

Neighborhood Transformation Initiative

Many Philadelphia neighborhoods are in some state of decline. The age and deterioration of large portions of the housing stock in low-income communities and increasing housing abandonment and vacancy have contributed to a net decline in the quality and quantity of housing accessible to low- and moderate-income populations. These trends are symptomatic of underlying demographic and economic changes over the past 50 years, as suburban growth and the demise of industrialization resulted in a flight of population and jobs from Philadelphia. Housing policies and programs alone cannot solve these problems. It requires a dramatic change in government structure, policies and priorities.

In April 2001, the City of Philadelphia unveiled its Neighborhood Transformation Initiative (NTI). NTI is a strategy to rebuild Philadelphia's neighborhoods as thriving communities with clean and secure streets, recreational and cultural outlets and quality housing. NTI takes a multifaceted, comprehensive approach that stresses interagency cooperation and coordination in addressing every aspect of neighborhood development. The initiative also creates opportunities for government and citizens to work together, restoring civic pride and building community spirit. NTI strives to build the capacity of community-based organizations to identify needs and develop new housing and employment strategies within their communities while garnering the support of the private sector through innovative partnerships and by leveraging resources. Through its various components, NTI will help Philadelphia's neighborhoods meet their potential as clean, safe and thriving places in which to live, work and play.

■ NTI Goals and Principles

NTI establishes a framework for action with six goals to revitalize Philadelphia's neighborhoods and to change the way the City operates:

Goal 1: Planning

Facilitate and support community-based planning and the development of area plans that reflect citywide and neighborhood visions.

Goal 2: Blight elimination

Eradicate blight caused by dangerous buildings, debris-filled lots, abandoned cars, litter and graffiti to improve the appearance of Philadelphia streetscapes.

Goal 3: Blight prevention

Advance the quality of life in Philadelphia neighborhoods with a targeted and coordinated blight prevention program that enforces city codes and abates public nuisances.

Goal 4: Assembling land for redevelopment

Improve the City's ability to assemble and dispose of land for redevelopment and establish a Land Bank that will oversee the continual maintenance of such land over time.

Goal 5: Neighborhood investments

Stimulate and attract investment in Philadelphia neighborhoods.

Goal 6: Leveraging resources

Leverage resources to the fullest extent possible and invest them in neighborhoods strategically.

Effectively promoting new investment in Philadelphia's neighborhoods requires transparent strategies, predictable administrative policies and a coordinated, comprehensive approach that mandates cooperation among public agencies, community residents and private and nonprofit sector interests.

Anchored by standards for quality neighborhoods, the City will employ a set of principles to guide the allocation of federal, state, and local resources that are available for investment in neighborhoods. These principles seek to:

- **use planning as an investment tool;**
- **balance affordable and market-rate housing;**
- **invest to stimulate market activity;**
- **foster competition to get the best product;**
- **maximize private capital and minimize public subsidies; and**
- **link housing with other public and private investments.**

NTI and the Year 32 Consolidated Plan

The keystone for the successful execution of NTI was the issuance of approximately \$295 million of bonds by the Redevelopment Authority of the City of Philadelphia (RDA) in several series. RDA issued bonds from time to time during the period of seven years from the effective date of the enabling legislation. These bonds enable the City to generate sufficient resources to eliminate the backlog of dangerous buildings that are safety hazards in Philadelphia neighborhoods; prevent the encroachment of blight into stable neighborhoods and create opportunities for re-development in the most distressed areas of the City.

In Year 32, the Administration will undertake NTI's ReStore Philadelphia Corridors initiative, a multiyear strategy supported in part by \$65 million in bond proceeds. This Initiative will weave together the NTI principles of neighborhood planning, blight elimination and prevention, land assembly, neighborhood investments and leveraging resources with the strategies developed in the City's Economic Development Blueprint. This will allow the City to breathe new life into long-neglected commercial corridors by putting in new curbs, sidewalks, lighting, trees and facade work so these areas will be appealing places for residents to shop and work. Corridors located throughout the city will receive services that increase their ability to participate in the market and bring quality goods and services to local residents. Businesses on corridors will receive services designed to help them prosper and serve as job-creating engines for their communities. Community development corporations (CDCs) and nonprofit organizations will also participate in supporting this focus on neighborhood commerce.

The ReStore Philadelphia Corridors initiative will revitalize neighborhood commercial corridors and re-establish their historic roles as central places to shop, to work, and to meet neighbors through the following strategies:

1. Focus planning and data analysis on strengthening corridors: NTI has inspired and assisted dozens of neighborhoods throughout the city to come together to create visions for their communities, test their feasibility, and plan their implementation. ReStore Philadelphia Corridors will make investments based upon such plans.
2. Align and leverage resources: the Community Development Block Grant resources will be supplemented by and coordinated with

\$65 million in bond proceeds, City Capital Program funding, state and other federal resources to support ReStore Philadelphia Corridors.

3. Make neighborhood commercial corridors more welcoming places: investments in business assistance, neighborhood corridor services, and support to community-based organizations will be designed to increase commerce and job creation by making the avenues easier and more pleasant for pedestrians to navigate with improved connections to transportation, a greater sense of security, and more appealing storefronts for customers.
4. Develop a system to attract and retain businesses on corridors: ReStore Philadelphia Corridors will help neighborhood groups and business associations understand, value and market their assets to support and grow existing businesses, and attract regional and national chains to their corridors, thus creating jobs that will be made available to low/moderate-income residents.

In addition, the *Year 32 Consolidated Plan* supports a variety of homeownership and rental projects that are consistent with NTI's housing investment strategies. OHCD is committed to support projects that further key principles of NTI and address:

- 1) specific housing needs exhibited by extremely low-to moderate-income renter and owner households;
- 2) needs for housing and service resources exhibited by homeless families and individuals including prevention, permanent and transitional housing and supportive services;
- 3) housing and service needs for persons with HIV/AIDS and other special-needs populations; and
- 4) community development needs.

The "Strategic Plan" conveys the City's proposal to meet these needs by identifying funding priorities, specific programming objectives and the estimated number of households to be assisted over a three-year time period. Also included is a description of the factors taken into consideration in determining relative priority needs and the connection between strategies and market conditions. In accordance with HUD regulations for the *Consolidated Plan*, the Strategic Plan is divided into four subsections, representing the basic categories of Priority Needs:

- **Affordable Housing;**
- **Homelessness;**
- **Non-Homeless Special Needs;**
- **Non-Housing Community Development.**

Priority Needs Summary Table

Priority Housing Needs (Households)		Percent of Median Family Income	Need Level High Medium Low	Estimated Units	Estimated Dollars Needed to Address
RENTER	Small	0-30%	H	29,775	\$9,953,000
		31-50%	H	12,911	\$4,669,000
		51-80%	H	16,145	\$5,838,000
	Large	0-30%	H	10,931	\$3,953,000
		31-50%	H	4,454	\$1,611,000
		51-80%	H	4,479	\$1,620,000
	Elderly	0-30%	H	27,860	\$8,905,000
		31-50%	H	10,797	\$3,904,000
		51-80%	M	8,753	\$1,899,000
	All Others	0-30%	M	24,344	\$4,715,000
		31-50%	M	11,330	\$2,458,000
		51-80%	L	19,307	\$1,899,000
OWNER		0-30%	H	64,949	\$47,849,000
		31-50%	H	54,125	\$39,875,000
		51-80%	M	81,527	\$27,028,000
Priority Special-Needs/Non-Homeless			Priority Need Level		Estimated Dollars Needed to Address
Elderly			H		\$15,110,000
Frail Elderly			H		\$1,679,000
Severe Mental Illness			M		\$562,000
Developmentally Disabled			H		\$523,000
Physically Disabled			H		\$16,091,000
Persons With HIV/AIDS			H		\$21,249,000
Persons with Alcohol/Other Drug Addiction					

Priority Community Development Needs	Priority Need Level High, Medium, Low	Estimated Dollars Needed to Address
<i>ECONOMIC DEVELOPMENT NEEDS</i>		
Rehabilitation; Publicly/Private Owned Commercial/Industrial		
Commercial/Industrial Land Acquisition/ Disposition		
Commercial/Industrial Infrastructure Development		
Commercial/Industrial Building Acquisition, Construction, Rehabilitation		
Other Commercial/Industrial Development		
Direct Financial Assistance to For-Profit	H	\$24,230,000
Technical Assistance		
Micro-Enterprise Assistance	H	\$4,370,000
<i>INFRASTRUCTURE NEEDS</i>		
Flood Drain Improvements		
Water/Sewer Improvements		
Street Improvements		
Sidewalks		
Tree Planting		
Removal of Architectural Barriers		
Privately Owned Utilities		
<i>PUBLIC FACILITIES NEEDS</i>		
Public Facilities and Improvements		
Disabled Centers		
Neighborhood Facilities		
Parks, Recreational Facilities		
Parking Facilities		
Solid Waste Disposal Improvements		
Fire Stations/Equipment		
Health Facilities		
Asbestos Removal		
Clean-up of Contaminated Sites		
Interim Assistance		
Non-Residential Historic Preservation		
<i>PUBLIC SERVICES NEEDS</i>		
Public Services (General)	H	\$20,208,000
Disabled Services		

Priority Community Development Needs	Priority Need Level High, Medium, Low	Estimated Dollars Needed to Address
Legal Services		
Transportation Services		
Substance Abuse Services		
Employment Training	M	\$2,700,000
Health Services		
Mental Health Services		
<i>SENIOR PROGRAMS</i>		
Senior Centers		
Senior Services		
<i>YOUTH PROGRAMS</i>		
Youth Centers		
Child-Care Centers		
Abused and Neglected Children Facilities		
Youth Services		
Child-Care Services		
Abused and Neglected Children		
<i>PLANNING AND ADMINISTRATION NEEDS</i>		
Planning	H	\$4,620,000
HOME Administration/Planning Costs	H	\$4,674,000
General Program Administration	H	\$24,678,000
Indirect Costs	H	\$60,012,000
Public Information		
Fair Housing Activities		
Submissions or Applications for Federal Programs		
HOME CHDO Operating Expenses		
<i>OTHER</i>		
Urban Renewal Completion		
CDBG Non-Profit Organization Capacity Building	H	\$1,340,000
CDBG Assistance to Institutes of Higher Education		
Repayments of Section 108 Loan Principal	H	\$30,080,000
Unprogrammed Funds		
TOTAL ESTIMATED DOLLARS NEEDED TO ADDRESS		\$420,991,000

The Priority Needs Summary Table has been revised to reflect the amount of entitlement funding (i.e., Community Development Block Grant, HOME Investment Partnership Program, Housing Opportunities for Persons With HIV/AIDS, Emergency Shelter Grant, City bond funds, state DCED funds, City general and other funds and Housing Trust Funds) projected to be used to meet each need over a three-year period.

CONTINUUM OF CARE HOUSING GAPS ANALYSIS CHART

	Inventory	Remaining Gap
Emergency Shelter*		
Units for families	440	0
Units for individuals	1,469	0
Seasonal beds	160	n/a
Overflow beds	94	n/a
Transitional Housing		
Units for families	573	65
Units for individuals	1,887	76
Permanent Supportive Housing		
Units for families	926	1,365
Units for individuals	1,710	1,545
Units for chronically homeless (of units for individuals)	512	730

* Philadelphia has a policy of providing *emergency shelter* to all who are eligible and request it. So, while the need at any one time may exceed the “Inventory”, the “Unmet Need” is zero because the City is not seeking to develop additional year-round beds. The City currently has the capacity to quickly increase its inventory of emergency shelter by adding beds at existing sites and other locations.

Affordable Housing

■ Basis for Assigning Relative Priority Needs

High Priorities

The City is assigning a *high priority* to the following household types:

- **Extremely Low- and Low-Income Renter Households**, including Elderly households, Small Households and Large Households with cost burdens, severe cost burdens and substandard conditions.
- **Extremely Low- and Low-Income Owner Households**, including Elderly and Non-Elderly, with substandard housing and cost burdens.
- **Moderate-Income Renter Households and Owner Households** with cost burdens, and other housing problems, including Elderly, Small and Large Renters, and Elderly and Non-Elderly Owners.

Extremely Low- and Low-Income Renter Households and Extremely Low-Income Owner Households in Philadelphia have the most urgent housing needs. Between 70 and 75 percent of these families face either housing costs in excess of 30 percent of income or housing that is deteriorated. Because these are among the most impoverished households in the city, cost burdens and severe cost burdens are particularly intolerable. The City proposes to continue funding affordable housing activities that will target all household types in these income categories.

Support for homeownership for low-income and moderate-income families is a high priority for the City, due both to the positive neighborhood benefits generated by increased homeownership and the high cost of maintaining aging housing units. Assistance for Elderly and Non-Elderly current and first-time homeowners will continue as a funding priority. Homeownership rehabilitation and sales housing production in moderate-income neighborhoods will also receive support as an effort to promote stable communities and encourage middle-income homeowners to remain within the city.

The housing needs of Moderate-Income Renter Households are assigned a high priority by the City, although the relatively greater needs of extremely low- and low-income families suggest that the bulk of funding go to the lower income groups. The City will continue to fund activities for moderate-income renters as funding permits, particularly programs targeting Elderly and Large Households.

Medium Priorities

The City is assigning a *medium priority* to the following household types:

- **Extremely Low-, Low- and Moderate-Income Owner Households** with overcrowding only;
- **Extremely Low-, Low- and Moderate Income Large Renter Households** with overcrowding only.

Some owner households do face high rates of overcrowding, and that overcrowding may be a particular problem in the Latino community. Large Renter Households were found to have the highest overall incidence of overcrowding. Because these families (both Owners and Large Renters) are also likely to have other problems identified as “high priorities” (such as cost burdens or substandard conditions), most households experiencing overcrowding will fall into other categories of need that will receive funding. As Low- and Moderate-Income Owner Households and Large Renter Households facing overcrowding alone become evident and as funding permits, the City may allocate resources for their assistance.

Low Priorities

The City is assigning a *low priority* to the following household types:

- **Extremely Low-, Low- and Moderate-Income Elderly Renter Households** with overcrowding;
- **Extremely Low-, Low- and Moderate-Income Small Renter Households** with overcrowding.

Overcrowding presents a housing emergency almost exclusively for Large Renter families in Philadelphia. Affordability and substandard conditions are the most immediate problems for Lower-Income Elderly and Small Renter Households. Elderly Renter Households, by census definition, are limited to one or two persons and are less likely to be found in overcrowded settings. Elderly heads of households with five or more family members would receive a priority for assistance as a Large Renter Household.

■ Strategy and Objectives for Meeting Priority Housing Needs

The City’s affordable housing strategy responds to the unique features of the Philadelphia housing market. Both rents and home prices in Philadelphia remain lower than in many cities of comparable size across the country. However, affordability remains a problem for households at the lower end of the income distribution. Also, the age and deteriorated condition of the housing stock forces many low- and moderate-income families to live in substandard con-

ditions. Elderly homeowners on fixed incomes have a difficult time keeping up with repairs and thus, vacancy and housing abandonment are at crisis levels in many low-income neighborhoods.

The City's affordable housing strategy addresses these factors, emphasizing housing production to rebuild the deteriorated housing stock; housing preservation, to arrest the process of abandonment and vacancy; homeownership, to enable low- and moderate-income renter households to experience the benefits of homeownership and to encourage private investment in Philadelphia neighborhoods; and resource leveraging to ensure that scarce housing dollars support as much activity as possible, in response to the overwhelming levels of need in the city. Each aspect is described below.

■ Housing Production

Rental and Homeownership Production

Rental and homeownership production are key components of Philadelphia's affordable housing strategy. In addition to increasing the net supply of housing units available to lower-income families, new construction is necessary to redevelop the hundreds of vacant lots that blight many Philadelphia neighborhoods. Vacant lots result from the process of housing decay, abandonment and ultimately demolition. Without attention, these areas can quickly become trash-strewn dumping grounds. At the same time, vacant lots present an opportunity for the development of more spacious dwelling units with private yards or off-street parking. Given the persistent downward trend in population, new construction can provide a means of redeveloping large portions of the low-income housing stock in a manner that incorporates advances in urban design and that provides enhanced accessibility for persons with disabilities.

New construction at a large scale can also rebuild a housing market, leading to the reduction in subsidy required to produce additional housing units.

Rental and Homeownership Rehabilitation
Housing rehabilitation is an particularly important strategy for Philadelphia, given the large numbers of long-term vacant properties (some of which are suitable for rehabilitation) found in low-income communities. Through rehabilitation, rental units that are vacant and uninhabitable can be reoccupied and units occupied by extremely-low and low-income homeowners can receive critically necessary repairs and basic maintenance. Both the declining incomes of Philadelphia's homeowners and the deteriorated condition of the housing stock call for an aggressive policy of housing

rehabilitation. Housing rehabilitation should reinforce existing strong blocks or communities, consistent with NTI principles.

Public Housing Production

The Philadelphia Housing Authority (PHA) serves the lowest-income persons who are often the neediest. For this reason, supporting the production and management of public housing is an important strategy for meeting the needs of extremely low-income renter households. PHA's large scale redevelopment activities, notably redevelopment funded through the HOPE VI Program, can transform blighted neighborhoods while producing mixed-income rental and homeownership units that serve persons of very low to moderate income. The NTI program supports acquisition at large scale in areas such as Mill Creek where HOPE VI activities are taking place. In the past, CDBG or HOME funding supported the redevelopment or replacement of obsolete PHA units at Southwark Plaza (now called Courtyard Apartments at Riverview), Martin Luther King Plaza and Schuylkill Falls.

Housing Production Program Objectives

In advancing this housing production strategy, the City reaffirms its commitment to preserve and revitalize neighborhoods by continuing the targeted development of rental and homeownership units in North Philadelphia and in low-income sections of West Philadelphia, South Philadelphia, Northwest Philadelphia, Frankford and Kensington. Specific programmatic objectives are:

- **New construction for sales housing;**
- **New construction for rental housing;**
- **Vacant unit rehabilitation for sales housing;**
- **Vacant unit rehabilitation for rental housing;**
- **Large-scale homeownership development in targeted neighborhoods.**

■ Promoting Homeownership and Housing Preservation

To more effectively support economic development and reinvestment in Philadelphia, the City will continue to emphasize homeownership and preservation of the existing occupied housing stock. Homeownership and housing preservation are top priorities in the neighborhood strategic plans developed in coordination with OHCD. The City proposes to sustain housing counseling programs for first-time homebuyers and maintain support for major systems repair programs for current

homeowners. These activities encourage first-time homebuyers and also support current homeowners through preservation programs.

Homeownership and Housing Preservation Program Objectives

By strengthening housing preservation and homeownership programs, the City will help to prevent further housing abandonment, maintain neighborhood quality of life and assist low- and moderate-income residents in attaining the goal of homeownership. These goals will be accomplished by supporting the following objectives:

- **Housing counseling;**
- **Emergency repairs, housing preservation and weatherization; and**
- **Home equity financing and rehabilitation assistance.**

■ Leveraging Private Sector Resources

The City's *Consolidated Plan* can be an effective component of the City's overall economic development strategy if available resources are organized to leverage substantial commitments of private sector funding and long-term investment in Philadelphia. Such activities can include attracting commitments of private debt and equity financing, making full use of the City-State Bridge Loan Program and sustaining private-sector support for Community Development Corporation (CDC) operations through targeted funding commitments made in coordination with private funding sources.

In continuing to develop rental and homeownership units, the City proposes to pursue strategies that will attract private capital into Philadelphia neighborhoods. These strategies maximize the impact of federal housing dollars by increasing the net amount of resources flowing into communities. Over the past several years, OHCD has supported the development of rental housing by providing financing to projects which leverage significant amounts of private funding. OHCD financing to rental projects has generated equity investment through the utilization of the Low-Income Housing Tax Credits (LIHTC) by corporations and equity funds such as the National Equity Fund (NEF). Additional private funds have been leveraged through use of the Pennsylvania Housing Finance Agency (PHFA) PennHOMES Program which provides permanent financing for the development of rental projects.

Objectives for Leveraging Private Sector Resources

In order to maximize private-sector investment in low-income subsidized housing, OHCD proposes the continuation of policies that generate or sustain the following private sector funding commitments:

- **Equity investment in Low-Income Tax Credit Ventures;**
- **Private sector support for CDC operations and working capital;**
- **Mortgages for first-time homebuyers;**
- **Bank financing for rental rehabilitation; and**
- **Anti-predatory lending products.**

Proposed Accomplishments of Affordable Housing Strategy

Rental Housing '05 - '07

Table 3.1: Households Assisted With Rental Housing*

Estimated Households Assisted FY '05 - '07	FY 2005	FY 2006	FY 2007
Extremely Low-Income	783	1020	1020
Low-Income	403	444	444
Moderate-Income	16	16	16
Totals	1,202	1,480	1,480

* Includes neighborhood rental and new construction, MEND II, rental assistance, special-needs development.

Homeownership '05 - '07

Table 3.2: Households Assisted With Homeownership Units*

Estimated Households Assisted FY '05 - '07	FY 2005	FY 2006	FY 2007
Extremely Low-Income	6,685	6,680	6,160
Low-Income	5,058	5,027	4,322
Moderate-Income	357	453	408
Totals	12,100	12,160	10,890

* Includes CDC, Homeownership Rehabilitation Program, Neighborhood-Based Homeownership, Homestart, New Construction, Basic Systems Repair, Heater Hotline, Weatherization, PHIL Loan, Utility Emergency Services Fund, Targeted Basic Systems Repair, SHARP and Settlement Grants.

Homelessness

■ Basis for Assigning Relative Priority Needs

Within the context of the *Consolidated Plan*, the basis of assigning relative priority is the proposed use of federal CDBG, HOME or competitive McKinney resources to fund the identified activity/area of need.

Philadelphia's Continuum of Care (CoC) is nationally recognized for its coordinated, community-wide success in reducing the number of homeless individuals living on the street from 824 in the summer of 1997 to a recent low of 147. In the past year, HUD released "Strategies for Reducing Chronic Street Homelessness," in which Philadelphia was one of only two cities that had all the elements of a successful strategy and approach. In March 2004, the National Law Center on Homelessness & Poverty (NLCHP) awarded Philadelphia its Solutions through Alternative Remedies (STAR) Award for effective, innovative, replicable strategies that address homelessness. Philadelphia's efforts were highlighted in the *San Francisco Chronicle's* Sunday front page (6/13/04) as "the city that knows how" to end chronic homelessness. In addition, 49 formerly chronically homeless individuals, living on the streets an average of three years and in shelter for eight, are no longer homeless thanks to Philadelphia's "housing first" programs.

■ Homeless Subpopulation Needs

As a result of the analysis of homeless housing needs in Philadelphia, two groups have emerged as requiring both housing and services to address housing needs: homeless victims of domestic violence and homeless youth.

■ Homeless Victims of Domestic Violence

Domestic violence is prevalent among homeless families in Philadelphia and is considered one of the major risk factors for homelessness. Nationwide statistics show that domestic violence occurs at alarming rates. Without intervention, domestic violence increases in frequency and severity and has a long-term effect on the lives of victims and their children. An estimated 40 percent of Philadelphia's homeless children have witnessed domestic violence.

Victims of violence have varying needs. Some may need the support of a shelter setting while others would benefit greatly from transitional or permanent hous-

ing. In FY 2007, AS/OESS will have 61 emergency shelter beds and 12 transitional housing units specifically reserved for victims of domestic violence and their children. In addition, AS/OESS in collaboration with various nonprofit organizations launched in 2005 a citywide 1-800 number that can be accessed seven days a week, 24 hours a day for domestic violence victims. Lutheran Settlement House, Congreso de Latinos Unidos, Women in Transition and Women Against Abuse jointly operate this invaluable service. The hotline provides both crisis counseling related to domestic violence and resource and referral information. The hotline is staffed with counselors who speak both English and Spanish. A translation service is available for callers who speak other languages. Since the hotline became operational three months ago, more than 1,700 individuals have received services.

Adult Services, in collaboration with the Police Department, the District Attorney's office, the courts, and nonprofit organizations, was awarded \$950,000 in funding from the Department of Justice (DOJ) in 2005 to encourage arrest policies and the enforcement of protection orders. This funding represents the first DOJ domestic violence grant to be awarded to the City. Most notably, the funding will be used to hire a "domestic violence grant to be awarded to the City. In addition, the funding will be utilized to move toward the achievement of eight specific and tangible goals. They are to:

1. establish a Coordinating Council to oversee technology improvements and communication among partners and develop policies and procedures needed for the overall implementation of the grant;
2. enhance technology to ensure communication between police, prosecutors, parole and probation officers, and both criminal and family courts;
3. improve Philadelphia Police Department policies to ensure all investigations and arrests involving domestic violence are handled in a consistent manner;
4. expand training for law enforcement officers and personnel, court personnel, and non-government domestic violence advocates;
5. educate judges in criminal, juvenile and other courts about domestic violence;
6. increase survivor safety and abuser accountability;
7. strengthen legal advocacy service programs for survivors of domestic violence; and
8. increase survivor access to information.

Data compiled by Women Against Abuse (WAA) indicates that annually more than 18,000 victims of domestic violence receive services through the combined efforts of WAA, Lutheran Settlement House, Women In Transition and Congreso de Latinos Unidos. With support from the City, these four agencies provide an array of services including, emergency shelter, transitional housing, legal services and counseling to victims of domestic violence and their children. In addition, the agencies collaboratively operate the Philadelphia Domestic Violence Hotline (PDVH) which provides 24-hour crisis counseling, referrals and resources to victims and their advocates.

WAA operates the City's only shelter specifically focused on the needs of victims of domestic violence. WAA also operates Sojourner House, a transitional housing program for victims of domestic violence.

■ Homeless Youth

While it is estimated that more than 1,000 children sleep in emergency shelters in Philadelphia, this number does not reflect the number of unaccompanied youth in shelter. Data provided by Covenant House of Pennsylvania indicates that its crisis center provided emergency shelter and services to 447 unaccompanied youth during the 2003-2004 fiscal year. Unaccompanied youth aged 16-21, including youth aging out of foster care, have emerged as a distinct homeless subpopulation. Their needs differ from homeless children in families because they must navigate the challenges of homelessness by themselves. Covenant House provides a variety of services for this group; however, there remains an unmet need of emergency/crisis beds for youth under the age of 18 and for transitional housing for youth under the age of 21. To address this need, the City has included youth ages 16-21 who are emancipated or heads of household as a priority population in the Year 31 Special Needs Housing Development Request for Proposals for transitional housing funding opportunities.

■ Strategy for Meeting Priority Homeless Needs

Philadelphia's Continuum of Care (CoC) Strategy is developed through a citywide process involving government officials, homeless housing/services providers, formerly homeless persons, homeless advocates, religious leaders, the business community, neighborhood groups, academia and local foundations. The City invests more than \$60 million annually in the CoC Strategy which involves a number of City departments including Adult Services (AS), the Office of Emergency

Shelter and Services (OESS), Department of Human Services (DHS), OHCD and the Department of Behavioral Health and Mental Retardation (DBH/MR).

Philadelphia's CoC has continued to develop new permanent and transitional housing for homeless individuals and families, adding a total of 129 new McKinney-supported units to the CoC inventory last year. The Philadelphia Housing Authority (PHA) has contributed to the CoC's ability to expand its affordable housing resources. In addition to the 200 units committed under the Good Neighbors Make Good Neighborhoods Program, nonprofit organizations operating housing for homeless individuals and families have successfully obtained 191 project-based vouchers to support operating costs at their transitional and permanent housing sites.

The Mayor's Task Force on Homeless Services was established by Mayor John F. Street in 1998 to allow the broader community to monitor the effects of the Sidewalk Behavior Ordinance, plan for additional supports for homeless individuals on the street and educate the public about homelessness. The Sidewalk Ordinance stipulated that local police may not issue a citation to a homeless person until an outreach team has been called and given an opportunity to offer services to the individual. In June 2004, the Mayor directed the Task Force on Homeless Services to complete a Ten-Year Plan to End Homelessness in Philadelphia. The plan was developed through the collaborative efforts of more than 100 organizations - corporate, philanthropic, nonprofit, government and religious. On Oct. 12, 2005, Mayor Street endorsed the Ten-Year Plan to End Homelessness and committed \$10 million to implement it.

The Ten-Year Plan contains the following eight goals:

1. Open the "back door" out of homelessness—ensure that all Philadelphians have a decent, safe, accessible and affordable home.
2. Close the "front door" to homelessness—implement successful prevention strategies.
3. Ensure that no one in Philadelphia needs to live on the street.
4. Fully integrate all health and social services to aid in preventing and addressing homelessness.
5. Generate the political will, civic support, and public and private resources to end homelessness.
6. Build human capital through excellent employment preparation and training programs, and jobs at a livable wage.

7. Make shelters a dignified place for emergency assistance, not a destination.
8. Support families and individuals to promote long-term independence and prevent their return to homelessness.

The work of strategic planning for Philadelphia's Continuum of Care continues to be influenced by the document "Our Way Home: A Blueprint to End Homelessness in Philadelphia" ("The Blueprint"), legislative results of the Sidewalk Behavior Ordinance, and the priority of ending chronic homelessness. The City seeks to facilitate a coordinated, integrated approach to addressing homelessness in its urban areas. Philadelphia's overall strategy for ending chronic homelessness is threefold: increase the availability and accessibility of permanent housing options; increase appropriate service utilization by those who are chronically homeless; and research and implement, to the extent feasible, new options to address the needs of hard-to-reach populations.

Whenever possible, City initiatives utilize public and private sector advisory committees to coordinate policy, planning and service provision. The results of these initiatives also influence the strategic planning for determining Philadelphia's homeless priority and housing needs. The City proposes to continue the provision of funding to support the development of transitional and permanent housing for homeless and special-needs populations through competitive RFPs.

Many project sponsors have difficulty addressing real estate development issues such as predevelopment planning, project financing and development management. Attempts to address these limitations are diverse and include the solicitation of experienced housing developers and service providers and the support of joint venture partnerships. OHCD will continue to play an active role organizing and implementing transitional and permanent housing ventures and/or programs.

To encourage the promotion or development of housing for homeless families or individuals with special needs, development funding awards to CDCs and other developers are contingent on development and set-aside of transitional and permanent special-needs housing. All rental projects must set aside at least 20 percent of the units developed for the special-needs population which includes the homeless, elderly, physically disabled, mentally ill, those with mental retardation and developmental disabilities, substance abusers and persons with HIV/AIDS.

Objectives for Meeting Homeless Needs Philadelphia's strategy for ending chronic homelessness for 600 sheltered and 150 unsheltered homeless individuals (750 total) is threefold:

- 1) increase the availability and accessibility of permanent housing options;
- 2) increase appropriate services access and utilization by those who are chronically homeless; and
- 3) research and implement, to the extent feasible, new options to address the needs of hard-to-reach populations.

The City has continued to make progress towards its goal of being the first city in America to end chronic homelessness. Specifically, the CoC:

- Continued to implement the New Keys Program, which targets 60 chronically street-homeless individuals; and the Home First Program, funded under HUD, Health and Human Services (HHS) and the Veterans Administration (VA) through the Interagency Council on Homelessness Collaborative Initiative to Help End Chronic Homelessness, which targets 80 chronic homeless with long shelter histories. Philadelphia's "housing first" strategy now consists of two programs with a total of 140 slots.
- Initiated the process of obtaining Medicaid funding for New Keys and Home First services.
- Opened Our Brother's Place, a low-demand shelter consisting of 150 beds and day programming for single men.
- Appointed a full-time Director of Chronic Homeless Initiatives for the City of Philadelphia, whose role is to coordinate with the Outreach Coordination Center, Safe Haven and mental health housing providers, and the various systems that serve chronically homeless individuals, including the City's Office of Behavioral Health, the VA, the prison system and others.
- Initiated monthly data analysis to count the number of chronically homeless individuals, using outreach, behavior health, and city shelter data. The last count was 489 unduplicated individuals in the city and Behavioral Health System (BHS)-funded shelters and 145 unsheltered homeless for a total of 634 chronic homeless individuals.
- Through the 2004 McKinney planning process, requested and was awarded funding for 52 new

beds or units specifically for chronically homeless individuals.

- On Oct. 12, 2005, Mayor John F. Street endorsed the Ten-Year Plan to End Homelessness and committed \$10 million to its implementation.

Additionally the City will continue to strengthen its CoC by helping homeless persons achieve self-sufficiency through the provision of supportive services, if appropriate, and housing opportunities as identified in the following objectives:

- homelessness prevention;
- outreach, intake and assessment;
- emergency shelter;
- transitional and permanent housing development;
- rental assistance;
- supportive services such as substance-abuse treatment, mental-health services, HIV/AIDS services, case management, life-skills training, employment training and placement, transportation, child care and education.

Table 3.3: Proposed Accomplishments: Homelessness

Estimated Households Assisted FY '05 - '07 ¹	FY 2005	FY 2006	FY 2007
Outreach/Assessment ²	4,971	5,423	5,881
Emergency Shelter ³	2,899	3,044	3,196
Transitional Housing ⁴	597	500	500
Permanent Housing	329	584	629
Totals	8,796	9,557	10,206

1 All of the numbers contained in this chart represent the projected number of new households assisted with the exception of FY 2005 which represents the actual number of households assisted.

2 Outreach/assessment includes outreach, Connections and the FassT Program which provides outreach/assessment to families with behavioral health needs in shelter. The actual number for FY 2005 for outreach only was 4,282.

3 The projections were calculated by adding a 5-percent increase annually over the actual 2004 number 2,899

4 Beginning in FY'05, this number includes 327 fixed sites and 226 units in three scattered-site programs under OESS/OHCD. This does not include SHP TH grants where HUD contracts directly with the provider for the units. In FY'06 and FY'07, new units anticipated via SHP to serve special populations are included.

Note: The above numbers represent the new households proposed to be assisted.

Non-Homeless Special Needs

The housing needs of non-homeless persons with special needs are great and most populations with special needs require supportive housing. Services provided to residents of supportive housing include case management, medical or psychological counseling and supervision, child care, transportation and job training.

Table 3.4 Summary of Estimated Housing Needs*

Non-Homeless Special-Needs	Est. Pop.	Est. Housing Needs
Persons with AIDS (EMA)	9,500	4,000
Persons with HIV (EMA)	20,000	8,000
Frail Elderly	30,000	7,500
Persons With Disabilities	354,409	66,000
Mental Health/ Mental Retardation	121,500	12,000
Substance Abuse	N/A	3,000

* Estimates of non-homeless special-needs population and housing needs are derived from information gathered from various public and private agencies as identified in the "Needs Assessment."

■ Basis for Assigning Relative Priority Needs

The category of non-homeless persons with special needs includes the most diverse population with the widest array of needs. Many persons with special needs are also the most dependent on government for their income and fundamental support while others are self-sufficient and only need accessible and appropriate housing. The City designates the following needs as *priorities*: transitional and permanent housing development, rental assistance and supported housing for persons with disabilities including people with HIV/AIDS and housing adaptations for persons with physical disabilities. These priorities are developed using information gathered from those City offices which assist persons with mental illness, mental retardation, drug- or alcohol-abuse issues and HIV/AIDS and from information requested of private-sector agencies and advocates who assist persons with various special needs. As discussed in the section on homelessness, the priority of developing transitional and permanent housing and the City's shelter cen-

sus and housing needs should be considered with reference to the federal funding climate, capacity limitations of project sponsors and neighborhood planning issues.

Special-Needs Populations

Because of the diversity of the special-needs population, it is important to design programs appropriate for many different needs. Historically, many housing programs for persons with special needs have come through the health or social welfare systems specific to individual type of special need. Thus, congregate care for persons with severe developmental disabilities has grown out of the developmental disabilities system while persons in recovery from addiction have entered residential treatment programs which may also provide transitional housing. Persons with physical disabilities may need only accessible units in order to live independently. Since persons with HIV/AIDS desire to live in their own, independent housing units as long as possible while availing themselves of a wide range of in-home services, rental assistance has been a primary focus in HIV/AIDS housing.

The City supports housing programs which allow each person with a special need to live as independently as possible and which provide the appropriate level of supportive care for each person's unique condition. Necessarily, a range of programs must be supported which allow for a continuum of care. The increasing number of persons who are dually diagnosed with more than one condition means that different departments and providers must increasingly work together in order to provide the best housing and supportive care possible. Not only must new, additional special-needs housing units be created, new programs which can serve persons with more than one special need must also be created or supported. Following is a description of the major programs targeting each special-needs population.

Elderly Persons

Philadelphia's elderly population continues to grow despite declines in the overall population. There are an estimated 210,951 seniors living in Philadelphia with an average age of 75 years. The greatest proportion (55 percent) of seniors are in the 65-75 years old category. While the number of older persons 65+ is projected to decline until 2015, the number of older persons 85 years old and older is projected to increase by 10 percent over the same period. A large number of seniors in Philadelphia are low-income: 46 percent of the city's elderly homeowners and 60 percent of elderly renters live on low incomes.

A large proportion of seniors are living on their own (36.7 percent) or with one other person (41 percent). The majority (78 percent) of seniors in Philadelphia are homeowners. The types of housing-repair needs among senior homeowners are roof repair (14.5 percent) and plumbing repair (14.4 percent). Data from the Philadelphia Senior Center, Center in the Park and Intercommunity Action Inc. indicate that seniors are also requesting assistance with emergency fuel, heater replacement and weatherization and energy issues.

In addition to repair grants for elderly homeowners, these numbers suggest that there is also a need for affordable rental housing, preventative maintenance programs, programs to prevent vacancy and abandonment after a senior dies and technical assistance on senior issues for developers who are considering creating senior housing.

In addition, there are 65,260 Philadelphia seniors (age 60+) who are caregivers to a family member or friend who is also age 60 or older, as well as an estimated 18,159 grandparents who are living with and responsible for grandchildren under the age of 18.

The housing needs of low-income seniors are inextricably linked to the challenges that can accompany aging, including increasing physical limitations, medical conditions and a diminishing circle of friends and family. Consequently, housing support for seniors must incorporate services to address this variety of needs.

OHCD proposes to commit development subsidy funding support to elderly housing development projects that have commitments of HUD 202 financing. The OHCD subsidy is capped at \$15,000 per unit, based on a dollar-for-dollar match of other funds and the availability of OHCD resources.

Persons With Disabilities

There is an increased and growing demand for the development and availability of affordable and accessible/barrier-free housing for low-income persons with disabilities. There are an estimated 354,409 people with disabilities (1 in 5) who live in Philadelphia. An estimated 66,000 Philadelphians with disabilities are in need of permanent, affordable, accessible housing of their choice. Additionally, more than 70 percent of people with severe disabilities are unemployed and receive annual assistance of \$6,000 or less. The City supports the expansion of affordable and accessible housing through program development and modification activities in compliance with federal requirements. OHCD does not mandate that supportive services be linked to any disabled-housing activ-

ity. The City requires full federal accessibility compliance regarding the production of all City-supported rental and homeownership development projects. However, effective July 1, 2004, the City established the accessible housing development requirements at 10 percent for mobility and 4 percent for hearing and vision impairments for all rental and homeownership units developed with City financing. Unfortunately, the current low-income housing production industry does not produce affordable, accessible housing in sufficient supply to meet the demand of the population in need (families and individuals) due to limited local, state and federal funding resources. Additionally, OHCD proposes to commit development subsidy funding support to affordable, accessible housing development projects that have commitments of HUD 811 financing. The OHCD subsidy is capped at \$15,000 per unit, based on a dollar-for-dollar match of other funds and the availability of OHCD resources.

OHCD understands and supports the desire of the disabilities community to have complete choice in their selection of housing. The only limitation to this support is that the OHCD housing development program is based upon the principles of neighborhood revitalization/community development.

OHCD requires that developers and property managers of all City-funded housing leave accessible units open for a minimum of 30 days at initial rent-up or sale or following vacancy by the previous tenant, unless the unit is leased by or sold to a household with a person needing the accessibility features of the unit, in order to market the unit during this time exclusively to the disabled community. OHCD has developed a new resource to facilitate marketing accessible units directly to households that need the available accessibility features. Effective Dec. 1, 2003, developers and managers of OHCD-funded projects were required to post both newly developed accessible units and vacancies in existing accessible units on the Home Finder feature of the Technical Assistance Program (TAP) website. In order to ensure the success of the Home Finder, OHCD notified the disabled community about the website and has provided several trainings to both the disabled community and developers/property managers on how to use this feature.

One of the goals of OHCD includes assisting persons with disabilities who desire homeownership as well as integrating persons with disabilities into the community. OHCD encourages persons interested in homeownership to utilize the housing counseling agencies as a resource for information and advice.

Supported by the City, the Adaptive Modification Program affords low-income, disabled Philadelphians accessibility to their homes by rendering adaptive modifications. However, due to continuing increased demand, and the age of the Philadelphia housing stock (which often necessitates additional home repairs so that adaptive modifications can be made), requests for adaptive modifications continue to exceed local program resources. To increase the program's ability to respond to requests in an expedient manner, the City continues to apply for and has been granted Pennsylvania Access Grant Program funding through the Department of Community and Economic Development (DCED).

Persons with Mental Illness

Three years ago, the Philadelphia Office of Behavioral Health (OBH) launched a two-stage strategic planning process. The first stage, completed in 2003, resulted in the restructuring of OBH so that it would be better positioned to respond to the contemporary needs of consumers. That reorganization led to an Executive Order by Mayor John F. Street creating the Office of Behavioral Health. The Mayor's order brought the Office of Mental Health (OMH), the Coordinating Office for Drug and Alcohol Abuse Programs (CODAAP), and Community Behavioral Health (CBH), a private agency that supports behavioral health services for the citizens of Philadelphia, under one roof.

Led by a director and interagency executive committee and six steering committees, the office focuses on providing comprehensive services and ensuring high-quality care. This integration effort has made it easier for the behavioral health system to assist populations with special needs and those with multiple occurring issues. OBH now serves more than 100,000 service users and family members each year through 300 community-based providers.

The restructuring of OBH laid the foundation for the second stage of strategic planning where the goal was to enhance services. OBH reached out to the behavioral health community, believing that broad participation in strategic planning would produce the best ideas for better services. The effort proved successful with a large number of stakeholders participating in the planning process. In addition to involving the community, OBH devised a planning process designed to produce achievable outcomes.

Now, OBH in tandem with stakeholders, must create a prioritized agenda to implement recommendations and develop strategies to make them a reality. At present, OBH is preparing a detailed and specific

roadmap for the future and the beginning of an ongoing commitment to strategic planning.

Persons in Recovery

Individuals recovering from substance abuse need additional permanent housing resources, particularly to support the recovery process upon completion of transitional housing or half-way house programs. In addition to the increased availability of housing for this population through the Special-Needs Development Program, the McKinney Shelter Plus Care Program has enabled new units of housing to be developed and designated for persons in recovery.

The City has implemented a Housing First Strategy to address the housing needs of chronically homeless individuals/families with co-occurring substance abuse and mental health issues. Historically, this population represents the most difficult to serve of the homeless. The "housing ready" requirements of traditional supportive permanent housing programs typically preclude this group from eligibility. The principles of the "housing first" model include affordable, permanent housing in a location chosen by the participant that is linked to supportive services; support services that are flexible and individualized but not mandatory; and integration of service, accessibility and individual autonomy. In a collaboration among several organizations, the City has implemented two such programs, New Keys and Home First.

Persons With HIV/AIDS and Families of Persons With HIV/AIDS

The City supports housing activities for persons with HIV/AIDS across the continuum of care as needed. This continuum begins with persons who can live independently (with rental assistance, emergency payments, housing counseling and information and referral), to those who need more assisted living arrangements (including those with mental illness and those in recovery), to persons who need extensive supportive housing arrangements. As administrator of the HOPWA program, the City has funded HIV/AIDS housing developments and programs throughout the region, including the four Philadelphia suburban counties. Due to an increase in AIDS incidence reported by the City of Philadelphia to the Centers for Disease Control, the City secured an increase in formula funding under the HOPWA program in Year 27. The City proposed to use the additional funding in Year 27 to support a Shallow Rent Program (funded over two program years) and to support housing development financing to create new affordable units for people with HIV/AIDS. HUD did not approve the City's request for waivers to implement the Shal-

low Rent Program. In Year 32, OHCD proposes to continue funding HIV/AIDS housing development financing at a somewhat reduced level due to a reduction in HOPWA funding, and using funds remaining from prior year allocations.

Public Housing Residents

Philadelphia has approximately 30,685 public housing residents living in developments and scattered-site units owned by the Philadelphia Housing Authority (PHA). For many low-income Philadelphians, PHA housing represents the only affordable housing option. OHCD plans to continue its participation in the planning efforts for major developments.

■ Strategy and Objectives for Meeting Priority Non-Homeless Special Needs

There is an increasing need to combine affordable and accessible housing production with social services as needed to meet the specialized service needs of low-income Philadelphians. Housing production alone may no longer be adequate and may require the provision of coordinated service delivery to support residents.

The supportive service demands of persons with special needs are diverse. The levels and kinds of services vary widely. Some persons require only housing counseling and assistance to find housing. Other persons need homemaker services or other in-home services such as food delivery or medical supports. Other more fragile persons such as the mentally disabled or persons in the advanced stages of AIDS require supportive housing environments which offer on-site care. Intensive residential treatment programs which combine housing with mental-health or substance-abuse counseling are needed by some persons while others can benefit from these services while living more independently in rental assistance units. The City, through the Department of Public Health, Office of Emergency Shelter and Services (OESS), other departments and the private sector must provide a critical and wide range of housing and services for persons with all levels of special needs.

The primary activities which the City will pursue to assist non-homeless special-needs populations include: housing production, adaptive modification, rental assistance and as needed, support services and facilities.

Non-Homeless Special-Needs Housing Production

Through rehabilitation and new construction, new adaptable or accessible units are created. To the extent feasible, all new construction housing development projects must include "visitability" design features. In order to promote transitional and permanent housing development in Philadelphia communities, OHCD proposes to continue the practice of requiring that all rental assistance housing development projects selected for funding include "special needs" units equal to at least 20 percent of the total number of units developed. OHCD's 20-percent requirement will create new special-needs units in all OHCD-funded rental developments. PHA developments undergoing substantial rehabilitation will meet Section 504 requirements and provide additional units. Moderate rehabilitation programs allow disabled persons to remain in their own homes.

Non-Homeless Special-Needs Housing Production Objectives

The City has identified the need for more permanent housing as a critical goal in its housing and community development strategy. Pursuing increased funding and continuing to take advantage of opportunities to develop more housing for older adults, recovering substance abusers, physically and mentally disabled persons and people with HIV/AIDS continue to be areas of activity. Specific objectives that work toward this goal are:

- rehabilitation of rental units for large families and the elderly with low incomes;
- home and basic system repairs for income-eligible elderly and persons with disabilities;
- adaptive modifications to residences occupied by people with disabilities;
- development of rental and homeownership accessible housing that is integrated within the community for people with disabilities as well as the development of housing that meets "VisitAbility" guidelines;
- pre- and post-mortgage counseling to prepare persons with disabilities for homeownership;
- technical assistance to the low-income housing development and program service community to promote affordable and accessible housing production for low-income persons with disabilities and the elderly; and,
- housing counseling for low-income persons with disabilities and the elderly.

Non-Homeless Special-Needs Housing Assistance and Support Services

Through rental assistance and housing counseling, assistance is provided to meet the immediate housing needs for persons with special needs, including the dually diagnosed. Rental assistance and housing counseling have been primary components of the City's housing program for persons with HIV/AIDS and are funded through the Housing Opportunities for Persons With AIDS (HOPWA) program.

Non-Homeless Special-Needs Housing Assistance and Support Service Objectives
 Acquisition to serve persons with special needs is largely incidental to rehabilitation and new construction in order to provide sites for these primary activities. A small

number of properties may be acquired for direct transfer to individuals or to groups serving these populations. However, in many cases housing production alone may not be adequate and may require the provision of coordinated service delivery to support residents. The City supports assistance to persons with special needs through the following objectives:

- acquisition assistance;
- rental assistance, other housing assistance and supportive services to persons with HIV/AIDS; and
- housing counseling for persons with disabilities, including persons with HIV/AIDS.

Table 3.5: Proposed Accomplishments: Non-Homeless Special-Needs

Estimated Households Assisted in FY '05 - '07	FY 2005	FY 2006	FY 2007
HIV/AIDS	900	885	885
Elderly	80	90	90
Substance Abuse	0	0	0
Persons With Disabilities	155	155	155
Totals	1,135	1,130	1,130

Non-Housing Community Development

■ Basis for Assigning Relative Priorities

The Philadelphia City Council through legislation adopted in 1982 mandated that no less than 50 percent of CDBG funds, exclusive of administrative and program management costs, be allocated to housing programs which benefit very low, low- and moderate-income persons. In May 2001, City Council mandated that at least 5 percent of CDBG funds be spent on economic development activities carried out by community-based organizations. Philadelphia has emphasized housing activities as the highest priority in its CDBG program and this emphasis is expected to continue in the future. As an aging urban community, Philadelphia faces challenges in many areas which are eligible for CDBG assistance.

The priorities listed below reflect the emphasis on housing and economic development activities and the lower priority of most other types of activities. Non-housing CDBG-eligible activities for which the City intends to spend CDBG funds are categorized as *high priority needs*. Activities on which the City will spend non-CDBG funds (usually locally generated revenue, state funds or non-HUD federal funds), or on which the City intends to spend CDBG funds in the context of housing program activity or where only a minimal amount of CDBG funds will be spent, are categorized as *medium priority* items. *Low priority* items are those for which there is a clear need but which will not normally receive City funding.

High Priority Needs

Economic Development Needs

After housing activities, the highest priority for Philadelphia's CDBG program is in economic development activities which create or retain jobs for low- and moderate-income persons and which create or retain businesses that provide essential goods and services for low and moderate-income persons. Philadelphia's economy once supported a labor force of close to 1 million. The City now employs hundreds of thousands fewer persons. Even in periods of relative prosperity, the City's job growth is disappointing. Revitalizing Philadelphia's commercial and industrial sector is a necessary measure to promote job retention and job creation.

Using CDBG and other local, state and federal funding through the Commerce Department, the Philadel-

phia Industrial Development Corp. (PIDC) and the Philadelphia Commercial Development Corp. (PCDC), the City supports commercial-industrial rehabilitation, infrastructure and other improvements, supports business development and provides technical assistance. These categories, therefore, are considered *high priority needs*.

Fair Housing Counseling, Tenant/ Landlord Counseling

The City recognizes that many low- and moderate-income persons with housing needs can be assisted through a program of comprehensive housing counseling, including pre-purchase, post-purchase, mortgage default and delinquency, landlord/tenant and fair housing counseling. OHCD funds community-based and citywide agencies to carry out this program.

Existing rental assistance and housing counseling/homebuyer assistance programs are a means of promoting nondiscrimination in Philadelphia neighborhoods. Since these programs are not "place-based" and can be associated with consumers and dwelling units anywhere in the city, they appear to be effective mechanisms to support fair housing. Other fair housing actions taken by the City are described in the *Consolidated Annual Performance and Evaluation Report (CAPER)*.

Planning and Capacity Building

OHCD will continue to provide and coordinate a variety of resources and support services to be made available to established CDCs and newly emerging CDCs and nonprofit organizations as they increase their capacity and further their organizational development. By supporting neighborhood-based planning activity and capacity building for community organizations, OHCD is better able to channel entitlement resources to targeted neighborhood revitalization projects that address the true needs of the community.

Low and Medium Priority Needs

Public facilities are categorized as *low* or *medium priority needs*. Facilities such as health centers and parks and recreation centers normally receive direct City funding and are therefore considered *medium priorities*. Facilities which usually are privately funded or receive indirect City funding are considered *low priorities*. Infrastructure improvements, including water and sewer improvements, street improvements and the like, receive City funding and are therefore considered *medium priority* items. Sidewalk improvements (site improvements) are CDBG-funded only when they support an affordable housing development, and are therefore also categorized as a *medium priority* need. Public service needs are both privately and publicly funded. Accessibility, historic preservation, energy

efficiency and lead-based paint hazards are considered *medium priority needs* since they are CDBG-funded in the context of affordable housing development only. Code enforcement is considered a *medium priority* since it receives ongoing local government funding. Employment and training activities are primarily funded by the Philadelphia Workforce Development Corp. (PWDC) and are considered a medium priority. Only a minimal amount of CDBG funds support activities which are ineligible for PWDC funding.

■ Strategy and Objectives for Meeting Priority Non-Housing Community Development Needs

The City's non-housing community development plan complements its housing strategy by linking housing development with economic development by revitalizing neighborhood commercial corridors and by supporting other activities that serve to create jobs and revive commercial enterprise at the neighborhood level. In this way, communities can be targeted for comprehensive revitalization which involves coordinated investment in the commercial and industrial sectors where low- and moderate-income persons work and obtain retail goods and services; in people through the provision of employment and training opportunities (i.e., human capital investment); and in the housing stock. The goal of the City's community development plan is to foster the creation and maintenance of healthy neighborhoods which support viable commercial and retail establishments, provide employment opportunities for their residents, and access to economic opportunities throughout the city and region. The following strategies will help to restore community vitality and end the economic isolation of Philadelphia's low-income neighborhoods.

Advancing Employment and Training

By coordinating housing revitalization with economic development initiatives that help stabilize the city's employment base and create or retain jobs for low- and moderate-income people, the City's housing resources can help improve the economic prospects of Philadelphia residents. A community development strategy which requires substantial affirmative action and neighborhood resident employment and training could generate an economic development benefit for Philadelphia neighborhoods comparable to the impact of some of the largest downtown development projects of the past decade. The City can provide only very limited support to employment and training activities. Because of funding constraints, only activities ineligible for PWDC funding can be supported.

The Neighborhood Benefit Strategy is a citywide initiative that serves to fortify the link between housing development activities and local job expansion. In January 1995, Mayor's Executive Order 2-95 was issued, requiring that every developer receiving CDBG subsidy funding work with OHCD and neighborhood organizations to try to achieve a goal of returning 50 percent or more of the economic benefit of the CDBG-funded venture to the immediate and surrounding neighborhood. OHCD will assist developers in creating Neighborhood Benefit Strategies by providing information about workers, contractors, consultants and suppliers located in the same zip code as the development site so that first consideration can be given to drawing on these community resources. After opportunities in this zip code have been fully explored, opportunities in adjacent and nearby zip codes will be considered, with information and technical assistance provided through OHCD. As a last step, opportunities to employ, contract and purchase in other areas of Philadelphia will be considered before resources are drawn from outside Philadelphia.

Objectives for Advancing Employment and Training

The fundamental goals of the City's employment and training strategy are:

- to prepare unemployed residents for occupations in emerging sectors of the economy;
- to coordinate housing revitalization with economic development initiatives that help stabilize the city's employment base and create or retain jobs for low- and moderate-income people; and
- maximize the access of community residents to programs and services administered by PWDC.

■ Building the Capacity of Community Organizations

The City proposes to support activities that increase the capability of community-based organizations to participate in developing and implementing neighborhood strategic plans and in revitalizing neighborhood commercial corridors, supported by OHCD development funding and NTI funds combined with capacity-building services. Since Year 16 OHCD has worked with technical assistance providers and funders to establish a technical support program for CDCs and other non-profit organizations engaged in community development and revitalization. Supportive services and resources have included board training, assistance in establishing fiscal management systems, core and advanced development training, mar-

ket studies to support project planning and more recently, the development of neighborhood strategic plans and access to the Neighborhood Information System.

Neighborhood strategic planning is most effective when organized and implemented at the neighborhood level by community-based organizations of two kinds: Neighborhood Organizations, which get community members involved in proposing, reviewing and responding to development projects and long-term plans; and Community Development Corporations which plan and implement specific real estate development ventures.

Neighborhood Organizations: OHCD maintains a standing commitment to provide information to and coordinate planning activities with neighborhood organizations throughout Philadelphia, from block groups to area-wide coalitions. To advance neighborhood strategic planning, priority commitments of OHCD resources are made to neighborhood organizations which:

- are governed by boards of directors democratically elected by neighborhood residents, with most board positions held by neighborhood residents;
- hold regular open public board and general meetings; and
- involve the general community in decision-making on major issues.

Most neighborhood organizations function without office and staff, and operate entirely on a volunteer basis. In some areas of significant housing and community development activity, OHCD has funded neighborhood organizations to carry out neighborhood planning and community organizing services.

Community Development Corporations (CDCs): CDCs are organizations governed by community members and legally incorporated to carry out specified development responsibilities within a defined geographic area. Some CDCs are affiliated with non-profit and/or volunteer neighborhood organizations. In an effective neighborhood strategic plan, CDCs implement real estate development ventures which are proposed and/or reviewed by neighborhood organizations and are approved by the community at large. OHCD defines the term "community development corporation" broadly to include non-profit organizations which engage in either of the following activities:

- Direct development activities, including acquisition and planning (the completion of marketing studies and architectural/ engineering

work for specific development projects), financial packaging for development projects, general contracting, construction management, development administration, leasing and property management;

- Development planning and promotion activities, including area-wide planning and area-wide and project-specific marketing and promotion to attract development and investment.

Community-based organizations are critically important to the effectiveness of neighborhood strategic planning because these organizations have first-hand knowledge of community needs and existing conditions; are committed to ensuring that community development benefits (such as production of quality housing and creation of jobs for residents) are achieved; and are accountable for development decisions because they are located in the community and are governed by community members. For these reasons, building the capacity of community organizations for neighborhood strategic planning has been a high priority for the City.

Objectives for Community Organization Capacity Building

Through pursuing a strategy of Community Organization Capacity Building, the City seeks to revitalize Philadelphia communities by strengthening its partnership with existing CDCs and supporting the establishment of new and developing CDCs. Objectives associated with Community Organization Capacity Building are:

- CDC support services and planning; and
- neighborhood strategic planning; and
- revitalizing commercial corridors.

Community Economic Development
Community economic development strategies serve to create or retain jobs for low- and moderate-income persons or serve to create, retain or expand businesses that provide essential retail goods and services in neighborhood commercial corridors. Strategic activities include eliminating blight and revitalizing corridors, encouraging entrepreneurship and providing technical assistance and financing to small businesses. These efforts are designed to restore a thriving economic base to Philadelphia's neighborhoods, which is needed to provide additional employment opportunities for the city's residents as well as to bolster the commercial/industrial sector in low-income communities. Community economic development activities are carried out by the three primary public and quasi-public economic devel-

opment agencies in the city: the Philadelphia Industrial Development Corp. (PIDC); the Philadelphia Commercial Development Corp. (PCDC); and the City of Philadelphia's Commerce Department, which receive funding from the CDBG as well as other local, state, private and federal sources. Detailed descriptions of proposed Community Economic Development Activities for the upcoming fiscal year are provided in the "Action Plan" section of the *Consolidated Plan*.

Minority/women/disabled business development and expansion are also critically important to Philadelphia's community economic development. Housing and community development funding is a powerful resource which must influence significant progress in these areas. OHCD proposes to continue the following actions:

- working closely with developers and builders to establish affirmative action and community employment/training plans at the beginning of development project review and establishing specific commitments to employment and training as a key factor in developer selection;
- strengthening local resources available to assist minority/women/disabled business development and community employment and training, including working capital and performance bonding for contractors, quick voucher payment and on-site involvement of the PWDC to promote project-related employment/training opportunities to community residents; and
- obtaining private-sector support to address significant minority/women/disabled business development and community employment and training needs including availability of private financing and financial services for contractors, improved contractor access to insurance coverage and increased coordination with local building trades to expand training programs already initiated through the building trades.

Objectives for Community Economic Development

Effective community economic development strategies can lead to the restoration of healthy, stable communities. Reinvestment in sound commercial, retail and industrial ventures in Philadelphia's neighborhoods will help to reverse the crippling effects of decades of disinvestment. The following objectives will be undertaken through a coordinated effort among the city's economic development agencies:

- small business loan/grant initiatives;
- neighborhood economic development; and

- minority/women/disabled business development.

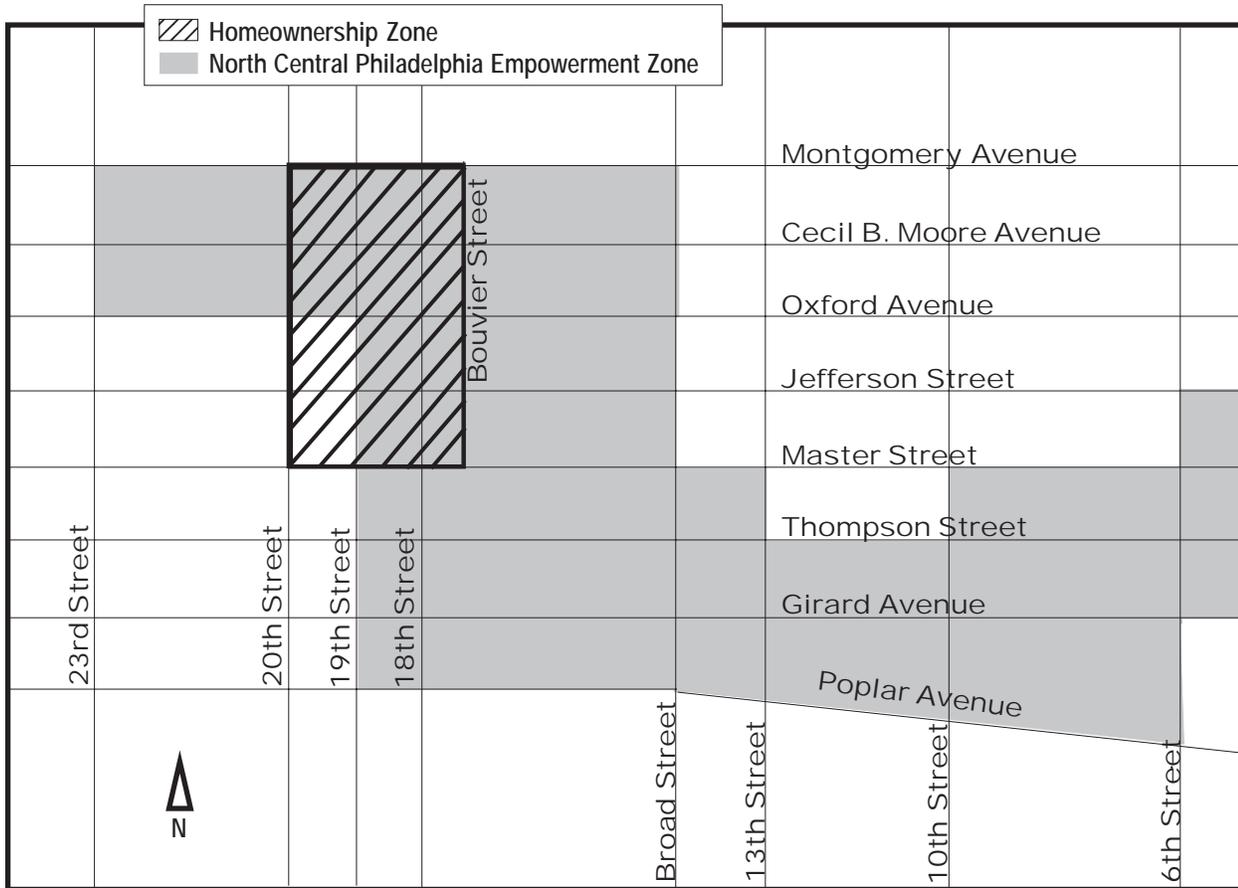
■ Neighborhood Revitalization Strategy

In conjunction with a funding award from the U.S. Department of Housing and Urban Development (HUD) Economic Development Initiative (EDI) to establish a Homeownership Zone in the Cecil B. Moore neighborhood, OHCD has designated a portion of the Cecil B. Moore community as a Neighborhood Revitalization Strategy (NRS) area, as defined in the Consolidated Plan regulations at 24 CFR Part 91.215 (e)(2). The area in question is bounded by North 20th Street on the west; North Bouvier Street on the east; Master Street on the south; and Montgomery Avenue on the north and includes parts of census tracts 139, 140, 147 and 148. The area lies primarily within a federally designated Empowerment Zone and, in accordance with HUD guidance, is presumed by HUD to meet the requirements for a NRS.

In addition to planned Empowerment Zone activities, which are described in detail in the *Philadelphia and Camden Empowerment Zone Strategic Plan* and in the Performance Review Reports (submitted biannually to HUD), the NRS area has been targeted for substantial residential development. Housing development activities have been funded with Homeownership Zone funding awarded by HUD (\$5.52 million in EDI grant and \$18 million in Section 108 Loan funding) as well as local CDBG and HOME funds. The plan for the Cecil B. Moore Homeownership Zone calls for the creation of 296 new units of homeownership housing. The NRS has allowed for a mix of incomes in the Homeownership Zone: up to 49 percent of all units developed have been made available to households with incomes of up to 120 percent of median income. The remaining 51 percent of housing units are reserved for low-and moderate-income households (with incomes at or below 80 percent of median). Planned expenditures of entitlement funding to support housing activities within the Cecil B. Moore Homeownership Zone/NRS area during the current fiscal year are described in the "Action Plan" under "Other Actions."

The map on the following page depicts the Cecil B. Moore Homeownership Zone/NRS area.

Cecil B. Moore Homeownership Zone (NRS Area) in relation to the North Central Philadelphia Empowerment Zone boundary



Summary

The City of Philadelphia's *Three-Year Strategic Plan* is comprised of strategies which intersect the areas of affordable housing, homelessness, non-homeless special needs and non-housing community development. Integrated approaches recognize the close relationship between each of these priority need areas and the reality that individual strategies can simultaneously address housing, supported housing and community development needs. The City's non-housing community development strategy stresses the link

between housing production and community economic development—directly through the expansion of neighborhood jobs in the construction trades and indirectly by eliminating the blighted conditions that repel new businesses and potential business patrons. Leveraging private sector resources is another strategy that has application to affordable *and* supported housing production as well as to community development efforts.

Geographic Allocation of Resources

Poverty in Philadelphia is concentrated in distinct sections of the city—North Philadelphia, east and west of Broad Street; West Philadelphia; and parts of South Philadelphia, Northwest Philadelphia and Kensington/Frankford. The 2000 Census documented that North Central Philadelphia (where 42 percent of the population was living below the poverty level) continues to have by far the greatest concentration of poverty. Twenty-nine percent of West Philadelphia, 25 percent of South Philadelphia and 22 percent of Northwest Philadelphia residents were also below the poverty line. Even here, however, conditions in specific neighborhoods have been much worse. Forty-four percent of the population in the distressed West Philadelphia neighborhood of Mantua and 34 percent of Point Breeze residents in South Philadelphia were living in poverty in 2000. The overwhelming need in these areas has dictated concentrated investment through CDBG and other programs. The general characteristics of these targeted areas of the city are described below, and additional detail on Year 32 activities by neighborhood is provided in the “Action Plan” section of the *Consolidated Plan*.

■ North Philadelphia

The collapse of the manufacturing base of North Philadelphia’s economy in the 1960s, ’70s and ’80s led to a withdrawal of 43 percent of the community’s population between 1970 and 2000. According to the 2000 Census, 42 percent of North Philadelphia’s population is living in poverty, approximately twice the citywide figure. By 1980 depopulation also left the area with thousands of long-term vacant houses. For the past 15 years, OHCD has targeted much of its CDBG allocation to the *North Philadelphia Plan* District. This area encompasses 14.3 square miles. It is bounded on the south by Spring Garden Street, on the north by Route One and Wingohocking Street, on the west by the Schuylkill River and on the east by Front Street, “B” Street and Whitaker Avenue. It includes census tracts 130-142, 144-149, 151-157, 162-169, 171-176 and 194-203. Due to limited resources, it is impossible to renovate or rebuild more than a small portion of the district’s housing stock in any given year. Therefore, it is important to identify for rehabilitation those blocks where the City’s efforts can leverage a larger process of neighborhood recovery. North Philadelphia’s large tracts of vacant land have been identified as a priority for large-scale new-construction efforts such as the Cecil B. Moore Homeownership Zone, Poplar

Nehemiah development, Pradera Homes and Ludlow Village.

The area of North Philadelphia East of Broad Street is one of the most diverse and distressed sections of the city. Located here are several Philadelphia Housing Authority (PHA) housing developments, including Richard Allen Homes and Cambridge HOPE VI development sites. The American Street Corridor and Kensington Avenue constitute the eastern boundaries of the *North Philadelphia Plan*. Despite the poverty, there is an active real estate market in Eastern North Philadelphia which is the center of Philadelphia’s growing Latino population. Of four North Philadelphia census tracts that showed population increases from 1990 to 2000, three were in that area.

■ Kensington/Frankford/Northeast

The area east of Front Street along the Delaware River has undergone enormous economic change in the last four decades as many factories closed and as a result, some families moved. New immigrants have joined the older residents in many communities. The area includes census tracts 143, 158-161, 177-193, 293-302, 315-318, 325-326 and 330-332. OHCD investment in these areas has included housing rehabilitation, strategic new construction and open space management programs. The Delaware River front is the site of newly constructed or planned market-rate housing units.

■ West Philadelphia

After North Philadelphia, West Philadelphia has received the next greatest share of CDBG resources for neighborhood planning, housing rehabilitation and economic development. The area includes census tracts 52-75, 77-88, 90-96, and 100-116. OHCD has funded neighborhood planning through community groups in Belmont, Carroll Park and Parkside. The renovation of row homes, rental units and PHA scattered-site houses in West Philadelphia had been a priority for OHCD in the 10 years through Year 19. These projects provided about 625 affordable housing units with Years 13-17 funding for a total public and private investment of more than \$24 million. Parkside, Mantua, Belmont, Mill Creek, Carroll Park, Dunlap, Southwest Philadelphia, Paschall and Eastwick previously received development support from OHCD. OHCD investment in West Philadelphia has emphasized rehabilitation of large apartment buildings, scattered-site single family rehabilitation and large-scale new construction. PHA’s Mill Creek HOPE VI venture will comprehensively revitalize the area around 46th Street, from Haverford to Lancaster Avenues.

■ South Philadelphia

South Philadelphia is one of the most economically and racially diverse areas of the city. Neighborhoods of desperate poverty coexist with those of considerable affluence, held together by a strong middle-income foundation of single-family row homes. The section of South Philadelphia targeted for OHCD assistance is comprised of census tracts 13-51. South Philadelphia neighborhoods that have received OHCD assistance include Queen Village, Pennsport, Whitman, Hawthorne, Point Breeze and Southwest Center City. Significant development initiatives in selected neighborhoods remain. The Port of Philadelphia is the newest Enterprise Zone under the auspices of the Commerce Department.

■ Northwest Philadelphia

Northwest Philadelphia, encompassing Germantown, East Falls, Logan, Ogontz, West Oak Lane, Mount Airy and Chestnut Hill, is among the city's most diverse sections. It includes census tracts 204, 205, 232-233, 236-239, 240-249, 252-253, 265-271 and 274-286. OHCD investment has focused on Lower Germantown, Logan, West Oak Lane and Fern Rock-Ogontz-Belfield.

■ HOPWA Resources

In distributing Housing Opportunities for Persons With AIDS (HOPWA) resources through the entire metropolitan area, OHCD has worked with the two regional Ryan White CARE Act planning councils, AIDS advocates and AIDS organizations to allocate resources roughly in proportion to the AIDS caseload within the region. This distribution mirrors the way in which HOPWA funding is allocated nationally. Within the five counties of southeastern Pennsylvania, it is the City's intention to provide funding roughly in proportion to the AIDS caseload. It is important to emphasize that, according to federal regulation, any housing assistance provided with HOPWA funds must be equally available to any eligible resident of the region, regardless of place of residence. OHCD enforces this provision contractually. More importantly, the needs assessment specialists at Intercultural Family Services, HOPWA-funded housing counselors and AIDS case managers throughout the region routinely refer clients for services outside their immediate localities when assistance is available.

Strategy for Removing Barriers to Affordable Housing

Two main local issues can be identified as barriers to affordable housing development: the public property acquisition/disposition process, and the high cash requirement for first-time homeownership.

Since 1993, the administration of public acquisition and disposition activities has been centralized at the Redevelopment Authority. While the process still remains cumbersome, clear lines of responsibility have been established and there is now one point of contact for the public and for developers wishing to obtain city-owned property. More importantly, eminent domain through the state's Act 94 and Urban Renewal processes has replaced the Sheriff Sale as the primary means of acquiring privately owned, tax-delinquent or blighted properties. Condemnation is a less risky, faster means of acquiring privately owned, tax-delinquent or blighted properties than the Sheriff Sale process.

As part of NTI, the property acquisition and disposition process will be streamlined and selected vacant land will be landbanked for future development.

Philadelphia's high transfer tax and down-payment requirements for obtaining a mortgage have hindered many low- and moderate-income families from becoming homeowners. In 1994, the effect of the transfer tax was partially mitigated by an exemption of properties conveyed to low- or moderate-income buyers by nonprofit housing development corporations. In addition, transfers to nonprofit housing development corporations which intended to re-convey to low- or moderate-income buyers were also exempted. The City has provided settlement assistance grants using NTI bond proceeds to help low- or moderate-income first-time homebuyers address the issue of cash required to purchase a home. Beginning in Year 30, the City received American Dream Downpayment Initiative (ADDI) funds which will help first-time homebuyers, especially those purchasing OHCD-assisted houses in areas of rapid price appreciation.

In addition, the City is concerned about the potential impact of a strengthened housing market on lower-income individuals who live in changing areas or who desire to purchase properties in these areas. Using NTI bond proceeds, in Year 31 the City established an Equitable Development Strategy to address these concerns. This program is more fully explained in the "Action Plan" and in the *FY 2006 NTI Program Statement and Budget*.

Lead-Based Paint Hazard Reduction Strategy

Lead-Based Paint Hazards in Philadelphia Housing

Lead is the leading cause of non-congenital mental retardation. Elevated blood lead levels in young children can lead to a range of problems from relatively subtle developmental disabilities to severe impairment or even death. Common effects include impaired cognition and functioning, slowed learning abilities and behavioral disorders. Often these manifestations are subtle during early childhood but become more pronounced as children progress through school. In the past four years Philadelphia has had at least one lead-related death. Lead poisoning is most likely to occur in old, poorly maintained dwellings with deteriorated paint. Philadelphia's housing stock is largely pre-war; an unusually high proportion of low-income residents own their houses but lack the means to prevent water damage and decay while those who must rent face an extreme shortage of safe, affordable rental housing.

Though it has declined markedly in the past few years, there is still an alarming incidence of childhood lead poisoning in Philadelphia. More than 700 young children currently have blood lead levels above the Environmental Intervention Blood Lead (EIBL) level—20 micrograms per deciliter (ug/dL), or two consecutive readings between 10 and 19 ug/dL—and approximately 3,000 are above the 10 ug/dL “level of concern.”

Response to Lead Poisoning

Until recently, public lead-hazard reduction activities have been primarily reactive: they are targeted to properties where a child has been identified with an EIBL level. The Health Department's Childhood Lead Poisoning Prevention Program (CLPPP) offers remedies based on the blood lead level found in children 6 months to 6 years old. Children are screened through a citywide network of hospitals, public health clinics, private doctors and schools. EIBL levels are confirmed by laboratory reports. In addition to providing direct medical intervention as appropriate, the City seeks to minimize further lead exposure in the lead-poisoned child's home environment.

For children with blood lead levels of 70 ug/dL or higher, CLPPP attempts an environmental investigation at the home (or other suspected lead source) within 24 hours after EIBL is confirmed. Based on recent experience, only a few such cases are expected in FY 2007. For children with blood lead levels between 45 and 69 ug/

dL, an environmental investigation is attempted within five working days after test results are received in the district health office. The investigation rate for this intermediate level of lead poisoning is approximately 90 percent. In less extreme, asymptomatic cases (where there may have been no physician follow-up), parents often have little sense of urgency. Despite follow-up contact attempts by Health Department staff, the expected investigation rate is only 70 percent.

Following its hazard investigation, the Health Department orders the property owner to take corrective steps. When necessary it is empowered to declare properties unfit for human habitation. The objective of enforcement is not abatement (the permanent elimination of lead hazards), which is often prohibitively expensive, but hazard reduction. Hazard reduction uses a combination of measures to make the property currently lead-safe. As such measures are not necessarily permanent, this approach requires ongoing monitoring and control. Even the desired level of hazard reduction, however, is likely to cost several thousand dollars. When properties are deteriorated from lack of maintenance, extensive repair may be a necessary precondition. Thus hazard reduction can be prohibitively expensive for a low-income owner-occupant or for the owner of a low-income rental property whose cash flow barely covers current costs.

The Health Department's own crews are able to do emergency hazard control in a few properties per month. Under its “order and bill” authority, the department can have an abatement contractor do hazard control work (for which it then attempts to reclaim the cost from the owner); until 2002 this authority was seldom used. For several years very limited financial assistance, primarily through HUD grants, was available for hazard reduction. Most of it was targeted to low-income owner-occupants.

As of February 2002, there were 1,405 properties with outstanding lead violations—636 rental units and 769 owner-occupied houses. About 2,100 children under age 6 were believed to be living in these properties, which are highly concentrated in the poorest neighborhoods of North Central and West Philadelphia. On average, violations are found in 36 new addresses each month.

Renewed Commitment

Recently the lead-poisoning danger to Philadelphia children has engendered an unprecedented level of public concern and political pressure. In the FY 2003 budget hearings, the Health Commissioner was questioned about the adequacy of CLPPP's lead hazard

control services. Program capacity had been far less than would be needed to correct new violations found each month and ultimately eliminate the backlog of outstanding violations. The administration agreed to reallocate funds to make possible a large increase in the number of abatement crews. It directed city departments to work together in addressing the various facets of the problem. In close consultation with the Health Department, the Managing Director's Office/Adult Services (AS), Office of Emergency Shelter and Services (OESS), Department of Licenses and Inspections (L&I), Department of Human Services (DHS), and City Solicitor's office—as well as OHCD, PHDC and PHA—framed a concerted strategy for bringing properties with lead violations into compliance. The Health Commissioner convened two interdepartmental teams, including representatives of all these agencies, which meet regularly to develop plans and monitor progress. With greater speed than normal procurement procedures allow, six experienced private lead abatement contractors were hired. Thanks to the cooperation of Municipal Court, a special Lead Court was established to deal with rental-property owners who ignore Health Department orders. For owner-occupied houses that need system repairs (such as structural repairs or a new roof) before abatement, the repair work is done either by PHA (which the Health Department reimburses) or through PHDC's Basic Systems Repair Program. Arrangements were made to relocate families temporarily in furnished, lead-safe apartments or in motels while hazard control work was done in their homes. Facing serious legal sanctions, many previously uncooperative landlords took steps to bring their properties into compliance. By December 2005 the backlog of more than 1,400 outstanding violations had already been reduced to less than 375, most of which had no children present; no new cases were added to the backlog.

In 2004, the Health Department obtained compliance with lead hazard abatement orders in 501 homes through a combination of increased enforcement and the availability of limited grant funding. More than 650 children resided in those homes and 733 had elevated blood lead levels. In FY'05 the department was awarded a Lead-Based Paint Hazard Reduction Demonstration Grant, a Lead-Based Paint Hazard Reduction Grant and a Healthy Homes Grant (to address child care centers).

In 2005, 495 houses were brought into compliance, with 625 children associated with these homes. The number of children with elevated blood lead levels was reduced to 477.

Since receiving approval to start work in February 2004, the department has completed remediation in 379 homes. More than 945 applications have been received for the grant. In addition, the department is a partner with the Commonwealth of Pennsylvania's Lead Hazard Control Project. Since that Project began in April 2004, the department has completed 82 properties.

Primary Prevention

The Residential Lead-Based Paint Reduction Act of 1992, known as "Title X," established a policy of primary prevention—eliminating lead hazards in the country's housing stock rather than responding when children have already been harmed. Consistent with federal policy, the City has attempted to develop strategies and incentives which reduce children's exposure to lead before they become lead-poisoned. An early step in this direction was a "disclosure" ordinance passed by City Council in 1995 in anticipation of the federal disclosure regulations later mandated by Title X. This ordinance gave consumers the right to obtain information about the lead safety of a residential property before buying or leasing it. The Health Department's "Lead Safe Babies" Program provides outreach and education to new mothers and pregnant women. CLPPP workers identify potential hazards in homes and attempt to correct them. Under a new Title X regulation which finally took effect in FY 2001, steps must be taken to reduce lead hazards in almost all housing that receives HUD federal assistance—regardless of the status of current residents. Significant attention must now be given to lead hazard control in virtually all the City's housing repair, rehabilitation, acquisition and rental assistance activities. The required level of intervention varies depending on the type of program and the amount of federal rehabilitation funding or rental assistance per unit.

In addition, under a local consent decree, lead hazard control work is required in all vacant properties to be sold by HUD as a result of FHA mortgage default. The Health Department is under contract with the local HUD office to inspect and clear this work. The City has cleared more than 3,300 houses in the last five years.

In all of its housing rehabilitation programs which create new housing units, the City requires that properties be made lead-safe. Wipe tests are required. Through the Neighborhood-Based Homeownership, Neighborhood-Based Rental, Large Scale New Construction, Homestart and Homeownership Rehabilitation Programs, approximately 500 new lead-safe or lead-free units are created annually.

Anti-Poverty Strategy

Philadelphia's housing problems will remain intractable as long as a high proportion of its population is economically dependent and lacks access to the skills and resources needed to succeed in today's economy. According to 2000 Census data, approximately 23 percent of Philadelphia's population have incomes at or below the poverty standard. The continued departure of jobs from the city as well as the higher educational requirements for occupations in the growing sectors of the economy have made it increasingly difficult for city residents from low-income communities to obtain stable, well-paying jobs. Measures which connect people to the labor force, support the creation of small businesses and encourage entrepreneurship among low-income residents are necessary to improve the economic prospects of city's residents and alleviate poverty. The following initiatives help low-income residents gain access to jobs, skills and capital, and form the core of the City's Anti-Poverty Strategy:

- The Neighborhood Benefit Strategy was inaugurated through Mayor's Executive Order 2-95 and requires developers receiving CDBG funding to set a goal of returning 50 percent or more of the economic benefit of the CDBG-funded venture to the immediate and surrounding neighborhood; and
- The Empowerment Zone Strategy being implemented in the designated neighborhoods will generate new job opportunities, support local enterprises and help revitalize local neighborhood economies.

In addition to these core initiatives, job-training activities are undertaken by a number of local agencies including OHCD, PHA, OESS, the Department of Human Services and PWDC. Representatives from these agencies and other service providers meet regularly to coordinate resources and promote economic self-sufficiency programs.

Several programs serving homeless persons include a self-sufficiency component. For example, Dignity Housing, Project Rainbow and People's Emergency Center provide life-skills training and other services designed to increase economic and social self-sufficiency.

PHA's Family Self-Sufficiency Program provides Housing Choice Voucher rental assistance to program par-

ticipants who also receive remedial education, counseling, job-training referral and placement.

Education is another primary strategy that can aid in the reduction of poverty. Volunteers from the Mayor's Commission on Literacy help Philadelphians improve their reading skills, and link education with neighborhood-based organizations.

Effects of Welfare Reform

Federal and state welfare reform will continue to have an effect on the city as more residents lose benefits by exceeding their lifetime limit or failing to meet work requirements imposed by the state. Homelessness and the demand on city social services are likely to increase as this happens. For example, the rising number of Philadelphia residents without Medical Assistance/Medicaid has resulted in more visits to city health care centers by uninsured individuals: in FY 1996, 49 percent of the visits to health care centers were by uninsured visitors while in FY 2001 that number reached 64 percent.

Since FY 2003, efforts by the City's Health Department to enroll patients in Medical Assistance and other insurance has reduced the number of uninsured visits to 53 percent, as of November 2004.

Full enforcement of welfare reform and further policy changes produced by the federal and state governments may also have revenue impacts to the city. Philadelphia's Department of Human Services depends heavily on federal support through the Temporary Assistance for Needy Families (TANF) program. Currently, increased City spending on health centers and human services continues in an effort to address the needs of TANF households as their resources are depleted.

The City continues to maintain CDBG and HOME funding for critical housing and community development needs, and does not divert housing or community development funds to specific welfare reform activities. However, beneficiaries of these programs and funding sources do include families currently receiving or transitioning off TANF benefits.

Strategy for Improving the Institutional Structure

■ City of Philadelphia Departments

OHCD

The Office of Housing and Community Development (OHCD) is responsible for all policy making and planning related to housing and community development activities. The Secretary of Housing represents the Mayor in the management and execution of City housing policy and is the administration's chief representative on housing and community development issues. OHCD is responsible for the organization and administration of the *Consolidated Plan* and the housing budget, including HOME funds, state Department of Community and Economic Development funds, and HOPWA funds. OHCD administers contracts with public agencies such as RDA and PHDC and with subrecipient nonprofit organizations which conduct planning activities and perform services in support of the CDBG and related programs.

NTI/EZ

In FY 2006, the City's Empowerment Zone (EZ) office was merged into the Mayor's Office of Neighborhood Transformation. The Neighborhood Transformation Initiative (NTI) works closely with the Commerce Department, particularly in revitalizing neighborhood commercial corridors through the ReStore Philadelphia Corridors initiative. NTI continues to work closely with OHCD on affordable housing initiatives, including land acquisition, home repair grants and loans, management information services, and equitable development strategies. The *NTI Program Statement and Budget* is annually reviewed and approved by City Council.

Adult Services

Reporting directly to the Director of Social Services, the Deputy Managing Director for Special-Needs Housing leads Adult Services (AS). AS was created in FY '02 and is a reorganization of City agencies who work to prevent homelessness and provide emergency and transitional services to assist households in obtaining and maintaining permanent homes for themselves and their families. The primary responsibility of the AS Director is to set City policy on issues that impact homelessness and access to permanent housing, including eliminating chronic homelessness and increasing permanent supportive housing. This is accomplished through working within government as well as with the private and nonprofit sectors. The AS Director has line authority over the Office of Emergency Shelter and Ser-

vices which provides services to prevent homelessness and assists those who are homeless with shelter and support services. The Director also oversees Riverview Home, a personal care boarding home that provides housing and support services to vulnerable adults. In FY '03, AS created the Housing Support Center as a joint venture with DHS to assist households with worst-case housing need in their efforts to secure or maintain affordable housing.

■ Other City Departments

Other City departments play lesser roles in providing affordable housing opportunities. The Office of Behavioral Health and Mental Retardation (OBH/MR) has primary responsibility for placing MH/MR clients. DPH's AIDS Activity Coordinating Office (AAO) contracts with social service agencies for case management services. The Department of Licenses and Inspections enforces local building codes. The Commission on Human Relations enforces local non-discrimination laws. In Year 19, the responsibilities of the Fair Housing Commission, which resolves disputes between landlords and tenants over rent increases and practices, were transferred to the Commission on Human Relations. The Mayor's Office of Community Services (MOCS) administers the Community Services Block Grant and operates a network of neighborhood offices which aid in the distribution of food to the poor, help low-income persons apply for the Low-Income Home Energy Assistance Program, and act as advocate with utility companies and government agencies. The Mayor's Commission on People With Disabilities assists disabled persons needing housing by acting as advocate and by referring to the appropriate resource. The City Planning Commission and Philadelphia Historical Commission provide the requisite environmental and historical reviews for federally funded projects.

■ Commonwealth of Pennsylvania and Related Agencies

DCED

The Department of Community and Economic Development (DCED) of the Commonwealth of Pennsylvania administers housing and redevelopment funds which are annually appropriated by the state legislature. Philadelphia has used DCED funds for its home-repair programs, for acquisition and to help finance homeownership and rental rehabilitation and new construction developments. DCED administers Pennsylvania's federally funded weatherization program which is designed to reduce home-energy costs for low-income persons. Under contract to DCED, PHDC

administers the weatherization program in Philadelphia. DCED also funds the Main Street and Elm Street programs.

PHFA

The Pennsylvania Housing Finance Agency (PHFA) is a state-chartered authority which issues bonds and funds affordable housing programs. PHFA funds are one component of many development financing schemes. In addition, PHFA provides low-interest mortgage loans for first-time homebuyers and provides mortgage counseling and restructuring aimed at preventing mortgage default. PHFA also funds the Homeownership Choice Program.

■ Nonprofit Organizations

Community Development Corporations

Philadelphia has a large number of community development corporations (CDCs), many of which meet HUD's definition of a Community Housing Development Organization (CHDO). CDCs are neighborhood-based corporations which are able to evaluate a community's perceived development needs and desires. Housing development and economic development efforts are then designed to meet these needs. CDCs may rehabilitate vacant and deteriorated buildings for resale to low- or moderate-income buyers or for rental purposes. Some CDCs also sponsor job banks or training programs, provide housing counseling, operate home-repair programs, or undertake commercial development. Recently, CDCs have built new-construction houses as a cost-efficient way to provide affordable housing.

OHCD's policy is to provide a substantial portion of its resources to housing activities sponsored by CDCs. In fact, whenever an eligible neighborhood is served by a CDC the City is committed to carrying out housing production through that organization. OHCD also works closely with the Philadelphia Association of Community Development Corporations (PACDC), a nonprofit organization that serves to support CDC activity by providing technical assistance and by advocating for the interests of CDCs in the public arena.

In addition to CDCs, there are several citywide private nonprofit corporations which undertake housing rehabilitation and development. These organizations carry out a variety of activities including rental property management, permanent housing for the homeless, home-repair loans, community improvements and "sweat equity" homeownership development projects.

Neighborhood Planning Organizations and Neighborhood Advisory Committees
OHCD funds Neighborhood Advisory Committees (NACs) throughout the CDBG-eligible service area. NACs are governed by boards elected by their communities and are funded to provide neighborhood input on housing and community development and to provide information and outreach about affordable housing programs and related services.

Nonprofit Housing Counseling Agencies

Philadelphia supports a wide range of agencies which provide housing counseling services aimed at combating predatory lending, preventing homelessness, increasing homeownership and assisting individuals with landlord/tenant disputes. Some agencies provide services to specific at-risk populations, such as the elderly, the disabled or abused women, while other agencies provide services to the general population.

The Homeownership Counseling Association of Delaware Valley was created to better coordinate the resources and activities of the strong network of housing counseling agencies that serve the Philadelphia region. OHCD will continue to work closely with both the association and individual counseling agencies to ensure that high-quality housing counseling services continue to be made available to area residents.

Housing counseling aimed specifically at the homeless or at preventing homelessness is provided by several agencies which offer services ranging from rental assistance to life-skills development.

Housing-related legal services are provided by at least three entities in the Philadelphia area. Community Legal Services represents low-income clients who have housing-related legal problems, including landlord-tenant cases, mortgages and deeds, and disputes with home-repair companies. Regional Housing Legal Services offers legal assistance to nonprofit housing agencies and CDCs. The Public Interest Law Center of Philadelphia is dedicated to protecting the right of housing consumers to live where they choose by enforcing fair housing laws.

■ Private Sector

Several private entities that are active in Philadelphia provide financing for affordable housing developments. The Reinvestment Fund pools investments from individuals and institutional investors including religious organizations, educational institutions, corporations and foundations to provide a loan fund for housing development. The Local Initiatives Support Corp. (LISC) is a national nonprofit corporation which is instrumen-

tal in providing project development funding for affordable housing projects. The Philadelphia Urban Finance Corp. provides short-term financing for projects using funds loaned by local churches and religious congregations.

In 1991, the Pew Charitable Trust announced a series of grants to support community development and neighborhood organizations, many of which also do housing development. Other local foundations may provide specific funding on occasion.

During 1994, new state legislation was enacted which made it possible for businesses to obtain state tax credits for contributions to nonprofit organizations, including CDCs. In Philadelphia, an initiative known as the Philadelphia Plan was organized in order to link local businesses with nonprofit and community-based organizations and to support these organizations through use of the tax-credit benefit. This state tax credit program was revised in 2004.

Private Developers and Providers

Many private developers, landlords and others provide affordable housing in Philadelphia. Through the Housing Choice Voucher program (formerly known as Section 8), private owners are able to rent to low-income families who could not otherwise afford the rent necessary to carry the expenses of the building. The extreme shortage of new Housing Choice Vouchers, however, has led to vacancies in some buildings while families remain on waiting lists. The high cost of rehabilitation and the low rents which poor Philadelphians can pay has meant that private developers are able to rehabilitate vacant buildings for affordable units on a large scale only with public subsidies. OHCD, PHFA, low-income and historic tax credits have all been used successfully for financing. The end of the federal Rental Rehabilitation program (called MEND in Philadelphia) has cut off one source of subsidy, especially for smaller developers.

Philadelphia's homeless population is cared for through a network of boarding homes and shelters largely run by private providers who contract with OESS.

■ Philadelphia Housing Authority

The Philadelphia Housing Authority (PHA) is a state-chartered agency which administers low-rent public housing and the Housing Choice Voucher program. PHA is governed by a five-member Board of Commissioners, two of whom are appointed by the Mayor, two by the City Controller and the fifth member by the other four. Traditionally, the fifth member is a PHA tenant who has been recommended by the tenant

organizations. Having representatives appointed by the Mayor involved on the PHA Board helps provide effective oversight and ensures that PHA, City and HUD activities are well-coordinated.

■ Overcoming Gaps

OHCD is responsible for setting housing and community development policy and implementing the programs to carry out those policies. In coordination with NTI goals and funding, incentives will be created for private-market development, along with a continued emphasis on affordable housing funded with CDBG resources. OHCD will continue the coordination with the Deputy Managing Director for Special-Needs Housing in planning and developing low-income housing, especially for persons with special needs, including the homeless. The Mayor's Community Development Group, composed of the leadership of OHCD, PHDC, RDA, NTI, Philadelphia City Planning Commission (PCPC), OESS and PHA meets monthly with the Mayor to share information and coordinate responses to issues of common concern.

Strategy for Improving Coordination

■ Intergovernmental Coordination

OHCD is the coordinating center for the predominant share of federal funds that the City receives for housing rehabilitation and development. The Secretary of Housing is responsible for overseeing policy formation, planning and program development related to the rehabilitation of significantly deteriorated and vacant housing and to the provision of housing assistance to low- and moderate-income homeowners and renters. The Secretary also advances the City's interests in relation to PHA and works with the Deputy Managing Director for Special-Needs Housing to coordinate housing initiatives related to the homeless and other populations with special needs.

OHCD exercises its coordinating function by three means:

- **Development of Consolidated Plan.** OHCD is responsible for the preparation of the *Consolidated Plan* and annual applications for DCED funds. While it does not prepare the specific plans for modernization of public housing and for the provision of social services for the homeless, its role in integrating these plans into the *Consolidated Plan* helps ensure distinct City housing initiatives reinforce one another.
- **Administration of CDBG funds for community development.** OHCD has the authority to administer the CDBG. Programs are carried out by quasi-public agencies, public authorities, nonprofit development groups and service providers, and for-profit developers under contract to OHCD or its major delegate agencies. The contracts define the objectives to be achieved by each initiative and spell out appropriate timetables and milestones for performance. This contractual system enables OHCD to oversee the implementation of most housing plans developed by the City.
- **Monitoring of agencies administering CDBG programs.** In its role as contracting agency, OHCD is responsible for monitoring all agencies implementing programs for rehabilitation and housing assistance. The role of monitor enables OHCD to ensure that housing programs are executed in a timely and efficient manner.

In addition, the Mayor convenes a monthly meeting with the directors of OHCD, RDA, PHDC, PHA, NTI, OESS and PCPC to discuss community development.

■ Private Sector

The City has taken steps to increase coordination among intergovernmental agencies and the private sector through ongoing communication and planning sessions.

■ Services to the Homeless

The mission of the City of Philadelphia's homeless-services system is to provide a coordinated continuum of services to enable homeless men and women to obtain and maintain permanent homes for themselves and their families. The lead entity is the City's Director of Social Services-Office of Adult Services, created in 2001, which is the sole public agency dedicated to providing services to individuals and families who are experiencing homelessness. It assists in their transition to independence and self-sufficiency. To achieve this, the Office of Emergency Shelter and Services (OESS), a unit within Adult Services, provides a variety of services including prevention and diversion, short-term shelter placement, case management, referral to alternative housing options and adult protective services. However, these efforts also involve a number of other City agencies, including OHCD, the Department of Public Health and the Department of Human Services.

OHCD collaborates with OBH/MR, the Office of Social Services-Office of Adult Services, OESS, and AACO in issuing Requests for Proposals (RFPs) for transitional and permanent housing for the homeless. The purpose of these joint efforts is to maximize resources and ensure that all subpopulations are being served through the housing programs.

OHCD also has provided technical assistance funding to the Greater Philadelphia Urban Affairs Coalition (GPUAC), a nonprofit organization which assists other private organizations through workshops on homeless-housing and supportive services. In addition, in FY 2006 the City issued the Ten-Year Plan to End Homelessness.

An OHCD representative serves on the United Way Community Impact Planning Committee along with other private and public representatives. The purpose of this committee is to establish policy and planning strategies needed to create a greater level of self-sufficiency and community improvements with local United Way resources.

■ Services to Persons With HIV/AIDS

In 2000, the City restructured the Ryan White Planning Council and eliminated the Housing Committee of the Philadelphia HIV Commission as a standing committee. OHCD now appoints an HIV/AIDS Housing Advisory Committee. Through this committee, local government representatives as well as advocates, persons with HIV/AIDS and service and housing providers meet to advise OHCD on HIV/AIDS housing policy and programs.

DPH's AIDS Activity Coordinating Office (AACO) screens applicants for rental assistance and makes appropriate referrals to agencies funded by HOPWA, HOME and Shelter Plus Care. Referrals are reviewed on a quarterly basis by a committee composed of housing providers, case managers and consumers.

■ Affordable Housing

The Director of OHCD meets with the board of directors and staff members of CDCs to discuss policy and issues affecting the development of affordable housing by nonprofit corporations. OHCD supports the Philadelphia Association of Community Development Corporations and the Homeownership Counseling Association of Delaware Valley.

■ Persons With Disabilities

OHCD coordinates activities with the Mayor's Commission on People With Disabilities, the Office of Adult Services and other advocates. In addition, OHCD funds Diana T. Myers & Associates to provide technical assistance regarding accessible housing, fair-housing law and related matters of interest to individuals and organizations involved in housing persons with disabilities. Myers & Associates accomplishes this through symposia, workshops, meetings, a newsletter, clearinghouse announcements and a website. As of Dec. 1, 2003, the website features the Home Finder, a resource designed to assist developers/property managers in marketing accessible units to the disabled community.

■ Elderly Persons

OHCD works with the Philadelphia Corporation for Aging (PCA) on issues affecting the elderly. OHCD participates in the Senior Housing Advisory Group which includes representatives from state funders, advocates and service and housing providers. The group discusses issues in the provision of support services and housing to the elderly. OHCD also provides financial support to the Vacancy Prevention Program which works to proactively prevent housing abandonment with

an emphasis on the elderly homeowner. OHCD continues to fund Interac's Senior Housing Workshop Series: Matters of the Hearth. This consists of seven seminars providing technical assistance and advice on a range of topics specific to seniors including: home repairs, sale of home, home improvement/lifestyle enhancement, legal issues and a housing resource fair. In addition, OHCD funds three housing counseling agencies that have expertise in working extensively with the elderly: Center in the Park, Intercommunity Action Inc. (Interac) and the Philadelphia Senior Center.

■ Coordination With the State

OHCD coordinates its planning and development efforts with DCED and PHFA. OHCD submits annual funding applications to DCED to support a range of activities, including housing preservation programs. OHCD is responsible for administering DCED funds through contracts with PHDC or other nonprofit agencies. OHCD staff work closely with DCED staff in monitoring the implementation of DCED-funded programs.

Public Housing Resident Initiatives

The mission of the Philadelphia Housing Authority (PHA) is to provide quality housing to eligible persons, to deliver services efficiently, effectively and with integrity, to educate, advocate and increase opportunities for self-sufficiency for residents, to maintain strong relationships with residents, to contribute to the environment which enhances productivity, promotes respect and builds professionalism, and to manage resources effectively. PHA's Board of Commissioners has adopted a resolution which promotes and ensures the institutionalization of Resident Initiatives.

■ Moving to Work

In 2002, PHA was designated one of more than 30 local housing authorities to be allowed exceptional flexibility in consolidating programs and in using HUD-funded resources. PHA's Moving to Work (MTW) demonstration program focuses on helping families achieve self-sufficiency and on improving and increasing the stock of quality affordable housing throughout the city. PHA has instituted its Community Partner Program which provides a comprehensive range of economic self-sufficiency programs that assist families in reaching their full potential and that promote neighborhood revitalization where MTW and MTW-eligible families live.

MTW is managed through PHA's Customer Service Departments responsible for development, administration and monitoring of community and supportive social services programs. MTW works in concert with the nonprofit PHA subsidiary, Tenant Support Services Inc. (TSSI). Residents of all ages benefit from PHA's expanded initiatives that include services for seniors, adults and youth.

PHA seeks to increase the number of partners assisting residents to become self-sufficient. Existing programs and services include the pre-apprenticeship program, nursing and health administration programs, daycare training, GED preparation, job placement, certified food handler, home maintenance and repair, youth development, and hospitality industry training. These programs and other activities are designed to foster lease compliance and provide existing residents with the skills to enter the work force.

■ Pre-Apprenticeship Program

Pre-Apprenticeship in the Construction Trades Program (PACT)

The construction industry in Philadelphia is booming. Skilled workers are needed to keep pace with activities. The Building Trades Unions began a program with PHA in 1999 to give residents an opportunity to find a career in the construction trades. Carpenters, electricians, painters, sheet metal workers, glaziers, cement masons, plasterers, laborers, and plumbers have committed to help create and teach the curriculum, supervise the on-the-job training components of the program and serve as sponsors who advocate for employment, union membership and apprentice sponsorships for PHA program graduates. The 21-week program is structured to provide educational, vocational and life skills improvement to strengthen the participants' employability. PHA also operates a Job Retention, Advancement and Rapid Re-Employment Program to provide continued support after graduation.

■ Healthy Homes

PHA will operate a Healthy Homes program designed to reduce asthma triggers in Housing Choice Voucher properties occupied by asthmatic children age 6 and under. The program reduces home-health hazards.

■ Education and Career Training

Skills for Life

PHA launched this aggressive new program to connect "at risk" teenagers to the world of work and the education needed to achieve career success. The teens are considered "at risk" because they have scored below basic on the Scholastic Achievement Test and demonstrated weakness in the core academic areas of English, science and math. The program provides services directly through neighborhood-based organizations. Partners in Skills for Life are the Workforce Development Corporation/Philadelphia Youth Network, Philadelphia School District, Greater Philadelphia Federation of Settlements and the Boy Scouts Explorer Program. IBM has donated 100 laptop computers to be placed in participants' homes.

Adult Basic Educational/GED Programs

The Pennsylvania Department of Education and Community College of Philadelphia have supported PHA ABE/GED classes since 1995. Every resident who wishes to pursue a high school diploma will be assisted in reaching this goal. Computer literacy is also tied to this goal.

■ Section 3 and Economic Development

Programs and support are provided to residents to prepare them for meaningful public and private employment. Residents are provided support in utilizing resources made available at the local, state and federal levels. Residents seeking employment are included in a skills bank and matched with available positions. Positions are identified within and outside of PHA, and as part of the Section 3 requirements and Resident Hiring Policy. Residents also receive Adult Basic Education and GED instruction through referrals to PHA community partners.

Training Opportunities:

Business Development

Residents interested in starting a business, developing a business plan and obtaining capital to start a business can receive help from PHA's Business Development program.

Computer Laboratories:

Mobile and On-Site

PHA is establishing a network of computer laboratories at its developments that provide formal instruction in basic computer literacy, standard software and Internet use. The site-based laboratories are supplemented by two Mobile Computer Labs operated and staffed by the PHA Police Department. PHA has outfitted two vans with computers. These vehicles are loaded with educational software and scheduled for site visits at developments that do not yet have labs.

The Mobile Labs provide computer access and training for residents on a rotating schedule. Stationary labs are operational at Johnson Homes, Fairhill, Harrison, Blumberg, Cecil B. Moore, Wilson Park, Westpark, Gladys B. Jacobs and Whitehall. Computer training for willing residents is a priority of the Authority. As additional space and hardware become available, more labs will be added. IBM donated an additional 100 laptop computers to assist youth participating in the Skills for Life program..

Health Careers Training: Health Careers Training programs

Through the Professional Healthcare Institute, PHA offers three training courses in the health professions — Certified Nurse Assistant (CNA), Pharmacy Technician and Medical Billing. Each program includes classroom and clinical training and job placement in local health care facilities. Since 1998, the Professional Healthcare Institute has been preparing PHA residents for CNA certification. The eight-week course

uses a combination of hands-on and classroom work. Every graduate of this program has been certified and employed.

Economic Development:

Economic Family Self-Sufficiency

Centers-North, Career Link Center

PHA is establishing One-Stop Shops. These facilities will feature services focusing on self-sufficiency as well as access to on-site services from other local human and social service providers. The first One Stop Shop, the Blumberg Family Self Sufficiency Center, included community partner agencies that provide services to residents of North Philadelphia. Additional centers are in the development phase.

Homeownership

PHA reorganized its Homeownership Program to provide comprehensive services, including coordination with CDBG-funded housing counseling agencies. The program now includes PHA's 5h Program which rehabilitates and sells Scattered Sites properties to residents; the Turnkey II Program; a lease purchase program at Whitman Park and Brown Street Village, and the new Section 8 Homeownership demonstration component in which 50 families will be able to use their Section 8 rent subsidy for mortgage payments. To date, more than 250 public and assisted housing residents have purchased properties through the Homeownership Program. Residents are being encouraged to receive comprehensive housing counseling, repair their credit, budget for a down payment and take advantage of PHA and city programs designed for first-time homebuyers. Homeownership staff is also working in concert with developer partners at HOPE VI sites.

Resident Leadership

Resident leaders actively participate in determining the course of services to be provided and offer guidance concerning general operations. Technical assistance is provided to all resident councils to help strengthen leadership skills and capacity to service residents, provide resident training and support economic development initiatives.

In addition to site-based Resident Councils, PHA supports the jurisdiction-wide Resident Advisory Board and a nonprofit affiliate, Tenant Support Services Inc. whose focus is resident economic empowerment. PHA will continue to support the development of leadership skills among residents through funding under the Capital Fund Program and other HUD and private resources.

Tenant Support Services Inc.
Tenant Support Services Inc. (TSSI) is a tax-exempt, nonprofit organization created to enable PHA to pursue additional prospective funding resources which are currently unavailable. TSSI's mission is to secure funds which will support resident programs and initiatives that will improve the quality of life for residents. TSSI spearheads PHA's Sparkle Program which cleans, paints and repairs senior and family public housing developments; coordinates Community Days where residents are reached directly with information and entertainment; provides technical assistance to develop bylaws, procure equipment and provide leadership training; and develops and implements community outreach programs.

Self-Sufficiency Programs

The Section 8 Family Self-Sufficiency (FSS) Program helps low-income families reach economic independence by linking families with private and public resources that can assist with child care, transportation, education, career and personal counseling, job training and job placement. Families participate in the program on a voluntary basis with the goal of reducing their need for public assistance and other entitlement subsidies. PHA has expanded the program to include public housing residents. Individual Savings Accounts that are matched with public housing funds are part of this program.

The HOPE VI Community and Supportive Services Programs provide comprehensive services to residents of developments undergoing rehabilitation under the HOPE VI program. Residents receive a range of services including access to job training and placement, education, case management, business development/entrepreneurship services to enable them achieve economic independence. HOPE VI programs exist at Richard Allen, Falls Ridge and Martin Luther King developments, Lucien E. Blackwell and Ludlow Scattered Sites.

The Supportive Housing Program provides intensive case management, life skills training and access to social, educational and employment services to homeless families who receive Section 8 assistance.

Senior/Disabled Services Coordinator Program

PHA's Senior/Disabled Service Coordinators are also funded through HUD. These professional social workers assist seniors and disabled residents. After a preliminary assessment, residents are connected to the appropriate community services.

Congregate Housing Services Program
Specific eligible seniors receive two meals a day, seven days a week, plus homemaking services. The Congregate Housing Program serves meals and provides homemaking services to help seniors age in place.

Senior Transportation

PHA provides transportation to groups of seniors for banking, shopping and social trips.

Elderly Programs

PHA operates two large and four satellite Senior Centers that provide meals, socialization, recreation and educational services to senior citizens. PHA also provides case management services at all its senior developments.

In addition to PHA's years of experience in service-enriched housing for the elderly, PHA is working with the University of Pennsylvania's Penn Nursing Network to implement a Living Independently for Elders program (LIFE) at Germantown House. LIFE, has a tripartite mission of excellence in health care, research and education.

With a focus on maintaining frail elderly in their communities, LIFE uses an innovative, individualized, interdisciplinary approach to providing excellence in health care. LIFE recognizes and values the individual's and families' active participation in decision-making related to their healthcare and respects diverse ethnic, cultural and religious backgrounds.