
Part Five: Community Facilities and Services

INTRODUCTION

Ultimately, the purpose of any urban planning process is to insure a better quality of life for city residents. More attractive neighborhoods, better organized commercial areas, and an efficient public transportation system are only means to this end -- a community or a network of communities in which people can raise their families in safety, find employment, educate their children, and meet basic needs, such as health care.

This part of The Plan for West Philadelphia focuses on human development and related "people" issues. It reviews the status of important public services in West Philadelphia such as the public schools, medical care, public safety, and non-governmental community based services. Efficient and cost-effective delivery of these services in any community -- and certainly in West Philadelphia -- is essential if the community is to remain viable and stable.

West Philadelphia is a community with significant concentrations of poverty and certain special populations that are particularly at risk. As is the case nationally, female headed households here are disproportionately poorer than the rest of the population. The elderly poor, especially the very old, are victimized by crime, malnutrition and inadequate medical care. West Philadelphia has a significant population of recent Asian and African refugees seeking to acclimate themselves to a new culture and a new way of life. As Philadelphia plans for West Philadelphia, it must develop innovative ways of meeting these special needs.

EDUCATION

Overview

There is no public institution of greater importance to Philadelphians than the public schools.

Not only is public education the crucial avenue for personal advancement, particularly for the less privileged segments of our community, but the schools themselves are a major physical presence which require maintenance and ancillary supports. Families with options will not remain in a community that does not offer their children quality educational opportunities.

Existing Conditions

Facilities

There are 35 active public school facilities in West Philadelphia with 21 elementary, 6 junior high and 6 senior high school programs. There is also one school for students grades 5-12. One facility, the former West Catholic High School for Boys, now houses separate public junior and senior high schools.

The buildings were constructed in spurts and over time in response to periodic increases in student population and the availability of funds. Some replaced antiquated or deteriorated facilities. Eight of the existing schools in West Philadelphia were built before 1920; 16 between 1920 and 1960; and 15 since 1960. The older buildings have been upgraded over the years to conform to modern standards. West Philadelphia also has a number of small private and parochial schools.

In recent years the Lamberton and Lea Schools have had to deal with overcrowding. Some Lamberton School classes are held in leased space. Some students who live in the Lea feeder area are being bussed to the Locke School and the School District is planning to lease space to expand Lea as well as redraw the feeder boundaries between Lea and Locke. Pressures for more classroom space may increase in other West Philadelphia schools as the school age populations are predicted to rise through the 1998-99 school year.

Enrollment

Despite the decline in the City's total population, the number of births and the number of pupils entering the City's elementary schools has risen in recent years. While city-wide and West Philadelphia enrollments fell between 1981 and 1990, first grade enrollments have been increasing since 1990 and are projected to continue increasing through the decade of the '90s. There were almost 18,000 Philadelphia public school first graders in 1990, and there are expected to be over 21,000 by 1999.

It is important to realize that the public schools in this City serve a broader age range than is generally recognized. In addition to the traditional K-12 population, Philadelphia has long had an extensive array of pre-school programs, including Headstart and Get-Set, and an extensive subsidized day care system. These programs have a proven record of enabling children to function better in the first years of elementary school. Pre-school services for young children with disabilities have expanded recently in response to new federal and state mandates. Philadelphia also has adult education programs, including standard evening high schools. Thus, our public schools serve residents in all age groups. The recently predicted pressures on classroom space by the increasing number of K-12 students may decrease available space for these valuable programs.

In 1992, the public school enrollment in West Philadelphia was 27,595. African Americans comprised almost 93% of the total, Asians 2.5%, Hispanics a little more than .5% and Whites 4%.

Student Achievement

Philadelphia, like most large urban areas, has continuing problems with regard to school performance and school attendance. One indicator of student performance is how well

Table 17
Enrollment in Public Schools:

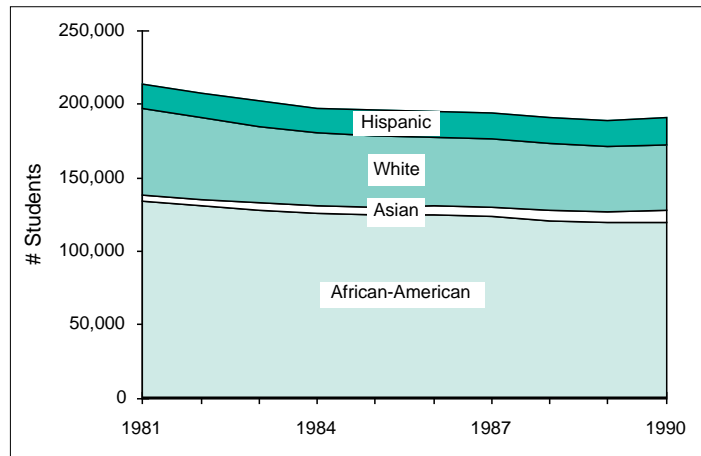
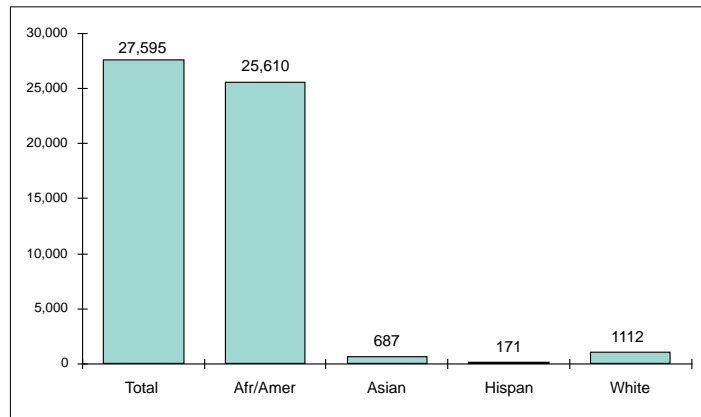


Table 18
West Philadelphia Public School



Philadelphia's students do on nationally normed tests such as the Scholastic Aptitude Test (S.A.T.). In 1990, students in West Philadelphia's three large high schools scored not only well below the national and state average, but also below the City-wide average.

Another indicator of school performance is the number of students who do not meet the promotional criteria to advance in grade. In 1991, 20% of the students did not meet the District's

Table 19
College Board Test Scores (Avg.
S.A.T. Scores: 1990)

	Verbal	Mathematics
United States	424	476
Pennsylvania	420	463
Philadelphia	363	408
Overbrook H. S.	329	353
University City H. S.	305	346
West Philadelphia H. S.	288	312

standards. In the high schools, the figure was 31% City-wide. Here too, West Philadelphia's high schools performed poorly -- 35% of Overbrook High; 44% of University City High; and 43% of West Philadelphia High School's students failed to meet promotional criteria.

Attendance data are also troubling; in 1991 the average daily attendance in the school system was 86%. Attendance problems increase as the students get older. At the elementary school level, the rate was 91%, while at the high school level the average was 78%. On this criterion, two of West Philadelphia's high schools did somewhat worse than the City-wide average -- West Philadelphia High School averaged 72%, and University City High School, 69%. Overbrook High School exceeded the City-wide average with a rate of over 82%.

Responding to unacceptably high drop-out rates among high school students, the School District has created a number of innovative programs in West Philadelphia. The Regional High School, located at 62nd Street and Lebanon Avenue in a former elementary school, is designed to provide drop-outs with an individualized, comprehensive and supportive program to

help them to graduate. In its fourth year of operation (1993-1994), 225 students (who most likely would not otherwise have been in school) were enrolled in the program.

Supports are also being provided to young parents who would otherwise drop out. For example, West Philadelphia High School offers a teen parenting program where young parents learn to care for their babies and young children on site while attending classes.

Issues

Physical Plant Requirements

The School District projects that the decline in student enrollment has now leveled off and that enrollment will, in fact, increase by the end of the decade. The School District's Capital Program increases spending for additional classroom space over the next six years.

An issue is the kind of space needed to implement many of the new programs the School District is proposing or may propose. For example, an ungraded K-6 or a cooperative learning program requires a very different space configuration from the traditional school layout.

Changes in state regulations will provide the District with greater flexibility in designing its curriculum and programs. It is important that, as the District attempts to meet this challenge, it has the physical plant necessary to meet its students' needs creatively.

Responding to the Needs of a Diverse Student Population

From its beginnings, America has been a land of immigrants and refugees, and Philadelphia, as a coastal city, has always had an influx of diverse cultures. Students in Philadelphia's schools speak 65 different languages and come from a wide array of ethnic, cultural and economic backgrounds. Refugee and immigrant students

need to learn English and to understand American customs and society. The public schools have always had a pivotal role to play in this acclimating process. Such a process must respect the importance of the students' own language and culture.

The last decade saw a growth in the South East Asian population in West Philadelphia. Most recently, refugees from the Horn of Africa—Somalis and Ethiopians—have begun to settle in West Philadelphia. These students are being served by a variety of programs designed to address their special needs, primarily English as a Second Language and Bi-Lingual/Bi-Cultural programs.

Philadelphia has 26,000 students with learning disabilities and other handicaps. Philadelphia and West Philadelphia schools have an extensive array of special education services. Increasingly, the schools have recognized the importance of mainstreaming, that is, integrating these youngsters as fully as possible with their non-handicapped peers.

New Initiatives

Decentralization

Research and common sense support the new School District initiatives to decentralize this large multi-layered bureaucracy and to increase control and decision-making authority at the local level. Schools that choose to engage in school based management form organizations of parents and school personnel that plan for and guide those schools. By the end of 1991, 59 schools in the City were preparing for school based management, with a goal to have all schools participating by 1995. In West Philadelphia, 12 schools were signed up to participate in this program. The School District is also making a heavy investment in professional development and institutional planning, and has

developed a set of "Goals for Improvement" of the District by 1995.

A second major new initiative is the restructuring and decentralization of the high schools. With substantial and recently expanded support from the Pew Charitable Trusts, the Philadelphia High Schools Collaborative is establishing "Charters," or schools within schools, which enable students to pursue certain career or other interests (such as learning foreign languages) using a thematic approach to education. Available at all West Philadelphia high schools, this program has teachers work as teams to integrate the charter theme and the overall academic portion of the school program.

Education for Employment

Education for employment (what has been known as "vocational education") is undergoing a conceptual revolution in Philadelphia and nationally. It is clear that the traditional idea of training students to perform specific jobs (e.g., welder, typist) is antiquated in a job market that changes rapidly and increasingly values higher order skills and the mastery of complex technologies. The new thrust is to integrate the academic and vocational curricula and to teach students all aspects of an industry. The Charters reflect these new principles, as do the High School Academies currently located in 16 high schools.

The High School Academies programs, like the Charters, are schools within schools. They have been developed through a partnership between the School District, City unions, institutions and businesses. The program has a 96% graduation rate and daily attendance of 89%. West Philadelphia High School has Academies of Applied Automotive & Mechanical Science and Restaurant & Tourism. University City High School has a Business Academy, and Overbrook High School a Health Academy.

The School District is also collaborating with institutions of higher learning and other community agencies to increase services and work opportunities for students and others. The University of Pennsylvania, in partnership with community groups, the public schools and other West Philadelphia institutions, has created several programs to help West Philadelphia students and residents. Penn's West Philadelphia Improvement Corps (WEPIC) sponsors nine Community Schools in West Philadelphia. Established in 1985, WEPIC's concept is to expand the schools into centers where all residents can acquire education and skills and work on projects that benefit the entire community. It is envisioned that fully developed WEPIC schools will be open 24 hours a day, 365 days a year, functioning as the educational and service delivery hubs for all neighborhood residents.

The most extensive of these community schools to date are at the Turner Middle School and West Philadelphia High School. Residents of all ages participate in the evenings and on Saturdays in a wide range of classes, including GED programs and career counseling. Students from the University of Pennsylvania assist teachers in these programs. An integral part of the community school at West Philadelphia High School is the Youth Opportunity Initiative (Y.O.U.). In a collaborative effort with the School, the Private Industry Council, the Urban Affairs Coalition, the Carpenters and Building Trades Unions and other institutions, Y.O.U. supports a number of efforts to create a strong, active community.

Another Penn Program is the Wharton West Philadelphia Project, which uses Wharton students and faculty in four separate community outreach programs. The "Young Entrepreneurs" program at Wharton brings motivated high school students to the Penn campus for a special enrichment program each August. Wharton stu-

dents then work individually with these students during the school year. "Bridges" is a mentoring program, matching Wharton students with West Philadelphia Middle School students.

Finally, the School District operates the Cities in Schools program at all high schools in West Philadelphia. This program uses a team of specialists from the school, the state Office of Employment Security and the Private Industry Council to provide potential dropouts with the support, motivation and opportunity to remain in school and obtain job readiness skills.

Public/Private Collaboration

As described in the previous section, the District has a record of extensive collaboration with the private sector -- which, as future employers, has a great stake in the quality of public education in Philadelphia. The "Committee to Support the Philadelphia Public Schools" (CSPPS), a group of local business leaders, was founded in 1984 to stimulate, coordinate and focus private sector assistance in partnership with the District. In late 1990, CSPPS negotiated a five year school business agreement that was adopted formally by the Board of Education, the Greater Philadelphia First Corporation and the Philadelphia Chamber of Commerce.

The foundation community has also been very supportive. As noted, Pew Charitable Trusts established the Philadelphia High Schools Collaborative, which pioneered restructuring in Philadelphia's high schools. PATHS/PRISM, an educational alliance of schools, colleges and cultural organizations that was created by CSPPS in 1984 is also continuing. Corporate efforts have focused on Adopt-A-School Programs, active in 33 West Philadelphia schools. Private philanthropic initiatives have also emerged in recent years, with the best known being the Weiss family's "Say Yes to Education" program, which promised a college education to every student in

a particular sixth grade class at the Belmont School in West Philadelphia.

Goals and Objectives

Goal

Support School District initiatives to improve learning outcomes for all students and to assure that all graduates can perform effectively at institutions of higher learning or in the world of work.

Objectives

- Continue to implement innovative programs with sound research bases and proven records of success with inner-city youngsters, such as the Philadelphia High Schools Collaborative and the High School Academies program;
- Expand District initiatives for under-achieving and high risk students, such as the Regional High School (for former dropouts) and programs for teen parents;
- Continue to develop programs to serve students with special needs, such as students with disabilities and students with limited English proficiency, to the extent possible as part of the mainstream of school life;
- Continue the District's critical and timely reorganization of its education for employment programs;
- Continue to expand early childhood programs.

Goal

Encourage School District efforts to include families and the broader community in the life and operations of the schools.

Objectives

- Spread school based management to all schools in West Philadelphia by the target date of 1995 and support families' efforts to participate meaningfully in that process, including families from other cultures and those who speak languages other than English;
- Support efforts such as Community Schools at Turner and West Philadelphia High School and initiatives to make schools the "single point of contact" for an array of educational, health and social services

Goal

Support the School District's on-going collaboration with the private sector in the process of school reform.

Objectives

- Seek additional foundation funding, such as the major Pew Charitable Trusts' grants to support the Philadelphia High Schools Collaborative;
- Involve the business community in the School District's revamping of its education for employment programs;
- Encourage corporate involvement with individual schools, such as Bell of Pennsylvania's adoption of the Daroff School;
- Continue to utilize institutions of higher learning and other community agencies in West Philadelphia in the process of reform.

Goal

Encourage the efficient use of school facilities and resources.

Objectives

- Insure that the school buildings in West Philadelphia are adequately maintained;
- Insure maximal use of school facilities by the broader community by making school buildings available in the evenings and during the summer.

HEALTH CARE

Overview

West Philadelphia contains within its boundaries several very poor communities, and it is recognized that there is a direct correlation between poverty and poor health. As is the case nationally, Philadelphia in general, and West Philadelphia in particular, have a disproportionately high number of women and children who live in poverty. This contributes to large numbers of low birth weight infants; high infant mortality rates; and a high rate of teen pregnancy.

Adequate pre-natal and other preventive care programs are essential. The elderly poor also need an array of health services.

West Philadelphia has a large number of quality institutional health providers that serve publicly and privately insured individuals. However, there is a dearth of quality private primary care providers for low income residents. This results in an excessive and costly over-reliance on hospitals, and particularly hospital emergency rooms.

Existing Conditions

Health Status of West Philadelphians

West Philadelphians exceed the City-wide death rates for diseases of the heart; malignant neoplasms (cancers); and cerebral vascular disease --

the three leading causes of death among Philadelphians. City-wide infant mortality rates generally exceed national norms, and the rates for 1990 in West Philadelphia were almost 24% above City-wide rates and more than double national rates, which are among the worst in the Western Hemisphere. The glimmer of hope in these shocking statistics is that the infant mortality rate in Philadelphia has shown a steady, if slowing, decline from 1960 through 1990.

Table 20

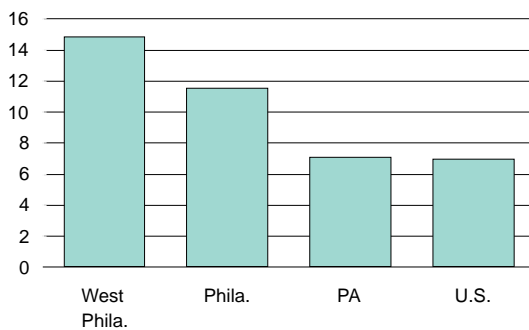


There are various ways to measure morbidity (the incidence and prevalence of disease). Diseases reported to the Pennsylvania Department of Health (specifically lead poisoning, tuberculosis, syphilis and gonorrhea) are one measure: and for each of these, West Philadelphia exceeded the City-wide average. HIV and AIDS are serious problems in West Philadelphia, as in the rest of the City. To date, over 900 West Philadelphians have developed full-blown AIDS. The number of infections in West Philadelphia is 41 per 10,000 residents, higher than the 35 per 10,000 residents City-wide. Another approach is to ask residents about their subjective sense of well-being. In 1983, the Philadelphia Health Management Corporation (PHMC) conducted a survey, and 41% of the elderly in West Philadelphia, and 20% of West

Philadelphians at large, believed themselves to be in poor or fair health. Among West Philadelphia adolescents whom PHMC surveyed in 1987, 64% reported at least one primary health problem, about average for the City.

The pattern of poor health applies to infants and children in West Philadelphia. In 1990, all of Philadelphia's neighborhoods were ranked by the Philadelphia Department of Public Health according to their rates of infant deaths; low birth weight babies; and pregnant women who received inadequate pre-natal care. There were three West Philadelphia communities included among the 10 highest ranking neighborhoods. Mantua ranked first (census tracts 92 and 105 to 110); West Park/Market ranked fifth (tracts 93 to 96, 102 to 104, 111 to 113); and West Market/Cobbs Creek was eighth (tracts 80 to 85; see map on page 18).

Table 21
Live Births With Low Birth



Health Facilities

West Philadelphia has an extensive array of in-patient services, with 6 hospitals that accept acute care patients and four specialty hospitals (Children's Hospital, Philadelphia Psychiatric Center, Children's Seashore House and the Institute of Pennsylvania Hospital). These facilities serve patients at all income levels and have outpatient clinics as well as private physicians'

offices. Many West Philadelphians use these resources and other facilities located throughout the City.

Also, primarily serving residents with limited incomes, are two City operated health centers and one federally supported community health center. Health Center Three, located on South 43rd Street between Baltimore and Chester Avenues, serves the communities south of Market Street, and District Health Center Four, on Haverford Avenue near 44th Street, provides services to those who live on the north side of Market Street. However, West Philadelphia residents are not restricted in their choice of site and can opt to go to any City center. District Health Centers are funded through a variety of sources, including Medical Assistance reimbursements, other third party payers and the City General Fund. Because the City's Health Centers were recently certified as "federally approved community health centers," they are now eligible for increased reimbursement from the federal government.

West Philadelphia also has its share of private physicians and group practices, but only some of these serve publicly insured patients. Thus, West Philadelphians with adequate income and/or private resources or health insurance can obtain high quality health care from institutional and private providers. Low income patients continue to rely heavily on clinics and hospitals for care and, unfortunately, continue to use hospital emergency rooms for primary as well as emergency health needs.

Issues

Focus on Neediest Communities

West Philadelphia contains both well-to-do and very poor neighborhoods with diverse health characteristics and needs. University City is largely populated by University employees and

students who are comparatively healthy. In contrast, nearby Mantua is one of the poorest communities in the City and its inhabitants have a much higher incidence of health problems. It is important that the City direct its resources to the areas of greatest need.

Special Populations have Discrete Health Needs

At least in part because of their poverty, several West Philadelphia neighborhoods have discrete populations that are especially at risk for health problems. Teenage pregnancy, coupled with inadequate health care, leads to poor health for mothers and their babies. Other social problems, such as drugs and AIDS, increasingly affect adolescents of both sexes as well as adults. In addition to targeting the neediest communities, the City must develop programs that focus on those groups most at risk.

Barriers to Care

Despite the extensive array of quality health care facilities and providers in West Philadelphia, all West Philadelphians do not have equal or adequate access to care. Health care is expensive. Many low income working families have no or inadequate health insurance and thus have no regular source of care.

There are also language and cultural barriers. West Philadelphia has a very diverse population, with a number of recent Southeast Asian and African refugees and immigrants. These communities frequently are unable to find health care providers with whom they can communicate or who understand their cultures and concerns.

Prevention

Prevention will, in the long run, provide the greatest payoff for the City and the residents of West Philadelphia. There are many levels of prevention, all of which are needed in West

Philadelphia. First, citizens in general need a safe and healthy environment, e.g., clean air and water; crime-free neighborhoods; and safe and sanitary housing. Second, individuals must be helped to improve their health through healthy life styles, e.g., adequate nutrition; moderating their intake of alcohol; and avoiding harmful drugs, including cigarettes. Finally, government must provide programs that prevent disease or identify problems early, such as pre-natal care; regular health screening; and immunizations.

New Initiatives

There are a number of important new prevention and treatment programs with the potential to improve the health of West Philadelphia residents and for low income citizens City-wide. Most focus on the health needs of poor women and children. West Philadelphia is a recent recipient of one of 15 federal "Healthy Start Initiative" grants. These grants go to areas with particularly serious infant mortality problems and will permit West Philadelphians to receive intensive and innovative maternal and infant health care.

The Healthy Start Initiative was planned and is being monitored by a consortium of provider and professional organizations, advocates, State health and welfare officials, the School District, foundations and others, under the leadership of the Philadelphia Department of Public Health. The project will provide comprehensive outreach to the target population using community based staff who will provide home visits. Other goals are to educate pregnant women and mothers of new babies about the need for adequate medical care, and to connect women with quality health care providers, such as the two City District Health Centers in West Philadelphia, Children's Hospital and the Hospital of the University of Pennsylvania.

"Healthy Beginnings Plus," an innovative

Medical Assistance program, provides expanded maternity care to poor pregnant women and women with children up to the age of one. The Healthy Beginnings Plus program is a joint effort between the Pennsylvania Departments of Public Welfare and Health to provide basic medical care; high risk medical care; special services such as obstetric care, social services, homemaker and home nursing care; and substance abuse identification and counseling.

Another crucial program is “Early and Periodic Screening, Diagnosis and Treatment Program” (EPSDT), the federal program that requires and funds screening and treatment services for poor children up to age 21. Basically, EPSDT is the children’s component of the federal-state Medical Assistance Program which reimburses physicians, hospitals and other health care providers that provide health care to low income persons.

EPSDT has been operating for many years, and has long mandated periodic medical screening for poor children. Recent Congressional amendments to this program have expanded the number of children who are eligible and the range of services to which they are entitled. Even more importantly, the new amendments have expanded the “T,” or treatment part of EPSDT. Now, Pennsylvania is required to provide—and the federal government is required to reimburse—53% of the cost of all medical services necessary to treat all mental or physical problems identified in poor children. Since the federal government pays for much of the costs of EPSDT services (and the Commonwealth pays the rest), encouraging the use of this program is cost free to the City and may release treatment dollars for other needs.

In a departure from the traditional Medical Assistance service delivery model, the Pennsylvania Department of Public Welfare has undertaken a demonstration project to provide

and evaluate “managed care” for the Medicaid populations in West and South Philadelphia. All Medicaid recipients in West Philadelphia are required to select a provider who will provide directly or arrange for all necessary health care services. Medicaid pays the provider a fixed amount for each person, no matter how few or how many services the patient uses. The program is designed to provide the patient with a single point of contact with the health care delivery system, a reliable on-going source of quality preventive and curative care. It is also hoped that managed care will be a more cost-effective way of delivering medical care to low income families. The City’s District Health Centers also participate in this program.

Goals and Objectives

Goal

Improve the health status of West Philadelphians, particularly the most vulnerable segments of the population.

Objectives

Emphasize prevention programs, including illness prevention, prenatal and child care, injury prevention and immunization services.

- Continue to attract state and federal grants such as the Healthy Start Initiative.
- Ensure full participation of West Philadelphia children in the panoply of screening and diagnostic services available under EPSDT and funded by the state and federal governments.

- The City's Health Department should collaborate with community leaders, major institutions and non-profit groups such as Philadelphia Citizens for Children and Youth to better organize and deliver immunization and preventive health services.
- City Health Centers should educate citizens about how to achieve healthy lifestyles and avoid diseases such as AIDS, alcoholism and addictive drug use.

The City Health Department and other health providers should focus on the health needs of particularly vulnerable populations (teenagers, pregnant women, young children and the very old) and on needy communities such as Mantua and West Parkside:

- Reinforce the on-going programs of the District Health Centers that address the needs of these populations;
- Support the efforts of the Healthy Start Initiative and Healthy Beginnings Plus to reduce infant mortality by eliminating impediments to adequate maternal and infant health care, increasing community awareness of available services, and expanding service delivery sites;
- Empower families to take increased control over their health care needs;
- Make special efforts to identify the very old and ensure that they receive adequate health care;
- Maintain the District Health Centers in West Philadelphia so that they can continue to deliver quality health care services.

Goal

Ensure that the City has the resources to spend on the health care of its citizens by making maximum use of state and federal revenues and by encouraging citizens to use available resources efficiently:

Objectives

- District Health Centers Three and Four should continue to function as provider sites in the Medicaid Managed Care demonstration project.
- The District Health Centers should make maximum use of their newly granted status as federally approved health centers to generate increased revenues to support the Centers.
- The City Health Department should monitor the mandated use of health insuring organizations by Medicaid eligible West Philadelphians to ensure that the services provided are of sufficient quality, scope and duration to prevent and treat illness.
- The City Health Department should expand the use of EPSDT at the District Health Centers and throughout the health care system to increase the quantity of needed health care services provided and to maximize state and federal revenues.
- The City Health Department should conduct and support outreach efforts, such as those under the Healthy Start Initiative and through the District Health Centers, to link residents with primary health care providers and to reduce the use of hospital emergency rooms for non-emergency conditions.

HUMAN RESOURCE DEVELOPMENT

Overview

Communities have their own indigenous resources that serve their residents. Churches and other places of worship provide settings to support the spiritual needs of their congregations -- and also provide programs and safe refuges for children, adolescents and their families. Local civic organizations focus on the quality of community life and promote public safety. This type of non-governmental effort is a reflection of a community's cohesiveness and stability, and West Philadelphia has a particularly rich history of such neighborhood efforts.

Private organizations, such as Boys' and Girls' Clubs and "Ys," provide recreation and places for social gatherings. Other groups serve special populations from West Philadelphia and the City at large, usually with some level of government subsidy. And in several instances, the City provides vital services directly, as with public libraries. A better coordinated network of public and private resources has the potential to enhance significantly the quality of life in West Philadelphia.

Public and private job training programs are a particularly critical "human resource" in West Philadelphia. There is no issue of more importance in this community than the high levels of un- and under-employment (i.e., low pay unskilled or low-skilled jobs), particularly among African American males. Unemployment exacerbates many of the problems in West Philadelphia, such as crime and poor health.

Existing Conditions

The Haddington Leadership Organization and Mill Creek Council are among the City's oldest civic groups. Mantua Community Planners was a major force for attracting Urban Renewal funds and other programs to its community more than

twenty years ago. Powelton Village Civic Association and Spruce Hill Community Association tend to focus on zoning and other community development issues. These are a few examples of the many active community associations in West Philadelphia.

At 52nd and Chestnut Streets there is a large and well attended multi-purpose YMCA with a swimming pool, recreation and day care facilities. The new West Philadelphia Community Center on Haverford Avenue between 35th and 36th Streets was developed by the non-profit Crime Prevention Association. It has a swimming pool built partly with City funds and serves the Mantua and Powelton communities.

In addition to these independent community resources, West Philadelphia also has a large number of not-for-profit corporations that depend in whole or in part on government support and that largely serve special populations from throughout the City. Elwyn Institute, an organization devoted to serving persons with disabilities, is headquartered on Market Street west of 40th Street. Elwyn has a number of sheltered workshops located in the community that provide employment and training for persons with disabilities. Much of the support for these services comes from State government, as does the support for the personal care boarding homes that are located in West Philadelphia.

The City supports housing for the homeless and other residential programs, such as group homes for persons with retardation and for former patients of mental health facilities. Direct support for outpatient community health centers comes from the federal government. Various half-way houses and facilities for dependent and delinquent children abound. The number and variety of these enterprises presents a challenge to the City -- to coordinate public and private resources into a cost-effective, non-duplicative and quality system for West Philadelphians and

the City at large.

The Center for Literacy, the oldest and largest adult literacy training agency in the City, is headquartered in West Philadelphia. In addition to providing classes at its office at 48th Street and Baltimore Avenue, one-on-one tutoring between volunteers and learners is provided at sites throughout the area. The Center for Literacy also offers “Teaching English as a Second Language,” GED courses, and, in conjunction with the Private Industry Council and the State Department of Public Welfare, a State Education Grant (SEG) program to give clients the academic skills necessary for them enter into specific skills training programs.

The nine public libraries serving West Philadelphia are well situated to provide knowledge and information to residents. Children, especially, require accessible and user friendly library services to complement their school-based activities. The libraries often serve as the only quiet, stress free area where children and adults can learn without the interruptions of everyday life. The Free Library carries out an ongoing familiarization program for the students in the public schools, encouraging them to frequent the libraries and explaining the comprehensive scope of resources available to them there. In recent years the Library has introduced ambitious citywide reading programs which have been successful in encouraging school children to read. The libraries’ collections reflect the needs of their local communities and include videos, microform readers, and taped books for the visually impaired, in addition to printed matter.

The Private Industry Council (PIC) serves youth, both those in-school as well as those out-of-school; at-risk adults, such as welfare recipients, those with deficient language skills or the functionally illiterate; and the dislocated worker population. In West Philadelphia, PIC specialists

are available in the schools, at the PIC Referral Center at 63rd Street and Girard Avenue and at the County Assistance Offices at 56th and Chestnut Streets and 5000 Parkside Avenue. PIC contracts with agencies throughout the City, such as OIC, and works with the schools and other agencies to provide basic education, life skills, job specific skills, support services and retraining.

Greater Philadelphia Urban Affairs Coalition, a recent merger of the Urban Affairs Partnership and the Philadelphia Urban Coalition, supports a number of programs designed to help disadvantaged youth gain education, training and entry to the job market. Phila-Job, sponsored by the Urban Affairs Coalition and PIC, provides summer employment and training to youth, ages 14 to 21.

Issues

Support for Local Community efforts

There is much the City can do to enhance the efforts of local community organizations. The City can cooperate with neighborhood “clean-up” campaigns, by sending trash collectors on weekends. Local police personnel can assist “Town Watch” patrols. Fire personnel can educate citizens on fire prevention techniques.

Such efforts are cost-effective for the City, since they increase the effectiveness of voluntary efforts and create better relations between citizens and their local government.

Identifying and Coordinating Resources

It is also important for the City to monitor and coordinate those programs, including the public/private employment ventures discussed above, designed to serve and strengthen West Philadelphia. In this time of limited assistance from the state and federal governments, the City must make the best use of private as well as pub-

lic resources, and avoid duplication and fragmentation.

To accomplish this goal, the City Planning Commission has recently begun to develop a comprehensive data base of the location and delivery of human services in West Philadelphia, including community based residential facilities. Following the development of the data base, the Commission should conduct a needs assessment of the community, in collaboration with local groups, to identify gaps in the service delivery system. This will facilitate the allocation of public and private resources in relation to population needs, the resources that are available, and programmatic or service gaps or overlaps.

Fair Allocation of Resources

While it is appropriate for West Philadelphia to house community based residential facilities that serve City-wide needs, the area should not be required to absorb more than its fair share of those facilities while other, less tolerant, communities are permitted to raise significant barriers to locating such services in their neighborhoods.

Only City government is in a position to oversee this allocation process. For example, the Planning Commission currently monitors the distribution of community based residential facilities and has identified several areas in West Philadelphia where their additional development is not recommended because a substantial concentration of these facilities already exists. These include parts of Overbrook Farms, East Parkside, Belmont, Carroll Park, Cedar Park and Cobbs Creek (specific areas are subject to change over time). If these facilities were more evenly distributed throughout the City on a fair share basis, they would have little or no impact on individual neighborhoods.

The Managing Director's Office (MDO) should oversee this allocation process. It can coordinate the efforts of all City Departments

that contract with service providers to develop the necessary infrastructure and information base to plan with private agencies and community groups to properly locate community based facilities. The MDO should also share its findings with other governmental decision-makers and with the public.

New Initiatives

Services to Children and Youth

A not-for-profit organization, the "Philadelphia Childrens Network" (PCN), was formed in 1990 to improve the delivery of services to children and youth. While the Network promotes reorganization and coordination of services on a system-wide level, its Fathers Re-Engagement Initiative pursues these goals for a specific target population: children who live in single-parent households, and their fathers. The Initiative seeks to improve the life chances of the children by encouraging and enabling their fathers to assume their parental role. The program goals are: (1) to enable the young men to understand the needs of their children and to become emotionally and financially able to help meet those needs; and (2) to change the systems which impede young fathers from assisting their children.

Included in the Initiative is the Responsive Fathers Program, a demonstration project that is serving approximately fifty fathers. The young men were recruited from West Philadelphia, and most still live there. The Program provides curriculum and issue-based group sessions, case management, employment support, links to education opportunities, and legal assistance.

Mayor's Task Force on Children and Families

In 1993, the mayor established a Task Force composed of members of City Council, the Commissioners and Deputy Commissioners of

West Philadelphians are served by a vast array of social service programs, but fragmentation is a problem. Duplication of services should be avoided.

the Departments of Health, Human Services, Finance and Recreation, representatives of private philanthropic organizations, the Juvenile Justice System and the School District, local businesses and unions, religious leaders, human service providers, and child advocates. The group was charged with developing a Five Year Plan for supporting Philadelphia's children and families. The Task Force has recommended that the City increase its emphasis on services to children and families using several strategies: restructuring services within City government, decentralizing services to families and communities, increasing coordination among public child-serving agencies, developing Family Support Centers, and creating neighborhood facilities to serve the City's youth. West Philadelphians will benefit from this initiative as it is implemented throughout the City.

Goals and Objectives

Goal

The City should support efforts of local community organizations.

Objectives

- Encourage locally based City personnel (e.g., Fire and Health Departments) to assist in neighborhood activities and to increase public awareness of such matters as fire prevention and public health issues.
- Facilitate continued use of City owned facilities, such as libraries and recreation centers, by community organizations.
- Assist community based organizations to raise additional funds from foundations and the state and federal governments.

The Planning Commission will develop a comprehensive information system containing data on the location and delivery of human services in West Philadelphia.

Goal

Develop a comprehensive planning system for human resources in West Philadelphia that can serve as a City-wide model.

Objectives

- The Planning Commission should seek funding to conduct an inventory of the public and private programs operating in West Philadelphia. Service gaps and duplication will be identified.
- The Planning Commission should seek funding to help support the preparation of a comprehensive needs assessment in West Philadelphia, in collaboration with the local community.
- The City should prepare and distribute widely, a resource guide to all human resources available in West Philadelphia and in the rest of the City.
- The Managing Director's Office should utilize information developed by the Planning Commission to oversee the orderly allocation of human resources to West Philadelphia and the rest of the City, especially City services and community based residential facilities.

Goal

Support job training and referral activities in West Philadelphia.

Objectives

- The City should encourage continued public/private job training and job readiness programs by linking these programs with specific job opportunities created through economic development efforts at the City Commerce Department, Philadelphia Industrial Development Corporation (PIDC), and the Philadelphia Commercial Development Corporation (PCDC).
- City agencies should work through the Office of Housing and Community Development (OHDC) and the Private Industry Council (PIC) to provide information on these programs to West Philadelphia community groups and to the general public on an ongoing basis.

PUBLIC SAFETY

Overview

The provision of police services is a basic function of government. There are few issues that tear at the fabric of community life as does fear for personal safety and the safety of one's family. A perception of uncontrolled crime and the sense of powerlessness that results will destabilize any community; it will propel those with resources to move elsewhere; and it will lower property values. West Philadelphia is no exception.

Existing Conditions

In West Philadelphia, police services emanate from three police district headquarters buildings and three mini-stations. The 16th District serves an area north of Market Street west to Belmont Avenue, 44th and 46th Streets. The area west to the City's border is the responsibility of the 19th District. The entire area south of Market Street

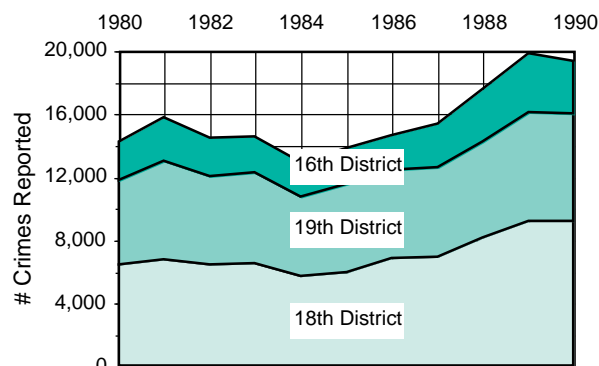
belongs to the 18th District. Police Mini-Stations are located at 44th and Walnut Streets, 52nd and Westminister Streets and 50th Street and Baltimore Avenue. (This last mini-station is operated by the 12th District which is located in Southwest Philadelphia.) Officers from these facilities actively patrol their communities and react to calls for assistance. In addition, the 18th District houses the detective division for all of West Philadelphia, whose staff investigate crimes.

These buildings are all of post-war construction and are adequate to meet existing and proposed staffing needs as long as they are maintained adequately and renovated periodically to meet modern standards.

Crime in West Philadelphia

Information on crime in Philadelphia is collected by police district. After declining slightly in the early eighties, reported crime in Districts 18 and 19 began to grow in 1985. The increase in the 16th district began in 1987. Major crime —murder, rape, robbery, aggravated assault, burglary, theft and auto theft— peaked in all three districts in 1989 and showed decreases in each of the subsequent years, 1990 through 1993. West

Table 22



Philadelphia's experience is consistent with that of the City as a whole.

Arrests for major offenses have followed a somewhat different track. After holding essentially steady for most of the eighties, arrests increased in 1987 and 1988, and then fell again from 1988 through 1991. The number of arrests remained constant in 1992 and fell slightly in 1993. Here too, West Philadelphia mirrors the City-wide experience. The percentage of major crime cases "cleared" (where all suspects have been arrested or the cases closed) in Philadelphia was 26% in 1992, as compared to the national average of 21%. According to the F.B.I., Philadelphia has had the lowest crime rate of the 10 largest cities for several years.

Issues

Proliferation of Crime

Despite these statistics, it appears to many West Philadelphians that the number of crimes has increased in recent years and that crime has become more visible and more violent. Broken automobile glass litters many streets and empty crack vials are not uncommon. The rise in crimes associated with the drug trade and drug use are of particular concern. Juvenile crime is perceived to be growing. Auto theft and other crimes directed against property are also frequent and troubling. Crime control is clearly a major problem in West Philadelphia.

Preventing Crime

Without the active participation of the West Philadelphia community, the police are not likely to make significant inroads in preventing crime. They are, however, beginning to use new techniques which stress community involvement to prevent crime and to apprehend criminals. Increased information gathering, more contact with residents and more knowledge of the com-

munity all contribute to more effective prevention efforts.

New Initiatives

Police Initiatives

The Police Department is now carrying out the provisions of its "1991-1996 Strategic Plan," which features a number of innovative approaches to address the complex and troubling nature of crime in the City. The provisions include measures to focus the Department more on local communities and to decentralize many of the operations of the Department.

Motorized patrols, rapid response to calls for assistance and retrospective investigation of crimes are helpful, but they are insufficient strategies to staunch the rise in crime. The Police Department has begun to implement "state of the art" measures to complement these traditional police procedures. "Community Policing", or "Problem-Solving Policing", is an attempt to provide an enhanced police presence, better surveillance of known offenders, and increased access to information, all of which have been shown to reduce crime.

An example of enhanced police presence is the storefront mini-station. It provides a locale where community and police concerns can be aired, information exchanged, and problems solved. The mini-stations supplement the often distant and anonymous police station.

Another initiative that will enhance Police visibility is the Police Department's plan to decentralize a number of its functions, such as narcotics control, to the districts. The "Local Intensive Narcotics Enforcement" (LINE) program is operating in the 18th District. This will result in staff from the District Attorney's Office and more officers being stationed in the neighborhoods and addressing community needs.

The Community's Role

The first line of defense against crime in any community is the community itself. By working with troubled youth, supporting programs that strengthen the family and creating "Town Watch" patrols, residents of West Philadelphia are helping to limit crime. Many local communities participate in the Town Watch program.

An expansion of the more traditional Town Watch programs has been developed in recent years by communities who have organized to combat the drug problem in their neighborhoods. Mantua Against Drugs, Cedar Park Against Drugs and Walton Neighbors Against Drugs are some of the community based organizations that have been formed to address this problem. In addition, there is an increasing willingness to cooperate with the police in their prevention and ongoing law enforcement activities. Efforts to increase these collaborations should continue.

Prevention Programs

Almost any program designed to assist children and their families can be construed as a crime prevention program. This is a recognition of the fact that strong families and local institutions strengthen the social fabric of the community and discourage crime and anti-social behavior. Thus, a renewed focus on community based institutions, including education, health, economic and social welfare programs, can supplement more direct police efforts to control crime.

Identifying high risk youth and chronic offenders, and developing programs to address their needs, should be a high priority. Employment and job training programs should also be strongly supported. Finally, steps should be taken to deter crime through incorporating defensible space concepts such as security lighting and visible entry ways in new developments, and the retrofitting of existing structures to incorporate these features.

The Criminal Justice System

Policing is one component of the criminal justice system, which also includes the courts, jails and prisons and probation. The courts are overburdened; the prisons are over-capacity; and the probation system is over-worked. In addition, the juvenile justice system is under strain. These conditions result not only in high societal costs, but in inefficiencies which result in higher crime. West Philadelphians, along with the rest of the City, must support the comprehensive criminal justice system planning process now under way and the improvements proposed.

Goals and Objectives

Goal

The Police Department should initiate new programs and intensify existing programs to prevent crime.

Objectives

- The Police Department should expand Community Policing as set forth in its Strategic Plan as expeditiously as possible;
- The Police Department and the District Attorney's Office should continue to decentralize functions to the neighborhoods, such as the LINE program in West Philadelphia;
- The Police Department should increase levels of trust and contact between the police and citizens by increasing the numbers of mini-stations, where police-community relationships can be initiated and nurtured.

Goal

The City should support community based initiatives that help prevent crime.

Objectives

- The Police Department should support efforts to increase the number of Town Watch programs in West Philadelphia;
- The Police Department and other City agencies should provide technical assistance to community groups in their effort to prevent crime, such as advice on incorporating defensible space concepts in existing structures and planned developments.
- The City should support groups that focus on at-risk youth, such as the Police Athletic League and the Crime Prevention Association.
- The City should provide alternatives to incarceration for as many youthful offenders as is practicable.

Goal

The City should focus its limited resources on the needs of children, youth and families.

Objectives

- The City should make youth employment, education, dropout prevention programs and job training the highest priority.
- The City should proceed as quickly as possible with the initiatives described in other sections of this part of the Plan, e.g., health care and education, to strengthen the West Philadelphia community.

Goal

The City should vigorously promote improvements in the criminal justice system.

Objectives

- The City should support criminal justice planning activities to achieve a cost-effective system;