercial development, the two billion dollars used to clean up sites could be of greater benefit to public health if used toward virus research, Ziegler explained.

Other initiatives that he believes would help to create an investment-friendly environment include: ease in obtaining permits; a competitive business and wage tax structure; and a sensible, practical planning process; as well as a vastly improved public transit system. Ziegler further believes that investment in public transit should not focus on highways. “Highways are inefficient, dangerous, and environmental hazards. Customers like light rail, but the Port Authority won’t build it,” declared Ziegler.

It is important to mix housing with other forms of development, suggested Ziegler, who believes that housing de-

velopment ought to go hand in hand with the creation of commercial enterprises and services for residents.

Ziegler also believes that “the idea of gaming, which many people see as a negative, should be turned into a positive.” Ziegler is concerned that the establishment of gambling in neighboring states would take jobs and income from Western Pennsylvania.

“The key is in how (gaming) is structured,” said Ziegler. He believes that there should be no more than five permits distributed in the city and that the state legislature should “follow the lead of the city so that money stays in the city and is not scattered in the suburbs, which will result in little land development.” The city then needs to select the best sites around the triangle and connect the sites with light rail and water taxis. Ziegler strongly believes that the riverboats should be docked. Docked boats would enable a more even distribution of entertainment dollars, save on traffic congestion, and reduce parking requirements by half, as well as allow people to come and go as they want.

Pittsburgh History and Landmarks is involved in a threefold strategy to increase the “quality of life for people.” The strategy includes economic development through reuse of commercial buildings and history-based tourism, education, and preservation of historic sites. “We do not see preservation as an end but as a means to an end,” explained Ziegler.

The sales agreement for Station Square, said Ziegler, “was structured so that the sale helps the entire community. History and Landmarks will continue to operate the project. A section of the sales agreement requires the new owners to use the Bidwell Training Center to train almost all employees, which will benefit minority inner-city residents. According to Ziegler, “it is important that the people who live in historic neighborhoods have good jobs.”

With respect to education, History and Landmarks works with schools to

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provide a curriculum to teachers on the aesthetic and technical aspects of historic architecture and urban planning. Says Ziegler, “it is important to invest in education to avoid future problems.”



## Riverfront Development on the North Side: An Opportunity to Build Community

BY ELIZABETH BECK

**B**ill Strickland, executive director of the Bidwell Training Center and Manchester Craftsmen's Guild, wants to reinvent community and regenerate the 22 acres of the North Side that separate the Bidwell center from the Ohio River and are currently riddled with dilapidated buildings. "The rivers are more than the presence of water. They are also symbolically a place of regeneration and rebirth," says Strickland.

Each day when students enter the Bidwell Training Center or Manchester Craftsmen's Guild, they experience some sort of regeneration. Regeneration might come from the museum quality fabrics, sculpture, art, and furniture that define life at Bidwell; from the palatability of the organization's philosophy of excellence; or from pride in learning a skill and the accompanying hope for a better life.

Strickland's work is characterized by two distinct and very strong aspects of his personality—his sense of aesthetics (he started as a ceramist) and his keen sense for business.

"The first step is to build an environment that symbolically represents hope to people, and a place that offers people the services they need through job training and the arts," says Strickland. That is what the Manchester Craftsmen's Guild and the Bidwell Training Center

have been doing for years in their location on Metropolitan Street. Here about 200 students each day receive vocational training through the Bidwell center. In 1992, between 65 and 100 percent of Bidwell's graduates (varying by training program) received full-time employ-

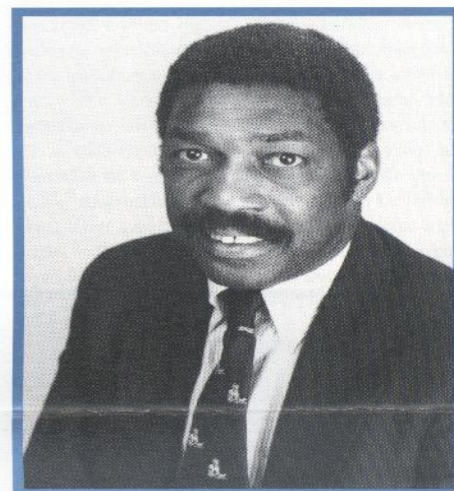
ment. Three hundred high school students with varying incomes and backgrounds are members of the craftsmen's guild. In 1992, 80 percent of guild students enrolled in college. In contrast, 20 percent of students in city schools enrolled in college.

Strickland is now attempting to expand this environment, in part through revenues generated by the sale of Station Square. As part of the Station Square sales agreement, Bidwell has the responsibility for training minority and low-income employees in the areas of food service, hotel management, parking management, clerical positions, and other needs.

There are two phases for expansion of the Bidwell and craftsmen's guild concepts. In partnership with the Urban Redevelopment Authority (URA), the first phase of development involves five acres of non-riverfront land that have been purchased by the URA and will be used for vocational training. The project also includes the development

of a nine-story office complex, banking facilities, and other services. On this land, Strickland intends to build a large greenhouse and train students in all aspects of horticulture from planting and landscaping through sales. The greenhouse will grow plants for pharmaceutical uses, hydroponic vegetables, and decorative flowers, some of which will be sold in vessels made by guild

students. Strickland came upon the idea of a greenhouse in the basement of his home where he grows plants and experienced first hand the therapeutic value of gardening. He then began wondering about and researching the business potential for plants.



Bill Strickland

The second phase of the development involves Strickland's desire to "break up the ghetto. It's a sick environment when all you have are concrete and asphalt. It makes people crazy." Strickland further believes that government housing does not work and that new communities need to be built along the river because it makes both business and psychological sense. On the 22 acres between the center and the river, Strickland hopes to mix the natural contours of the rivers with aesthetic design and community amenities to create an uplifting environment for people now trapped in "the concrete jungle." "What we're talking about," asserted Strickland, "is building a neighborhood that suggests—as Bidwell does—that quality and excellence are not only the province of rich folks. We're talking about building community, because that's what we at Bidwell do."

Strickland's view of the world is based on common sense. Sometimes other institutions limit what he can do, but he keeps to his notion that if something makes sense, then it should be tried; and if the outcome is favorable, then it should be replicated. To

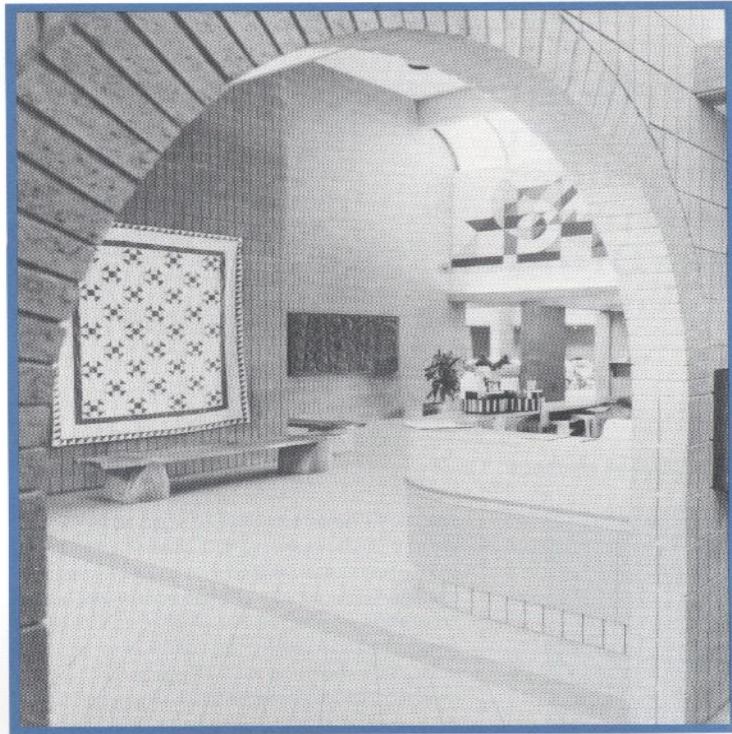
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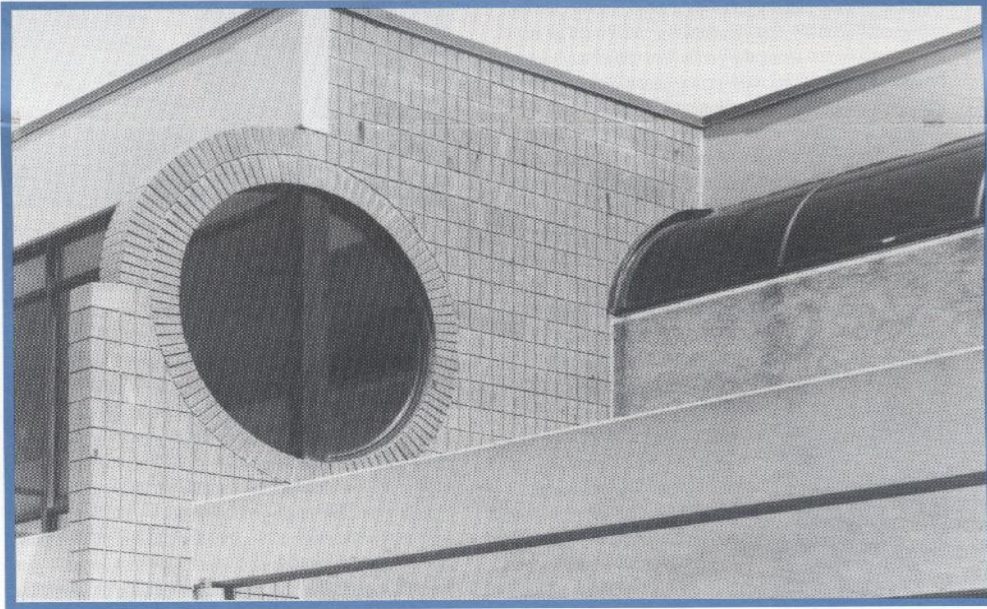


Strickland it makes more sense to rebuild community based on the tested theories found within Bidwell and the craftsmen's guild experience than to build more prisons. Strickland points out that the police have never had to be called into Bidwell where violence, vandalism, and theft do not occur.

When asked about public policies that can facilitate his vision, Strickland suggested such things as tax incentives, abatements for business, public financing for community projects, and partnerships between the private sector and all three levels of government. "When the state, county, and city think that something such as riverfront development makes sense, then they need to make it a priority, not an accident," concluded Strickland. ¶



*Interior (above) and exterior views,  
Manchester Craftsmen's Guild.*





## A Revolution in Urban Policy

BY ELIZABETH BECK

With the power of eminent domain and the support of a strong central government, British Urban Development Corporations (UDCs) have achieved an extraordinary amount of urban regeneration and “people have been flabbergasted,” says Ray Raymond, vice consul, British Consulate General. He adds that although implementation processes for urban renewal in the United States and Britain are different, a number of lessons can be shared.

The Remaking Cities Conference in Pittsburgh in 1988—which involved the Prince of Wales—sparked a dialogue between Britain and the City of Pittsburgh in which “relevant ideas and practical experiences” continue to be shared, said Raymond. “We have a tremendous amount of respect for what Pittsburgh has accomplished both in terms of the (Renaissance) and the transition from an industrial to an information-based economy.... With the 1981 urban riots and three decades of industrial decline in Great Britain, it was clear that we had reached absolute decline and had to catch up fast. When the Conservative government of Margaret Thatcher started the latest urban regeneration process under the leadership of Michael Heseltine, it drew upon ideas from the United States and elsewhere.”

The result was “a revolution in urban policy” in Britain. Many new mechanisms were devised of which the UDCs were probably the most important. Eleven UDCs throughout Britain have the responsibility to regenerate specific declined areas. The chairman of each UDC reports to the Secretary of State for the Environment in London. The central government expects the UDC to drive the process, “hard and fast.... Although some mistakes have been made the situation today is unrecognizable from 1980,” says Raymond.

The UDCs are governed by a board that is representative of the entire community including labor, business, and local government. Everything UDCs do is reviewed, monitored, and approved in England by the regional office of the Department of the Environment and the Department of Transportation. Because of the Conservative government’s intent to reduce public sector investment, UDCs are required to raise four private pounds for each pound of public support provided.

Raymond suggested that “given

Pittsburgh’s civic culture and layers of government,” it is important that municipalities have cooperative agreements and common goals. Raymond believes that a great deal of Britain’s success hinged on the development of clear goals and clear timetables to achieve the goals. Raymond also believes that growth has been achieved because “we did not place faith in any single sector,” and a very careful balance of usage was created, i.e., all plans sought to combine small manufacturing, high technology industry, housing, and culture. Raymond points out that this is the same as planned for Pittsburgh’s riverfront area.

However, Raymond commented that he has not heard discussion of foreign investment involved in riverfront development plans for Pittsburgh. “Foreign investment has been very important to Tyne and Wear and the London Docklands (two important and success-

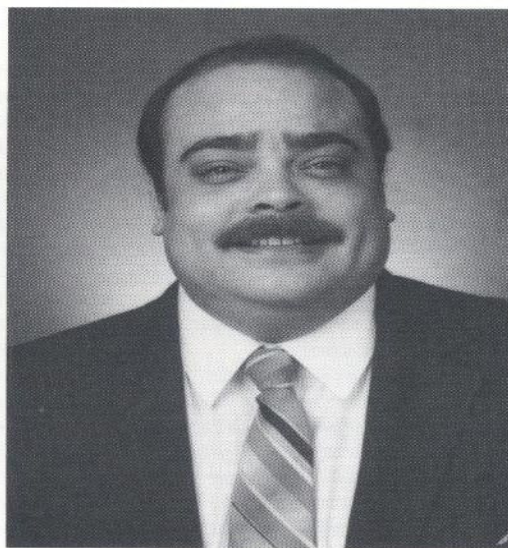
ful UDC projects),” said Raymond. The Tyne and Wear UDC made an up-front decision to attract foreign investment in the car industry and developed the infrastructure, i.e., roads and light rail to support such investment. “Tyne and Wear did think globally and it paid off.”

Raymond also indicated that the development process was expedited by Britain’s adherence to a “pragmatic and less litigious approach” toward environmental clean-up. “The public sector advances money to clean up the site fast, and perhaps the standards are different. We don’t believe that every site needs to be cleaned up to the standard of a children’s day care.... If you set standards too high, you will cripple yourself,” explained Raymond, who believes that the reclaimed sites are clean and safe. When containment is the only option, containment does occur and the result is “that we do have parking lots in strange places.”

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# New Uses for Old Rivers: Riverfront Development in Great Britain



Hartlepool in Teeside.

BY SUZANNE McDEVITT

(McDevitt is editor of the *REPORT* and assistant professor in the School of Social Work at the University of Northern Iowa.)

In Leeds, a museum is built on an old dock. In London, a commuter airport operates next to an old shipping dock. In Newcastle, an office park brings new life to formerly derelict riverside land. At Hartlepool in Teeside, a marina and historical display of sea life replace closed steel plants.

Since many abandoned steel mills and shipyards were located on riverfronts, riverfront development has become a new emphasis in urban redevelopment. If this is true in the U.S., it is doubly true in Great Britain, a country surrounded by water. On a recent trip there I visited London, Leeds, Newcastle, Teeside, and Hull, five cities that are trying to bring their waterfronts back. Here is some of what I learned. (Note: Executives from Leeds and from Tyne and Wear in Newcastle visited Pittsburgh earlier this year to share ideas with Mayor Murphy and his staff.)

## Government in Great Britain

First, it helps to think of Great Britain not as a government similar in scope and structure to the United States, but more like California, with about 60% of the territory, nearly twice the population, and a foreign policy. The foreign policy aspect is important because the legacy of the British Empire is a system that is centralized and top-down rather than decentralized and bottom-up. In general, and certainly in urban policy during the last fifteen years, initiatives have often come from the central government to the local level bypassing local government.

Secondly, although Great Britain is

densely populated and industrialized, the countryside is never far away, and preservation of the remaining rural areas is a priority. Much stricter zoning, and an awareness of land management, force the reuse of old sites much more readily than generally occurs in the U.S. Unlike a large country, Britain can't turn its back on old sites and build on the edge of the city. There isn't room.

## Redevelopment and Enterprise

In Britain, urban redevelopment has a long history. While most American cities grew from small settlements into cities in the mid-19th century and later, most cities visited for this article originated in medieval times or earlier. Britain's city centers have been redesigned a number of times as populations expanded, needs changed, and city leaders became interested in architecture. Most renewal projects now take place in areas previously devoted to shipping, shipbuilding, and other industrial uses. These areas are often—as in Newcastle and Leeds—adjacent to downtown, and the focus is to extend the city center into these areas.

Urban redevelopment in Great Britain has shifted from an emphasis on remediating social needs as a means of rejuvenating inner city areas to an emphasis on developing more enterprise, or private investment, in these areas. This led to Urban Development Corporations (UDCs), created during the Thatcher administration. UDCs are a large-scale attempt to completely renovate large areas whose primary industry has closed down or left. They are time-

limited, semi-governmental organizations not subject to veto by the local authorities, and are provided with large direct subsidies; powers of eminent domain; and control over site remediation, infrastructure development, and site acquisition. With these powers, it was believed that UDCs would be able to bring private investment into disadvantaged areas.

Eleven UDCs have been developed since 1981. Governmental money goes for infrastructure improvements, site acquisition, and marketing. Success is measured by the ratio of private investment acquired to the amount of government funds expended.

## Achievements

### Infrastructure and Transportation

The most striking aspect to an American is the capacity of the UDCs to carry out infrastructure development. When the London Docklands Development Corporation (L3DC) was formed, the docklands—covering three boroughs on the Thames River in London's East End—were geographically isolated from the rest of London. The underground (subway) did not run there, and the access roads were reminiscent of those in the Mon Valley. Now a four-lane road runs the length of the area, connecting the city center to the M25, the ring road around London. The L3DC has also constructed a light railway system, and the underground is scheduled to be extended to the docks. An airport, primarily for commuter flights to Europe, has also been constructed. Other extensive infrastructure projects to upgrade necessary utilities, such as drainage systems and gas and electricity, have also been carried out.

Similar improvements are being made in Newcastle and by the Teeside Development Corporation. The Teeside projects are especially interesting because they cover seven small boroughs along the river Tees in the Northeast of England, formerly a region noted for marine engineering, steel, and shipbuilding. There, the UDC has united a number of innovative projects in different towns with a four-lane highway.

### Site Remediation

Most UDC sites are brownfields and need to be cleaned up prior to redevelopment. On some sites this has been a massive task. In Teeside, the UDC removed two-million cubic meters of soil in one area. Newcastle removed 80,000 tons. The structure of the UDC allows faster remediation than is possible in the U.S., and remediation can be tailored to the next usage. Some sites are remediated at the same time construction is going on at another section of the site.



### Site Acquisition

Since UDCs have eminent domain (called compulsory purchase powers), sites can be assembled for large-scale projects. In some areas, this goal has been approached with a vengeance. Development of the London Docklands, for example, began with total site acquisition. A downturn in the real estate market resulted in lots of vacant land. However, the opening of the Channel Tunnel may redirect traffic through this corridor. In fact, the government is encouraging development of this Thames corridor.

Pursuance of compulsory purchase in Newcastle, where the UDC became embroiled in a struggle with the corporate giant Procter and Gamble over a relatively small site, seems to have greatly slowed the pace of development of the Newcastle Quayside. One observer seemed baffled as to why a UDC would want to challenge a large private concern instead of getting them to be part of the new project.

In Leeds, developers boasted that they had to use compulsory purchase powers only once, to construct a pedestrian bridge. The Leeds UDC has been careful to protect and enhance "what's there." "Sometimes," the Development Control Manager Bob Wolfe commented, "planners who want to clean things up can go too far. You want to keep the vibrancy."

Duncan Hall, executive of the Teeside Development Corporation, stated that he doesn't use compulsory purchase at all, preferring to include existing businesses in new projects. It is worth noting that it was only at Teeside that integrated projects were going up on several sites simultaneously.

### Relationship with Local Government

Local governments in most areas covered by UDCs are strong Labour areas. This has led to friction between the UDCs and local councils. In general, at least in some areas, there seems to be a fair amount of resistance to the whole idea of extra-governmental authorities appointed by the central government.

However, there appears to be good cooperation between government and the UDCs in some of the sites visited. The City Leader, head of City Council, in Leeds sits on the Board of the UDC; and all planning applications, though under the control of the UDC, are made through the City Planning Office.

The role of political leaders is important. Jon Trickett, the City Leader in Leeds, is a Labour politician with an aggressive view of the city leadership's responsibility for urban regeneration. He points out to visitors and residents that he doesn't mean just physical regeneration. Residents, he states, have to see Leeds no longer as a "dirty Northern

city, nor as an American-style ghost city." The goal should be the development of a "twenty-four-hour European city." And residents must be convinced "to let go of the vision of manufacturing coming back and to see that the future of Leeds lies in other pursuits."

Although the UDC is important, in Leeds it appears to be simply one tool among many. Another is the Leeds Initiative, which is a partnership of the City Council and other major civic institutions including the Chamber of Commerce and Industry, Leeds University, the local newspaper, the Trades Union Council, and the UDC. The initiative has sponsored a number of projects including a flower market, a Centuary art exhibition, and support for the printing, engineering, and financial services industries. Perhaps its biggest project to date is bringing to Leeds the Royal Armouries Museum, which will be constructed within the UDC area. This involves shifting a large collection of arms and armour from the Tower of London. It is projected the museum will bring a million visitors per year to Leeds, many of whom would otherwise go only to London.

### Impressions and Conclusions

UDCs are able to add infrastructure, roads, and mass transit that would be the envy of American city planners. They are directly funded by London—and although local people may protest the lack of input—without London's dollars (or pounds) infrastructure improvements would probably be much longer in coming. Whatever arguments there are about the quality and utility of many of the buildings put up in UDC areas (and the urban studies literature has many), these infrastructure improvements will continue to benefit the sites well beyond the life spans of the UDCs.

Treating a fairly large territory as a single unit also facilitates infrastructure development. Imagine how much more smoothly development would go in the Mon Valley with one authority with ample funds for road construction and other infrastructure upgrades, headed by a person with a strong and relevant vision. Pittsburghers can see strong parallels between such a scenario and the Renaissance of the '40s and '50s, led by R.K. Mellon and David Lawrence, which set the stage for Pittsburgh's prosperity in the '60s and '70s.

But what if there is an absence of strong leadership and vision? Many sites seen on this visit have piecemeal redevelopment. On several, the emphasis seems to have been on total acquisition and clearance before any construction, rather like American sites in the late '50s. These sites, notably in the Docklands and Newcastle, have isolated developments over vast stretches of barren land, hardly appealing to new inves-

tors. There also appear to be many projects "in the brochure phase" without secured contracts.

Clearly, the combination of powers given to the UDCs can facilitate rapid redevelopment of blighted sites under the right conditions. Also, UDCs can use their ability to provide infrastructure development and remediation as marketing tools to attract private investment.

On the other hand, three major elements seem to be lacking with UDC development: imagination, cooperation, and design. Most of the developments are program driven. Only the Teeside projects evidence a unity of design and innovative planning. Although '60s architecture is decried, many of the new developments look like California office parks.

There are also many differences in philosophy on the use of compulsory purchase orders, what kinds of development should go into a site, and what if anything that currently exists should be left on a site.

And although the overall goal is "good jobs in secure industries," as Peter Ellis of the Department of the Environment states, these projects face uncontrollable changes in markets, as do such projects in the U.S.

And some questions need to be asked: While all UDC sites have attracted private investment in the millions of pounds, is the amount of private investment a valid criterion for success? If it is, what other criteria should be used: Jobs created? Wages generated? Increases in business traffic? Aesthetic concerns? Also, would private investment have come in without the UDCs? Hull reconstructed its waterfront without UDC money. Would the same have happened in Teeside or in Newcastle?

However, the U.S. and/or individual states might well want to consider initiatives that would make specific and significant grants for infrastructure development and site remediation within certain areas. A strong planning and oversight component, with local input and a willingness to find and implement good projects, could facilitate massive change in some localities.

Another federal initiative that could be undertaken, as evidenced by these cities, is the location of regional museums. In Leeds and in Teeside at Hartlepool, museums are being relocated from London, both to widen the orbit of tourists and to make historical materials more accessible to residents of the Northeast, many of whom seldom or never go to London. The Smithsonian might take a lesson from this dispersal of historical treasure. ■



# Gubernatorial Transitions: Starting from Scratch to Reinvent Government

BY ASHLEIGH ENGLISH

**A** former governor once said, “No corporation, even in a hostile takeover situation, would ever handle transition the way we do in the states. It is as though you fired the president of a company plus all the heads of operating divisions and the staff of the corporate office all at once.” With the pending gubernatorial transition in mind, REPORT staff interviewed James Brown, chief of staff for the Casey administration, and Richard Stafford, former chief of staff for the Thornburgh administration, to obtain their views on the process.

## Three Priorities

Stafford says the three priorities of the transition are: recruiting the right people, setting the agenda, and controlling the budget. Brown emphasizes the need to go from the “euphoria of winning an election to the business of telling people how it is going to be.” The transition team essentially starts from scratch and has eight weeks to reinvent government, says Brown. Stafford echoes this and adds jokingly, “the election should be held in August.”

Proper selection of cabinet members and staff of the governor’s office is critical. According to Brown, when making appointments it is important to recognize fully the difference between the politics of the campaign and the governance of the state. “A good campaign person is not necessarily a good person for government.” Campaign people sometimes assume they will have a position in the new administration, and this is an unrealistic expectation on their part. Brown used the scenario of a person who had some experience in street maintenance wanting to head PennDot. The governor may have to spend some of his/her political capital to handle those who are upset, says Brown.

## Recruiting the Best People

Lower wages and lack of job security are factors that can hinder the ability of the new administration to appoint the

best person. Stafford explains that because government cannot offer the same perks and wages as private industry, you may have to recruit younger people and “cabinet members may be taking on their first big job.” Both Stafford and Brown mentioned potential appointees who were financially committed to a certain lifestyle and unable to leave it for public service. Brown used the example of a man who wanted to accept a cabinet position but could not afford to leave a job paying \$200,000 for one that paid \$65,000. In addition to the moderate pay, Brown cites the requirement that government officials remove themselves from all business ties and make their finances available for full disclosure as reasons that people are leery to enter government. When asked why people do agree to accept positions, Stafford said that people choose to participate because of service: “It is a unique opportunity to give back.”

## The Governor’s Agenda

Both Stafford and Brown spoke of the need to focus on the agenda that the governor has set. Stafford says, “Campaign promises drive priorities.” Governors often make the platform of the campaign, the priority of the administration. Brown commented that a new governor arrives with a detailed set of promises of what the administration will accomplish. The new governor must make it clear that he/she will be the one to dictate the agenda. Brown recalls having to forbid people to focus on issues that were not part of the agenda. The National Governors Association warns new governors that there is not enough time or resources to do everything; therefore, administrations should focus on a few areas and do them well. “The administration wants to pursue the agenda but still has to run the everyday business of government,” says Brown. “You have to keep track of the mechanics (of government) but at the same time not lose sight of the long-term agenda.”

## The Budget

Stafford states that the budget will help set the political agenda, and “nothing is more important. It is the primary policy document because that is where the resources are.” The first budget of the new administration has been worked on for ten months without the new governor’s involvement. Because there are only eight weeks to officially oversee the process, it is crucial that the new governor take control of the budget immediately. Brown advises new administrations to recognize the need for a balance between the priority of the budget and the programs that the administration wants to implement. A programmatic mission cannot be met without resources.

Because the budget has to get passed and priorities need to be set, it is important that the new governor establish a working relationship with the General Assembly. Stafford and Brown say that the governor and his/her staff need to communicate with the legislators. However, this communication usually has to be with leadership and caucuses rather than face to face with every individual legislator. Stafford tells of a legislator who wanted to know why he could not meet with the governor for one hour each month. Stafford said, “If 253 legislators each spent one hour a month with the governor, and the governor worked about 360 hours a month, that means he would spend two-thirds of his time just meeting with legislators.” It is important that after the excitement and tension of the election, the new governor bring the expectations of the General Assembly to a reasonable level. “The governor needs to be a tough negotiator while still establishing a relationship with the General Assembly,” says Brown.

## Artificial Time Constraints

Both men spoke of the enormous pressure the transition team feels to have everything (appointments, budget, policy) done before the inauguration. In offering advice to a new administration, Brown said, “Don’t put yourself under artificial time constraints.” Stafford says, “It is a big thing taking over government.” He also said that it is important not to let the pressure overwhelm the process. “You feel like the whole public is watching, and in fact they aren’t.”

Brown would also advise new administrations not to feel bound by the previous administration’s organizational chart. “You have to do it your own way,” says Brown. Surprisingly, Brown states that when the transition involves a change in the party apparatus, it can be somewhat smoother. The top people of the displaced party’s former administration assume that they will be leaving. When it is a transition for the same party, people may assume that it will remain business as usual. It is important for the new governor to assert that this is a new administration and that along with a new governor comes a new agenda. “My view is that when in doubt, bring in your own people,” says Brown. There has to be loyalty to the new governor and the governor’s agenda.



# VIOLENCE

## and PUBLIC HEALTH

### SEMINAR OVERVIEW

## Preventing Interpersonal Violence: Public Health Legislative Initiatives

By TESS HEINTZE

Violence in our society affects nearly all Americans. The Institute of Politics Advisory Committee on Health was interested in approaching this topic from a public health perspective. Therefore, IOP, in cooperation with the Health Policy Institute, decided to address this issue in a seminar: *Preventing Interpersonal Violence: A Public Health Policy Challenge*. Donald Mattison, dean of the University of Pittsburgh Graduate School of Public Health, moderated this seminar, held on November 18, 1994. Pennsylvania House Representative Chris McNally, co-chair of the IOP health advisory committee, welcomed the participants and introduced the speakers.

Keynote speaker, Kenneth Powell, MD, acting associate director for science, Division for Violence Prevention, Centers for Disease Prevention and Control, strongly emphasized approaching violence from a public health perspective. He said, "public hospitals do not represent public health. Public health emphasizes prevention, a systematic approach, and teamwork. It moves from defining and describing a problem by identifying the risk factors and causes, to intervention and implementation of a program. In other words, it moves from the problem itself to the response." When we examine violence from a public health perspective, he

continued, we must therefore, "emphasize primary prevention, intervene on multiple levels, include societal risk factors (such as employment, education levels, and the accessibility of firearms); and we must assess the outcome of our efforts."

According to Powell, the United States must work on primary violence prevention. One out of every four males in America, ages 15 to 24, dies due to homicide, and the rate is even higher for comparable African-American men. This level of violence far exceeds homicide rates in other developed countries. In other words, the incidence of violence "does not have to be this high." Prevention efforts can be directed at the

different types of violence that exist. We can divide the issue according to the type of victim (child abuse, youth violence, domestic abuse, and elder abuse) or the aim of the act: instrumental (violence to achieve a particular end) or expressive (violence as the outcome of another event). In general, Powell states, "most approaches to the problem of violence are aimed at instrumental violence. We assume that people act with forethought, and we offer punishment as a deterrent. But most types of violence are actually expressive (the outcome of another event). Therefore, we must shift our responses to focus on expressive violence." In other words, we must prevent expressive violent reactions to events.

Because the public health approach aims to intervene on multiple levels, stated Powell, we can prevent violence by intervening on individual, interper-

sonal social environment, and societal macrosystem levels. When the outcomes of these efforts are assessed, individual approaches to violence reduction (such as behavior modification, cognitive behavior, and mentoring programs) often appear to be the most successful because such programs are, in fact, the easiest to study. It is more likely that "a clean experiment will result when we examine individual interventions than when we study the effect of societal macrosystems such as the economy."

Powell ended his address by outlining some prevention programs that have been successful in reducing levels of violence. He examined the effectiveness of metal detectors in high schools.

In a self-report study, students indicated that they brought fewer weapons into schools where metal detectors existed. Powell next described a program designed to affect societal macrosystems—the original Headstart Program. He noted that twenty years later, those youth who had been participants in this program had had fewer contacts with the criminal justice system. Finally, Powell mentioned the effects of the 1976

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”

—JAMES MERCY, MD

handgun restriction law in Washington, DC. Under this law, the number of homicides in Washington declined by 20 percent even though handguns were still available in surrounding states.

After a lively question-and-answer session, the second speaker, Representative Jess Stairs, member of the Pennsylvania House of Representatives Select Committee on Violence, outlined the findings of the select committee. Stairs acknowledged that the select com-



THE 1980S HAVE BEEN CALLED THE MOST VIOLENT DECADE OF THE CENTURY. UNFORTUNATELY THE 1990S APPEAR TO BE VYING FOR THE SAME POSITION.

## National Statistics

The rate of homicide for males, ages 15-24, living in developed nations is eight times higher per capita in the United States than in Italy, the country with the second highest rate.

During the 1980s, more than 48,000 people were murdered by youths, ages 12-24.

Homicide is the second leading cause of death (car crashes are first) for people, ages 15-34; and it is the leading cause of death for African Americans in this age group. Suicide is the third leading cause of death for adolescents and young adults.

In 1992, the cost of direct medical spending, emergency services, and claims processing for the victims of gun violence nationwide totaled approximately \$3 billion. Lost wages cost about \$34 billion more.

In 1988, an estimated 1,016 to 2,026 children died from abuse and neglect.

In 1986, an estimated 1.6 million children experienced some form of nonfatal abuse or neglect.

In 1990, 4,941 children under the age of 19 died from gunshot wounds; 538 of these children were shot unintentionally.

If 2.5 children live in each of the 3-4 million American homes where violence is prevalent, then 7.5 million children are learning violence every day either as spectators or participants.

From 1976-1987, more than twice as many women were shot or killed by their husbands or boyfriends than were murdered by strangers.

Twenty percent of all women requiring emergency services are there as a direct result of abuse, and 30 percent of women requiring emergency services have a health problem related to abuse.

Homicide victim rates have been found to be higher in parts of cities where poverty is most prevalent.

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Compiled from :  
United States. National Center for Education in Maternal and Child Health, Children's Safety Network. *Firearm Facts: Information on Gun Violence and Its Prevention*. Arlington, VA: 1994.

Mercy, James A., Mark L. Rosenberg, Kenneth E. Powell, Claire V. Broome, and William L. Roper. "Public Health Policy for Preventing Violence." *Health Affairs*. Winter 1993.

mittee did not aim to propose specific legislation to meet the level of violence existing in schools, but rather "to formulate future considerations for legislation." In this regard, the key findings of the committee were that there is "no definitive theory of juvenile violence. Yet there exists a correlation between the risk factors [for violence] and the violence itself." Programs to combat this violence, stated Stairs, must come from the local community rather than being dictated by Harrisburg.

Stairs highlighted several areas that he feels are key in reducing violence among youth. These include alternative education programs for those who are disruptive in the regular classroom, allowing for the education of these youth and less disruption in the education of others. Stairs indicated that there had been a rise in the level of gang participation and the number of high-risk students. Therefore, Stairs felt that new teachers should be trained not only in "their subject matter, but also in violence and the handling of violence in the classroom." In conclusion, Stairs noted that not only must the design of any programs come from the local level, but the legislature must realize that all effective programs will not be identical. "This is not a case of one size fits all."

The seminar finished with a reaction panel that strove to suggest legislative initiatives that could be undertaken to reduce levels of violence. Domestic violence was the principal concern of panel member Cynthia Baldwin, judge, Allegheny County Court of Common Pleas, Family Division. After briefly reviewing the main provisions of current federal and state legislation, Baldwin recommended that the legislature consider following the lead of other states by creating a statewide domestic-violence coordinator. The individual in such a position would "coordinate programs, formulate training, write grants for federal monies, and provide communication between counties."

The second panelist, Jeffrey Coben, MD, director of the University of Pittsburgh Center for Injury Research and Control, outlined the need for accurate data about victims of violence. Coben indicated that hospitals automatically collect data on inpatients, including the type and cause of any injury, but that the same is not true of those who are treated as outpatients in the emergency rooms. Many victims of violence, stated Coben, "including many who are stabbed or raped, are treated and then released." Adding discharge data from emergency rooms would paint a more accurate picture of interpersonal violence than inpatient or homicide data alone.

Bruce Dixon, MD, director of the Allegheny County Health Department, was the third member of the panel. Dixon felt strongly that "we cannot rely



on the education system alone [to combat violence]. Programs must be initiated at the local and community levels."

Gus Georgiadis, corporate vice president of Blue Cross of Western Pennsylvania, followed Dixon. Georgiadis indicated that the level of violence that currently occurs in the United States is extremely expensive. "It is obvious and true that if health care costs were lowered, there would be more funds for the underinsured. Primary prevention measures are essential to reduce violence and costs." To this end, Blue Cross supports prevention programs that aim to "increase self esteem, fight substance abuse and domestic violence, and help alleviate the lack of health care."

The final member of the panel, Senator John Peterson, believes that we "are dealing with an epidemic at a frightening level." In order to understand this epidemic, Peterson examined the questions: What is different? Why are we more violent than we used to be?

Peterson feels that the answer lies in the changes in family structure; in the abuse of drugs; in the lower level of involvement of churches; in learned violence through television and other media; in larger, less personal schools; in no increase in positive youth organizations; in lack of discipline (including that which used to be provided by the military in the time of the draft); and in the lack of communication skills in the population at large. Peterson indicated that solutions lie in the funding of "drug and alcohol programs, especially for youth; more school counselors; and in military-type programs. These initiatives must come from the communities. In this, the legislature is a partner."

The discussion that followed was intense as participants' ideas about and responses to the issue of violence were challenged. As Stairs stated, "the issue of violence is not easy to look at. It is a comprehensive problem, and as tough a situation as we can ever face." ❏

partly preventable, and therefore it is logical to identify the preventable aspects and develop intervention programs that would curtail violence. Maggie Potter, associate director of the Health Policy Institute, added that the nation has overwhelmingly decided against the use of government to contain health care costs. Because of extensive pressures on the health care system to reduce costs, violence prevention programs are imperative.

Donald Mattison, dean of the Graduate School of Public Health, stated that an IOP seminar on violence as a public health concern will provide a forum for legislators to examine and discuss the issue from a public health perspective. Ideally, according to Mattison, the seminar would act as a catalyst for the creation of effective policies that would adequately address the issue of violence.

Pennsylvania House Representative Chris McNally, chair of the IOP health advisory committee, commented on why the seminar might be useful from a legislative perspective. He said that it is important to change the way government views violence. When it comes to the issues of violence, legislators frequently do not have as much familiarity with public health as they do with the criminal justice system. A seminar on violence as a public health issue would allow them to use scientific methodology to address the root causes of crime. It offers legislators the tools they need to address the issue adequately. ❏

## A Public Health Approach to Violence: The CIRCL

BY ELIZABETH BECK

Tired of patching people up and sending them out again, sometimes back into dangerous situations, emergency department physician Jeffrey Coben, MD, wanted to address the root causes of unintentional injury and injury related to violence. Coben realized that for a program to be successful it had to be interdisciplinary and it had to adhere to the public health model. In the public health model, a vector, an environment, and a host are identified. The relationship between them is interrupted when risk factors are identified, appropriate interventions are developed and evaluated, and successful interventions are disseminated. This is *the* model that stopped polio and significantly reduced the number of highway deaths.

In 1992, the University of Pittsburgh Center for Injury Research and Control (CIRCL) was established with Coben as the director.

Violence prevention efforts generally involve education, changes in legislation, or advancements in technology and engineering. Says Coben, "Although education measures are often the easiest to implement, there has not been solid data to support that they work in and of themselves. It may be that education is most effective when it is combined with other strategies."

Legislative changes have proven to be effective. Said Coben, "The thing most germane to violence is handguns. Unless and until we get a grip on the firearm problem, we won't get anywhere with violence. (In the public health model) handguns are the vector. Whether or not you die is directly related to whether a handgun was involved, not directly related to the perpetrator. Since Washington, DC made it illegal to own and operate a handgun, there has been a statistically significant decrease in the number of homicides and suicides."

The most effective intervention in injury prevention seems to be advancements in technology. Some technologies are being explored in the areas of handgun safety and improvements in metal detectors.

Violence, according to Coben, is a

## Health Advisory Committee Discusses Violence Seminar

BY ASHLEIGH ENGLISH

Violence is an increasing public health problem and places huge financial burdens on the health care system. The Centers for Disease Control and Prevention estimate the cost of medical and mental health treatment, emergency response, productivity loss, and the administration of health insurance and disability for victims of assaultive injuries at \$34 billion annually between 1987 and 1990, with an additional cost of \$145 billion for lost quality of life. Domestic violence costs American business \$3-5 billion due to absenteeism, and more than \$100 billion is spent on the treatment of abused women.

The REPORT spoke with members of the Institute of Politics Advisory Committee on Health to discuss IOP's decision to sponsor, in conjunction with the Health Policy Institute, a seminar on violence as a health care issue.

Beaufort Longest, Jr., director of the Health Policy Institute, suggested that most forms of violence are at least



community problem; and community support needs to go hand in hand with education, public policy, and technology. Young people need to feel connected to family, schools, the community, and other institutions. "Violence starts when young people feel that they are not connected. We need to empower communities and establish a concerted effort to improve socioeconomic conditions in communities," said Coben.

Two CIRCL program initiatives involve domestic violence. According to Coben, 15-35 percent of all women in hospital emergency departments have been abused, and many of them are there for treatment because of abuse. The CIRCL program assisted in the development of a primer to enable physicians to confront the problem of domestic abuse. Said Coben, "ER personnel do not do a great job of detecting abuse, but women have told us that once they are able to talk about their abuse with a health care provider they are then on the road to changing their situation." The primer not only provides clear protocols for identifying and responding to interpersonal violence, but it also encourages emergency department personnel to get involved in their communities. This primer has been distributed to more than 1,000 ER physicians. The CIRCL program is also working on a multisite investigation of the effectiveness of specific intervention strategies for batterers.

Right now, injury is the most costly problem facing health care delivery. It affects young people and is responsible for the most years of productive life lost. "A major reason that injuries continue to be such a problem is that the medical community has failed to view trauma as a disease process and therefore is missing opportunities to combat this disease," stated Coben. "This needs to change." ❏

## A New Vision To Prevent Violence: James Mercy on the War on Crime

BY ELIZABETH BECK

In the United States, 65 people die each day and 6,000 are injured daily as a result of interpersonal violence. The problem has overwhelmed hospital costs and personnel. The average cost of medical treatment for one patient hospitalized due to a gunshot wound is more than \$33,000. According to the General Accounting Office, approximately 80 percent of patients who suffer injuries from violence are uninsured or eligible for government medical care cost assistance.<sup>1</sup> In some areas violence has changed the fabric of neighborhoods, families, and schools while in other areas the problem remains hidden.

James Mercy, MD, acting director of the Division for Violence Prevention, National Center for Injury Prevention and Control, Centers for Disease Control and Prevention, spoke with REPORT staff about the problem of violence and the public health approach for addressing it.

Said Mercy, the public health community wants to expand the dialogue on violence to include as much emphasis on prevention as on incarceration. In a 1993 article entitled "Public Health Policy for Preventing Violence,"<sup>2</sup> Mercy and his co-authors suggest that "a new vision of how Americans can get together to prevent the epidemic of violence...has emerged from the public health community.... Fundamental to this vision is a shift in the way that our society addresses violence from a focus limited to reacting to violence to a focus on changing the social, behavioral, and environmental factors that cause violence."

According to Mercy, public policy needs to recognize a balance between punitive measures and prevention. "Just locking people up is not a solution. Since the mid-1970s, the average sentencing rate for violent crimes has tripled. At the same time, homicide has increased. Policy that focuses solely on locking people up does not help. We cannot rely on this no matter how politically popular it may seem to be," warned Mercy.

The national center seeks to reduce the number of injury-related deaths by using scientific rigor to understand how

injuries occur and evaluating the effectiveness of intervention strategies. Mercy indicated that there are two types of injuries, those that are unintentional and those that result from violence, but "our knowledge in the area of violence is much less developed." Since there is not a definitive blueprint for how a community can best reduce violence, Mercy states that it is important that data collection, evaluation, and fine-tuning or reworking of strategies be done concurrently with the implementation of intervention strategies.

When a public health perspective was applied to reducing the number of car-related deaths, research was the first step. That showed the relationship between seat belts and death. Then a comprehensive strategy that involved legislation and behavioral changes was developed to significantly alter people's use of seat belts. When looking at causes and prevention strategies for violence, the solutions are not as clear cut as seat-belt use, indicated Mercy. It is important to understand that a single solution to the violence problem will not be found. "We need to find strategies that complement each other. We did not get into this overnight, and we won't get out of it without a sustained commitment."

Currently the national center is evaluating 14 community-based violence prevention programs. In Brooklyn, New York, according to Mercy, the community decided to view the problem and interventions in terms of three concentric circles. The inmost circle is the child. Youth-targeted strategies include such things as conflict resolution, peer mediation, and the opportunity for youth who "egg" kids on to fight to see their role in escalation. In other programs, youth are given opportunities to engage in social activities and jobs as well as to work with adult mentors.

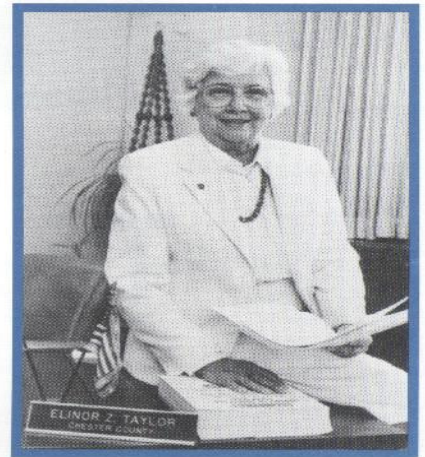
The second circle is the family. Family members also participate in non-violence training. This training both defuses issues within the family and reinforces the non-violence messages that young people receive.

The third circle is the community. Using a multitude of messages in various environments, anti-violence is communicated. Strategies that have been



## How Much We Have Yet to Learn: The Pennsylvania Anti-Violence Education Initiative

BY ASHLEIGH ENGLISH



used are as simple as signs in buses that say "Friends don't let friends fight," or more extensive, e.g., community-wide parades and other events.

With respect to firearms, Mercy indicated that there are areas in which consensus can be built. These areas include: issues related to youth carrying guns, information given to gun owners about what to do if they suspect that their children might have suicidal tendencies, and the implementation of firearm storage legislation. "It is important that we look at ways that make firearms safer," declared Mercy.

"Elected officials, as members of communities, need to be spokespeople and leaders for prevention," suggested Mercy. "I don't think that the public knows the true success stories on prevention. Public health awareness has significantly reduced motor vehicle deaths, death from smoking, heart disease, and other areas. If elected officials had not changed motor vehicle laws, there would be 250,000 fewer people alive today," explained Mercy. "We need to apply the same approach to reducing violence."

"We have a huge problem," Mercy said. "No one thing will solve the problem. There are hundreds of strategies that people and communities can apply to prevent violence. We do know what we can try on the prevention side, and once we try it we need to evaluate it. We need to learn from what we are doing and from the experiments that are going on (now) in order to make better decisions about what works.... If something is not working, we need to have the strength to say so and change the course."<sup>1</sup>

<sup>1</sup> United States. National Center for Education in Maternal and Child Health, Children's Safety Network. *Firearm Facts: Information on Gun Violence and Its Prevention*. Arlington, VA: 1994.

<sup>2</sup> Mercy, James A., Mark L. Rosenberg, Kenneth E. Powell, Claire V. Broome, and William L. Roper. "Public Health Policy for Preventing Violence." *Health Affairs*. Winter 1993.

**T**he Pennsylvania Anti-Violence Education Initiative (PAVE) is the first state-wide study to address the problems of juvenile violence. "One thing we learned was how much we have yet to learn," said Representative Elinor Taylor, co-chair of the Pennsylvania House of Representatives Select Committee on Violence. "Until we address the core issue, that being the moral fiber of our society and re-instating family values, solutions for juvenile crime will not be found. The debate must not be fixated on what government can or cannot do or what government should or should not do. PAVE's effectiveness will depend on follow-up and further research initiatives," stated Taylor.

"PAVE recommendations are based on areas of consensus and are not an endorsement for legislation." If legislation is created, "it must not come in the form of mandates without funding." Taylor believes in local solutions to local problems. Taylor stressed the need for geographically diverse pilot programs that would meet the specific needs of urban, suburban, and rural communities.

One of the contributing risk factors for youth violence, as indicated in PAVE, is the change in the structure and characteristics of the traditional family unit. Taylor agrees with this and stressed that the family unit should be the focal point for the development of solutions to juvenile violence. She mentioned the father's involvement as being an essential aspect of the reinstatement of the family unit and the values that make individuals strong, such as integrity, honesty, and respect for others as well as one's self.

When asked whether both punitive and preventive measures received equal attention in PAVE, Taylor responded that sending a message that "crime and violence will not be tolerated" is an effective form of prevention. "If you do the crime, you do the time."

Taylor commented that prevention is wonderful to talk about, but it is harder to find solutions that really work.

It is also important to ask the question of who will pay for the program and is the money used for more than paying administrative salaries? When asked whether she thought the Pennsylvania General Assembly would support prevention programs, Taylor replied, "If you can show programs that are working to the General Assembly, they will support them." However, "we're not going to give out money unless the program is well founded."

In addition to some of the recommendations specified by Taylor, the PAVE committee identified the need for private/public partnership, the development of a state-wide strategy to reduce juvenile violence through research and demonstration projects, and a planning process for early childhood development programs and child care services. Further recommendations included stable funding sources for juvenile probation, an increased number of prison beds for violent juvenile offenders, job training programs, stiffer penalties for the possession of weapons on school property, uniform state-wide policy for strip searches in schools, teenage parenting programs, and increased efforts to provide safe homes for children. ¶



# Interviews with Institute of Politics Interns

By ASHLEIGH ENGLISH

The Institute of Politics (IOP) has sponsored an undergraduate internship program since 1991. Students attend a weekly seminar and spend nine hours per week in the office of an elected official. This allows the students to connect classroom learning to their experiences in the field. The program is directed by Ann Dykstra, Pitt's director of Commonwealth Relations, and Robin Jones, coordinator of the Urban Studies Program. The REPORT met with a few interns early in the fall semester to talk with them about their first impressions of interning with an elected official.

Students interviewed were political science majors. Their reasons for interning ranged from having a strong desire to learn everything they could about politics to wanting to build an impressive resume. Many students were concerned about the marketability of their political science major and felt that interning would be an asset in securing a job after graduation.

Crystal Latimer, interning with Senator Harris Wofford, said she had always been interested in politics and wanted to find a way to become involved. She was nervous about making the contacts to be a volunteer and also wondered

if volunteering would be as structured as she wanted. The IOP internship program gave Latimer the opportunity to pursue an area of interest she might not have sought out on her own.

In describing the duties they perform in the field, interns spoke of answering phones and attending to constituent mail. All said that the phones never seem to stop ringing. John Murphy, who is interning with Pennsylvania House Representative Tom Michlovic, indicated that most of the phone calls he has received dealt with people wanting their driver's license back or a handicap parking stamp. Murphy believes that being in the office has really opened his eyes to all facets of being an elected official. Murphy commented that with a very small staff it is essential that the office run like a well-oiled machine. He was amazed at the amount of work performed daily in the office and was pleasantly surprised by the amount of responsibility he had been given.

Carm Camillo, interning with Pennsylvania State Senator Melissa Hart, said initially he had hoped to be placed with a federal official. Murphy had expressed a similar interest in politics at a federal level. However, Camillo and Murphy agreed that their

placements were giving them the type of hands-on experience they wanted. They felt that their placements with local officials allowed them to play a more active role in the office and to work more directly with constituents than they might have in a federal office.

Camillo appears to be the only intern interviewed who has a strong desire to run for public office. Latimer feels that elected officials have to give up too much of their personal lives. Jeff Horvath, interning with Senator Arlen Specter, also feels that the life of an elected official is something that he does not see in his future. Horvath says that he enjoys the legal aspects of politics and may possibly work as a policy analyst.

All of the interns are interested in learning as much as possible about holding political office. They plan to take full advantage of the opportunities the internship program offers to meet with constituents, to attend meetings, to work on policy issues, and to be exposed to campaigns when possible. All of the students stated that the internship program was a great opportunity and that learning in the field helps to give them practical experience in politics.

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