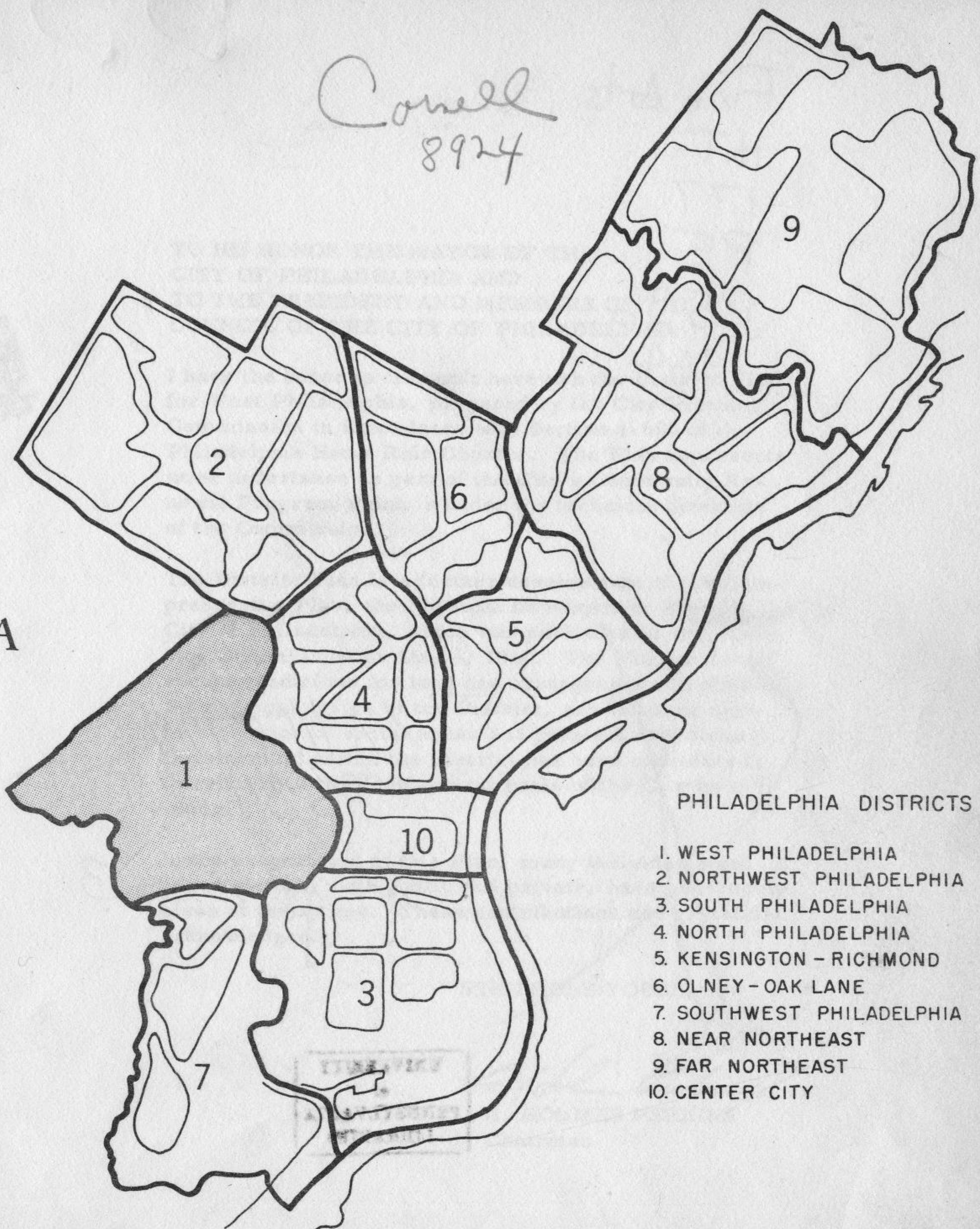


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THE
WEST PHILADELPHIA
DISTRICT PLAN



- PHILADELPHIA DISTRICTS
- 1. WEST PHILADELPHIA
 - 2. NORTHWEST PHILADELPHIA
 - 3. SOUTH PHILADELPHIA
 - 4. NORTH PHILADELPHIA
 - 5. KENSINGTON - RICHMOND
 - 6. OLNEY - OAK LANE
 - 7. SOUTHWEST PHILADELPHIA
 - 8. NEAR NORTHEAST
 - 9. FAR NORTHEAST
 - 10. CENTER CITY

Fine Arts
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P536
1964



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TO HIS HONOR THE MAYOR OF THE
CITY OF PHILADELPHIA AND
TO THE PRESIDENT AND MEMBERS OF THE
COUNCIL OF THE CITY OF PHILADELPHIA

I have the honor to transmit herewith the District Plan for West Philadelphia, prepared by the City Planning Commission in accordance with Section 4-600 of the Philadelphia Home Rule Charter. The Plan represents work undertaken as part of the City's Community Renewal Program which is under the technical direction of the Commission.

The District Plan is a further development of the Comprehensive Plan, the Physical Development Plan for the City of Philadelphia, which was published by the Planning Commission on May 4, 1960. The Plan contains recommendations for land use arrangements and for the physical design of the District, and is based upon (investigation of social areas and physical conditions.) Development within the District has been considered in relation to the development goals of the City as a whole.

In the preparation of this Plan, many individuals and organizations, both public and private, have generously given of their time. These contributions are gratefully acknowledged.

SINCERELY YOURS,


G. HOLMES PERKINS
Chairman

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INTRODUCTION

This report presents a long-range Plan for West Philadelphia, one of ten residential districts within the City of Philadelphia. It includes proposals for the location of community facilities to serve the district's people, for new transportation routes, for the location of industrial and commercial activity, and for the preservation and enhancement of pleasant, liveable residential areas.

GOAL All the elements of the plan share a common objective: the enhancement of the well-being of all residents of West Philadelphia.

As a community, considered by itself, West Philadelphia ranks in size and variety of activity with the nation's largest cities. Some 300,000 people live in the district, sharing in its proud tradition and respected institutions. It is well served by rail, expressway and subway, and enjoys the advantages of some of the world's finest city parks. Its factories print magazines, assemble nose cones, and process food. It is an outstanding center of medical and educational activity.

Above all, however, West Philadelphia is a community of homes, ranging in quality from fine estates to more modest row housing.

As an area within a major, growing city, West Philadelphia today feels the impact of change and challenge.

The average age of its buildings exceeds 30 years; schools and housing areas must accommodate emerging demands for racial integration; new shopping patterns are being superimposed upon established commercial areas; conflicts of man and his automobile are present; higher expectations for living, working, and learning motivate the area's residents.

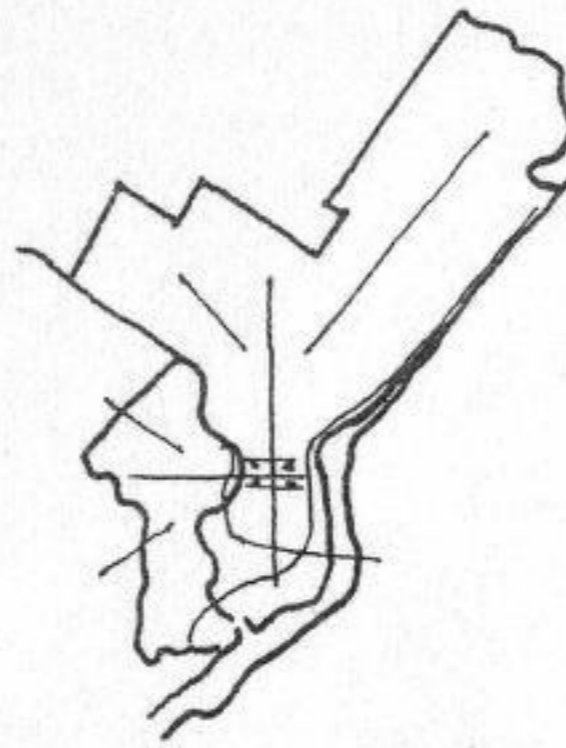
Unlike many large cities, Philadelphia is doing a great deal about these challenges as they affect its western reaches. The process of institutional renewal, the Haddington and West Mill Creek Renewal Areas, new public housing, and school construction are examples of public programs already reshaping the face of the District. The West Philadelphia Corporation, the Haddington Leadership Group, the West Philadelphia Schools Committee, the Cobbs Creek Civic Association, the Powelton Neighbors, all are representative of the community groups aroused and doing something about their respective concerns.

The citizens and institutions of the District look to the City of Philadelphia for leadership, for services and facilities, and for the support required to assure the District's future well-being. This report is written in recognition of these responsibilities. It is intended as a guide for both public and private investment decisions. Its emphasis is on the establishment of a realistic basis for moving toward implementation of the city-wide goals set forth in the City's Comprehensive Plan and its supporting development policies. The District Plan enriches them with the results of studies of West Philadelphia, and casts them into a realistic program for accomplishment.

This report should be read as a first statement, to be followed by others in the months and years ahead. Review and re-examination will keep the Plan current and vital, in keeping with the changing requirements of the District.

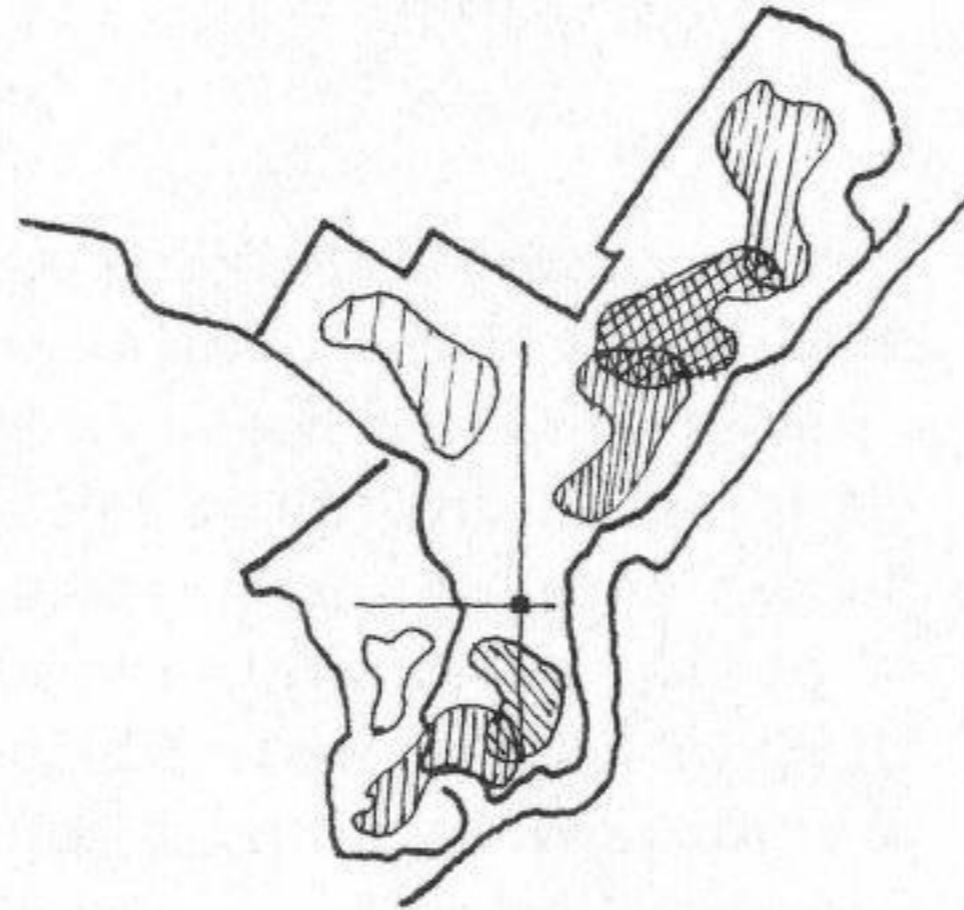
PHILADELPHIA'S PLANNING PROCESS

COMPREHENSIVE PLAN



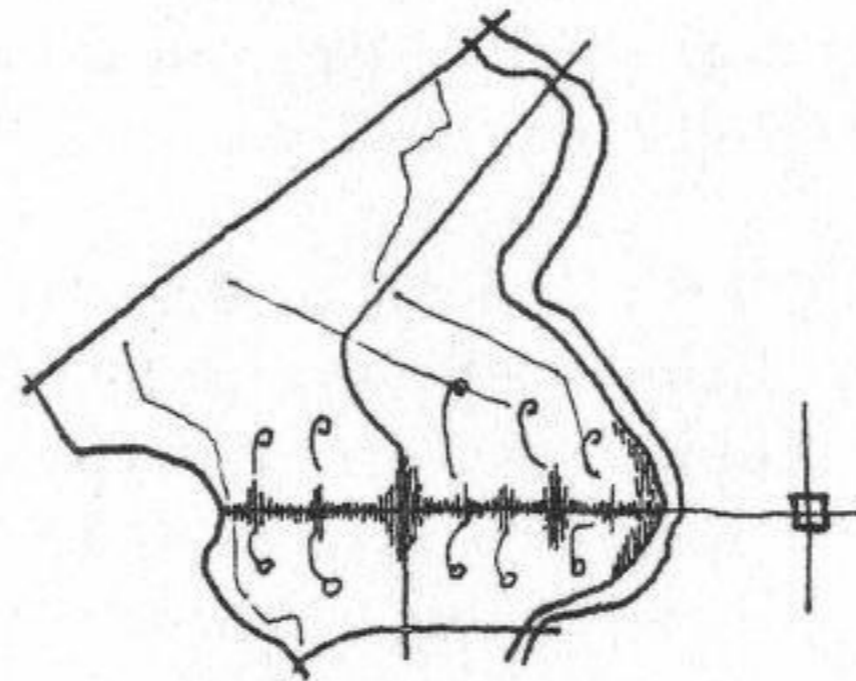
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 CONTENT · GOALS FOR PHYSICAL DEVELOPMENT
 TIME · 20 TO 40 YEARS

COMMUNITY RENEWAL PROGRAM



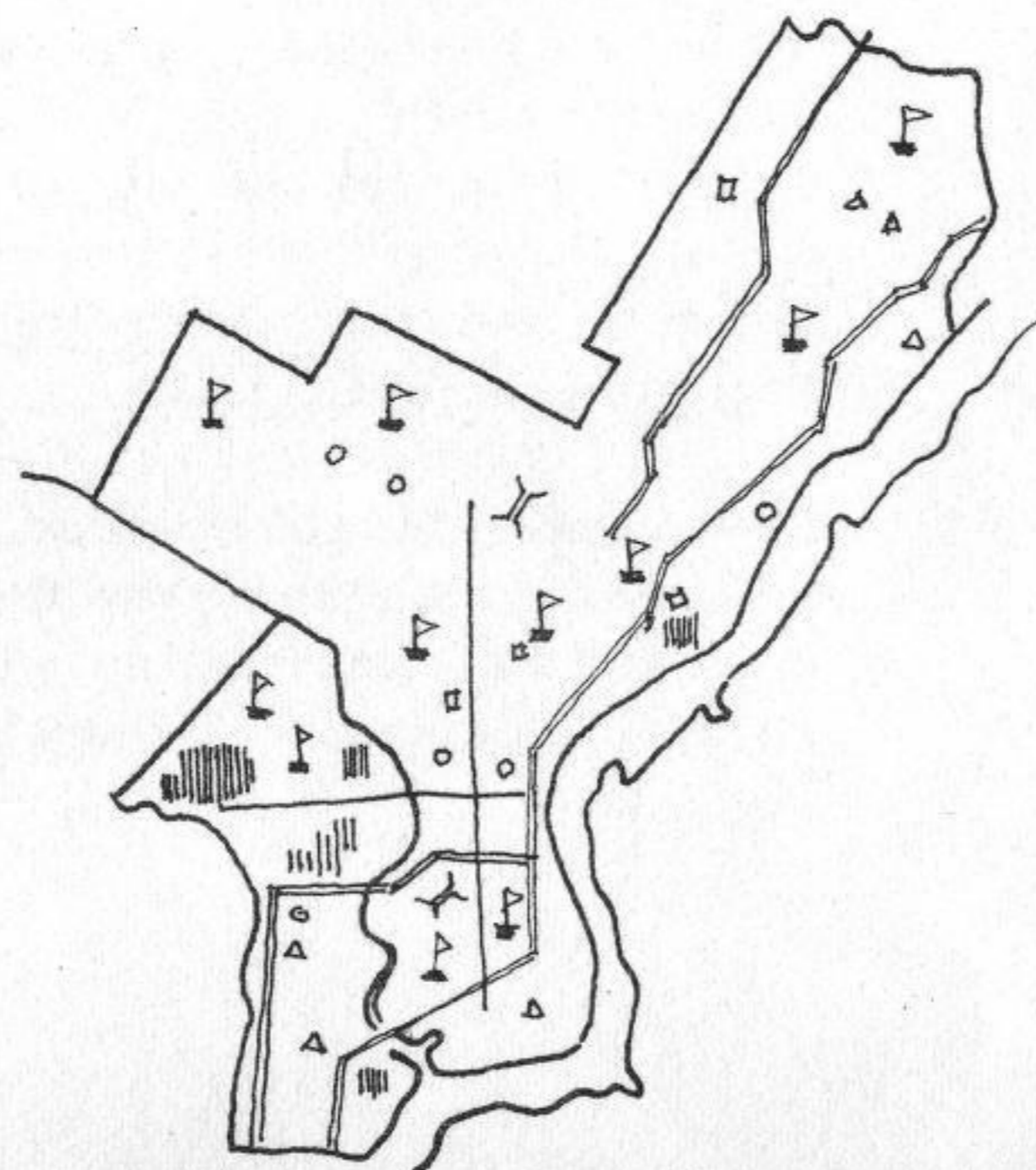
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DISTRICT PLANS



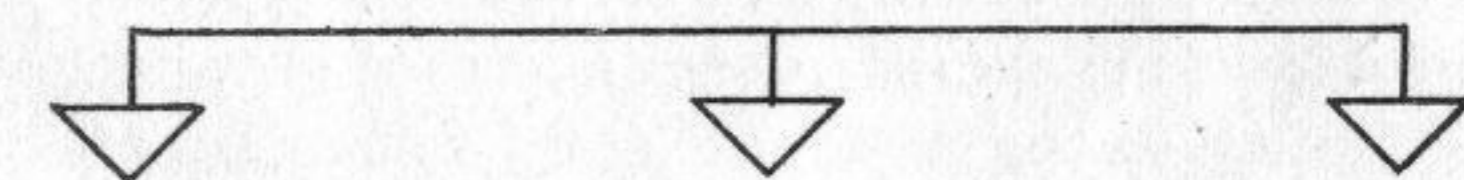
SCALE · DISTRICT
 CONTENT · DISTRICT OBJECTIVES AND OPPORTUNITIES FOR SOCIAL AND PHYSICAL DEVELOPMENT
 TIME · 20 TO 40 YEARS

ANNUAL DEVELOPMENT PROGRAM



SCALE · CITY WIDE
 CONTENT · PROGRAMMING OF CAPITAL PROJECTS AND OPERATING PROGRAMS TO MEET NEEDS AND GOALS ESTABLISHED IN PLANS

SCOPE · 1 TO 6 YEAR PROGRAMS



OPERATING PROGRAMS

RENEWAL PLANS AND PROJECTS

CAPITAL PROGRAMS

PHILADELPHIA'S PLANNING PROCESS

Planning is undertaken to provide the basis for decision making and action. It is a logical process engaged in by individuals, corporations, and governments at all levels. Philadelphia, for many years, has been actively engaged in planning for its physical growth and change. While private agencies, institutions, organizations, and individuals are involved, the formal planning function is vested in City Government. Prime responsibility for planning the development of the physical environment rests with the City Planning Commission. This District Plan for West Philadelphia is one of several interlocking parts of planning in Philadelphia. These parts differ in scale and detail, but all are directed to the building, maintenance, and renewal of Philadelphia in order constantly to improve it as a place in which to live, work, learn, move, and play.

The Comprehensive Plan

The Comprehensive Plan, adopted by City Council in 1960, presents a long-range plan for the physical development of the city, based on a considered statement of goals and objectives. It contains recommendations for the location and relationship of land uses such as residence, industry, recreation, and commerce, as well as for a system of transportation. These recommendations are based on desirable patterns of population distribution and estimates of job opportunities.

In addition to its function as a statement of desirable future development, the Comprehensive Plan today serves as a point of reference in making shorter-range policy decisions concerning zoning, sub-division, development and redevelopment, and the allocation of basic public facilities. It also provides a framework for guiding private planning decisions. The Plan is under constant re-examination and is revised as new proposals and changed conditions affect the City's pattern of development.

DISTRICT PLANNING PROCESS

Project Plans

Firm recommendations for action are made in the form of individual project plans. Each such plan is a building block in the attainment of the long-term objectives contained in the Comprehensive Plan. Project Plans include urban renewal area plans, which are designed with the objective of improving the total environment. They also include specific proposals for subway extensions, new playgrounds, and similar facilities. These plans, expressed in great detail, are generally accompanied by careful estimates of costs, evaluations of the social and economic impact of each improvement, and, wherever possible, by an architectural image. In this way, project plans clearly indicate the social, economic, and visual relationships implicit in each improvement, relating short-term proposals to overall City goals.

Capital Program

Decisions about the cost, location, and timing of project plans are made through the City's Capital Programming process, the heart of current development policy. The Capital Program is a device through which fiscal limitations are weighed against major planning and development objectives. That permits the establishment of priorities among competing projects.

New Parts of the Planning Process

No plan can remain static if it is to guide the development of a growing and changing city. Equally important, plans must be capable of implementation, and the proper steps must be outlined for achieving their goals. For these reasons, Philadelphia, in addition to a continuous re-examination and updating of the Comprehensive Plan, is today undertaking major steps to further develop its planning framework.

First, the City is moving beyond its Comprehensive Plan, trying to answer the question of how the City will get from HERE (meaning today's economic, social, and physical conditions) to THERE (meaning a future concept of what the City should be like, as expressed in the Comprehensive Plan and other statements of City policy).

To do this, the City is re-examining its needs and requirements on a more intimate scale. This District Plan for West Philadelphia is a first product of that work. Other Districts will follow. District Planning focuses on economic and social considerations and requirements as well as on physical development.

Current work in the City's Community Renewal Program goes beyond the present scope of the Capital Program, with its emphasis on physical facilities, into a concern for the orderly programming of the many day-to-day City operations and services that affect development.

This study is evaluating the performance of all current programs affecting development, with emphasis on housing and the physical environment. An equally important purpose is the identification of needs within these areas of concern, and the development of new programs to meet those needs.

The outgrowth of the Community Renewal Program will be a new system of development planning, to be called the Annual Development Program. Built on the City's Capital Program, the Annual Program will make it easier to rank planning objectives in the light of available resources, and thus come up with priorities for action.

With the incorporation of this new element into Philadelphia's planning process, it will be possible for policy makers to relate the broad aspirations of the Comprehensive Plan to social and economic costs, and to estab-

lish priorities with a clear understanding of major needs and available resources. Thus a mechanism for moving from plans to action, and for checking the results of action against goals, will have been firmly established.

DISTRICT PLANNING

The West Philadelphia District Plan itself is presented in the pages that follow. In a separate document, an initial report on programming the District's future development is outlined. The District Plan, intended to cover the same forty-year period as the Comprehensive Plan, will be subject to successive review and restatement; the programming report will be checked annually and updated in the light of continuous changes in development and in city resources.

Existing Conditions

The Plan is based on an analysis of existing conditions within the District that establishes a framework of reality. An understanding of the dynamics of social, economic and physical development in the District, and what those forces imply, must precede design and programming decisions. This section, based on field study and statistical analysis, defines the problems and opportunities toward which planned actions must be directed.

District Objectives

The Plan presents a statement of the broad range of goals for the District. These goals reflect public policy for overall city development; they incorporate the attitudes and the needs felt by residents of the District and, in so doing, distinguish city-wide from West Philadelphia objectives. Their statement at the outset provides a basis for the proposals that follow.

Design Concept

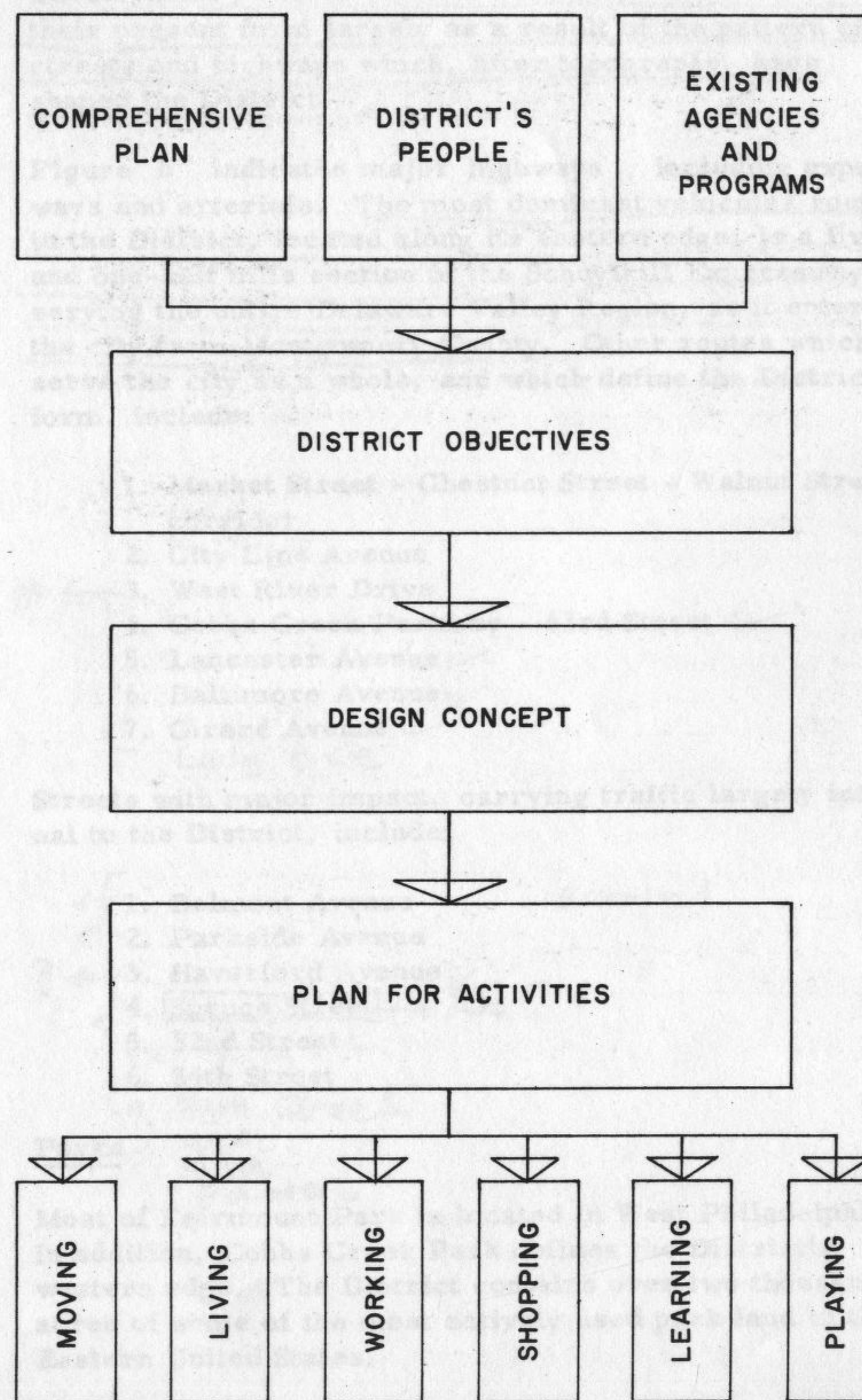
A design framework, expressing the pattern of activities and the arrangement of residential areas in the District, is developed in the Plan. A strong potential for a pleasant environment already exists in West Philadelphia; the concept outlined here brings out that potential by stressing the physical landmarks, centers of activity, and corridors of transportation which physically define the District. The objective is a strong visual setting, in which the residents and visitors are aware of their surroundings and react positively to them.

The Plan for Land Use

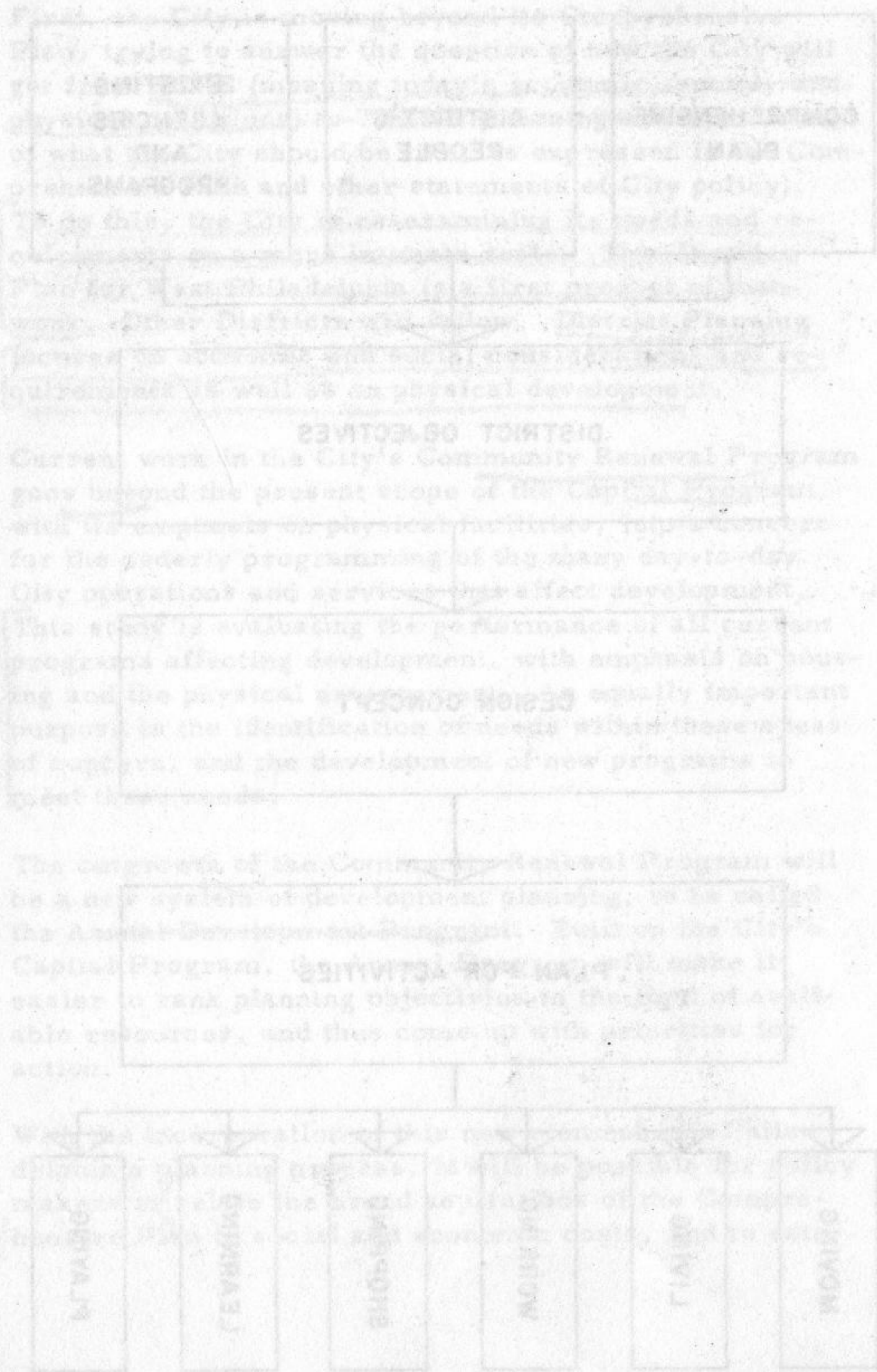
Finally, the preceding elements have been used to modify and further define the functional aspects of the Comprehensive Plan. Changes in both standards and land use designations are set forth in new, district-wide statements regarding residential, commercial, industrial, recreational and transportation activity.

These are summarized in a land use map which supersedes and amends the present Comprehensive Plan insofar as the West Philadelphia District is concerned. In addition, a statement concerning the District's educational facilities is added for the first time.

DISTRICT PLANNING PROCESS



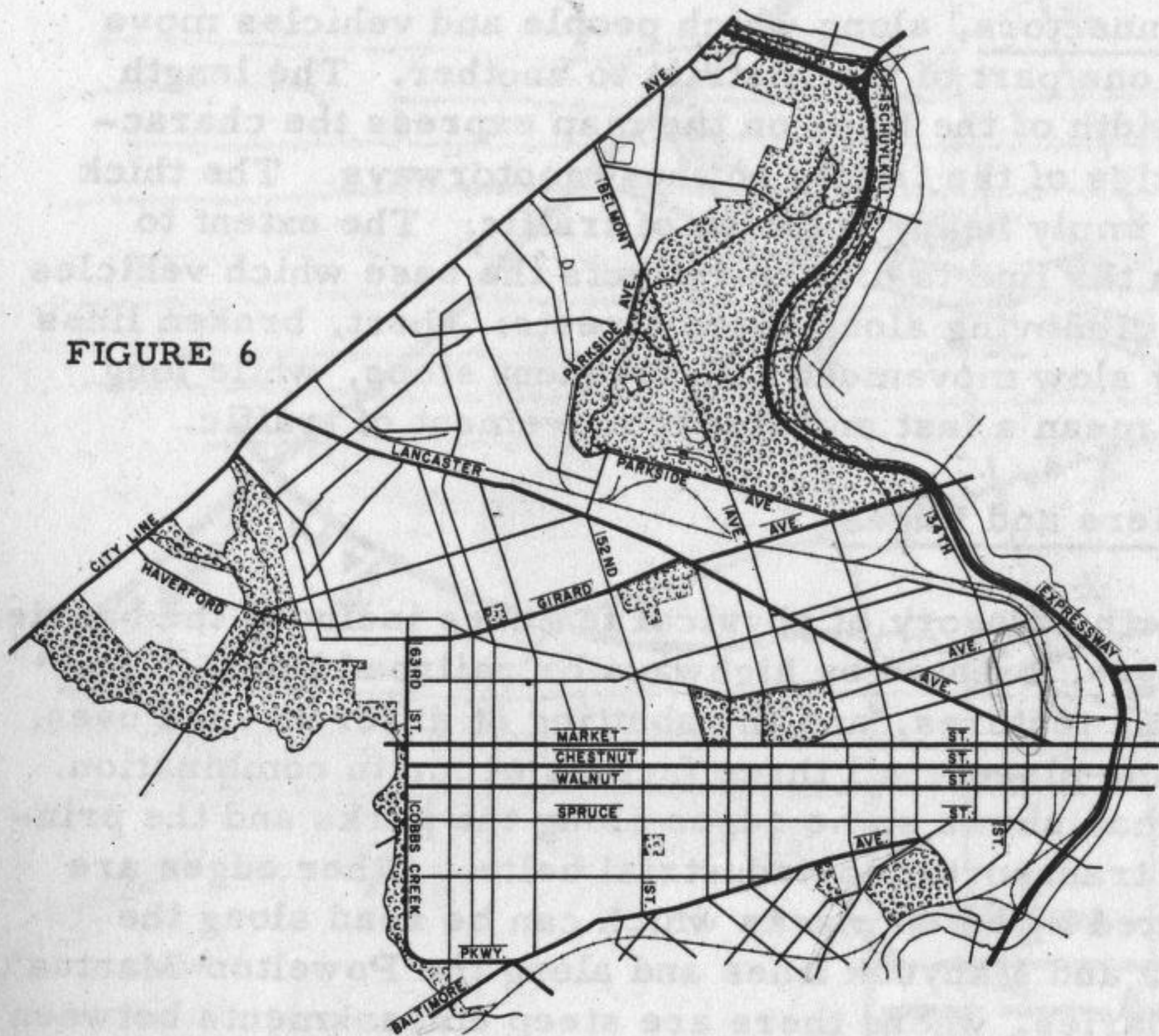
DISTRICT PLANNING PROCESS



PERSPECTIVE ON
WEST PHILADELPHIA

The maps and statements which follow develop a perspective on the District - its development over time, its physical form and structure, and the people who live within its boundaries. This perspective is the foundation of the District Plan. Objectives for future development and proposals for facilities and services are based upon careful consideration of current needs, prospects, and goals.

FIGURE 6



MAJOR STREETS AND HIGHWAYS

- ① Schuylkill Express (Route 76)
- ②

Streets and Highways

Development patterns in West Philadelphia have taken their present form largely as a result of the pattern of streets and highways which, after topography, have shaped the District.

Figure 6 indicates major highways including expressways and arterials. The most dominant vehicular route in the District, located along its eastern edge, is a five and one-half mile section of the Schuylkill Expressway, serving the entire Delaware Valley Region, as it enters the city from Montgomery County. Other routes which serve the city as a whole, and which define the District's form, include:

- 1. Market Street - Chestnut Street - Walnut Street corridor
- 2. City Line Avenue
- * 3. West River Drive
- 4. Cobbs Creek Parkway - 63rd Street ✓
- 5. Lancaster Avenue ✓
- 6. Baltimore Avenue ✓
- 7. Girard Avenue ✓

Kelly Drive

Streets with major impact, carrying traffic largely internal to the District, include:

- < 1. Belmont Avenue *Woodland*
- < 2. Parkside Avenue
- ? < 3. Haverford Avenue
- 4. Spruce Street → *No*
- 5. 52nd Street ✓
- 6. 34th Street ✓
- 7. 38th Street ✓

Parks 44th
43th
Powerton

Most of Fairmount Park is located in West Philadelphia. In addition, Cobbs Creek Park defines the District's western edge. The District contains over two thousand acres of some of the most actively used park land in the Eastern United States.

Generators of Activity

The triangles on the accompanying map (Figure 7) represent activity concentrations or generators, such as the shopping areas, the community and institutional facilities, and the employment centers which bring together large numbers of people. The larger the size of the symbol, the greater is the relative importance and vitality of the generator described.

The principal generator of activity in the District is the office complex at the eastern entry, adjacent to Center City. Here, the Evening Bulletin, General Electric and similar companies employ 10,000 people, who come from all corners of the region. Major public facilities, such as the Central Post Office and 30th Street Station, also are located at this site.

Other important generators of activity include the campuses of the University of Pennsylvania and the Drexel Institute of Technology, the hospital complex formed by the University, Philadelphia General and Veterans Hospitals, the Convention Center, and the shopping clusters at the intersections of Market Street, 40th, 52nd, and 60th Streets, as well as on Baltimore, Lancaster and City Line Avenues at 58th and 40th Streets, and Haverford Avenue.

Landmarks

The star-shaped symbols represent visual focal points, called landmarks. These include prominent vertical elements on the District's skyline, such as churches, high rise apartments and office buildings. Buildings which are visually significant because of their shape, bulk, or location also are noted. Examples of this type are 30th Street Station, the gas storage tank at 47th and Chester Avenue, and the transit stations along the Market Street Elevated. Finally, there are open spaces, such as small parks and institutions that contrast sharply with the development around them.

Connectors

The highways described on Page 17 are shown on the map as connectors, along which people and vehicles move from one part of the District to another. The length and width of the lines on the map express the characteristics of the traffic on these motorways. The thick lines imply heavy volumes of traffic. The extent to which the line is broken reflects the ease which vehicles have in moving along these streets: short, broken lines imply slow movement with frequent stops, while long lines mean a fast and steady movement of traffic.

Barriers and Edges

A fourth category of physical features includes the barriers, or edges, created by highways or railroad lines, topographic features, and the abutting of different land uses. In some places, all three factors occur in combination. The map shows some edges along the parks and the principal transportation-industrial belts. Other edges are depicted by hatch marks which can be read along the Media and Manyunk lines and along the Powelton-Mantua boundaries, where there are steep embankments between the residential community and the railroads to the north and east.

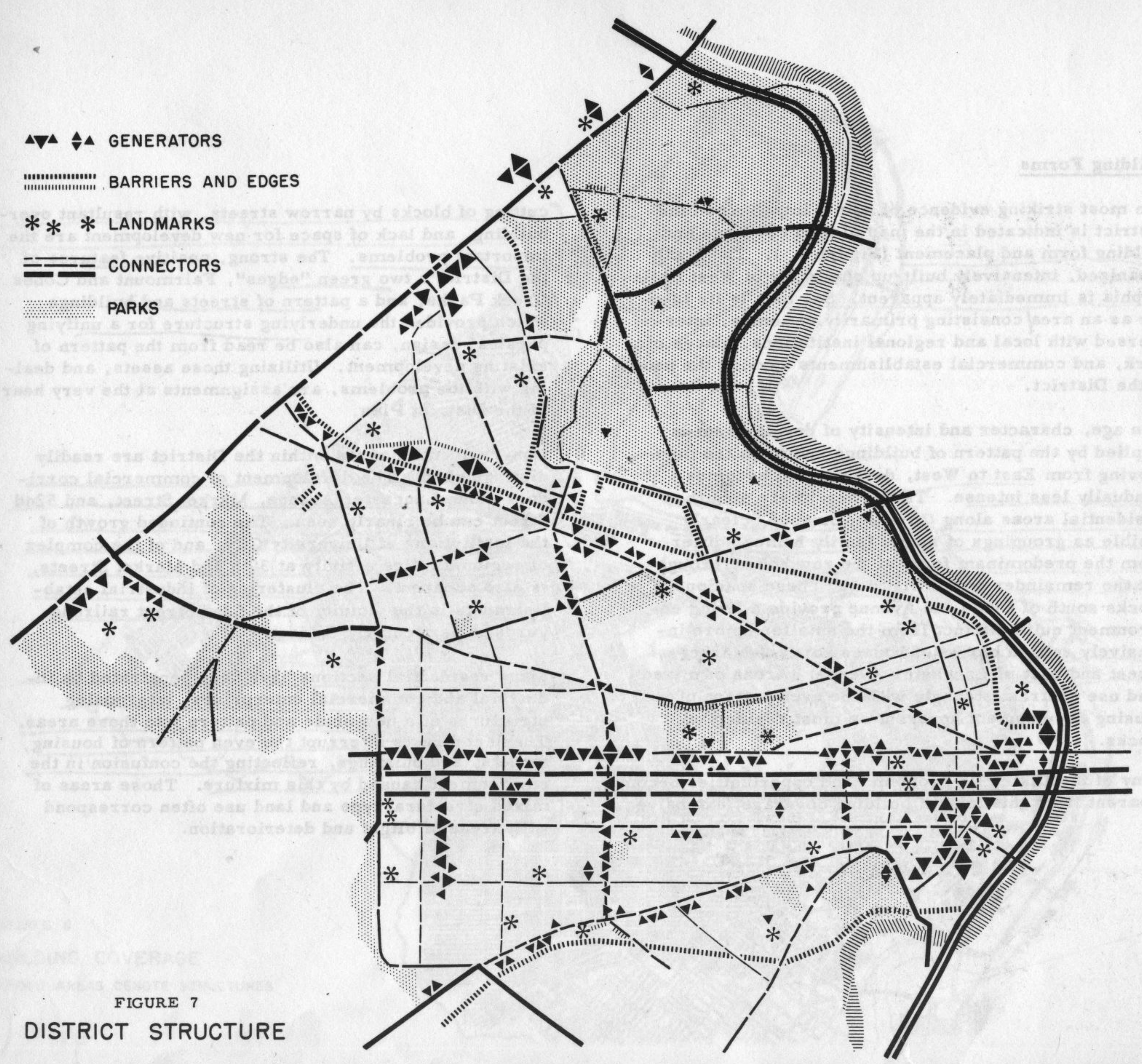


FIGURE 7
DISTRICT STRUCTURE

Building Forms

The most striking evidence of man's impact upon the District is indicated in the map of land coverage and building form and placement (Figure 8). The highly urbanized, intensively built-up character of West Philadelphia is immediately apparent. So, too, is its identity as an area consisting primarily of homes, interspersed with local and regional institutions, places of work, and commercial establishments serving the people of the District.

The age, character and intensity of development is implied by the pattern of buildings shown on the map. Moving from East to West, development becomes gradually less intense. The newer, more suburban residential areas along City Line Avenue, clearly visible as groupings of single family homes, differ from the predominant form of the row house throughout the remainder of the District. These spacious blocks south of City Line Avenue provide a living environment quite distinct from the smaller, more intensively settled blocks of houses north of Market Street and east of Lancaster Avenue. Areas of mixed land use contrast strongly with the even pattern of housing development apparent on most residential blocks.

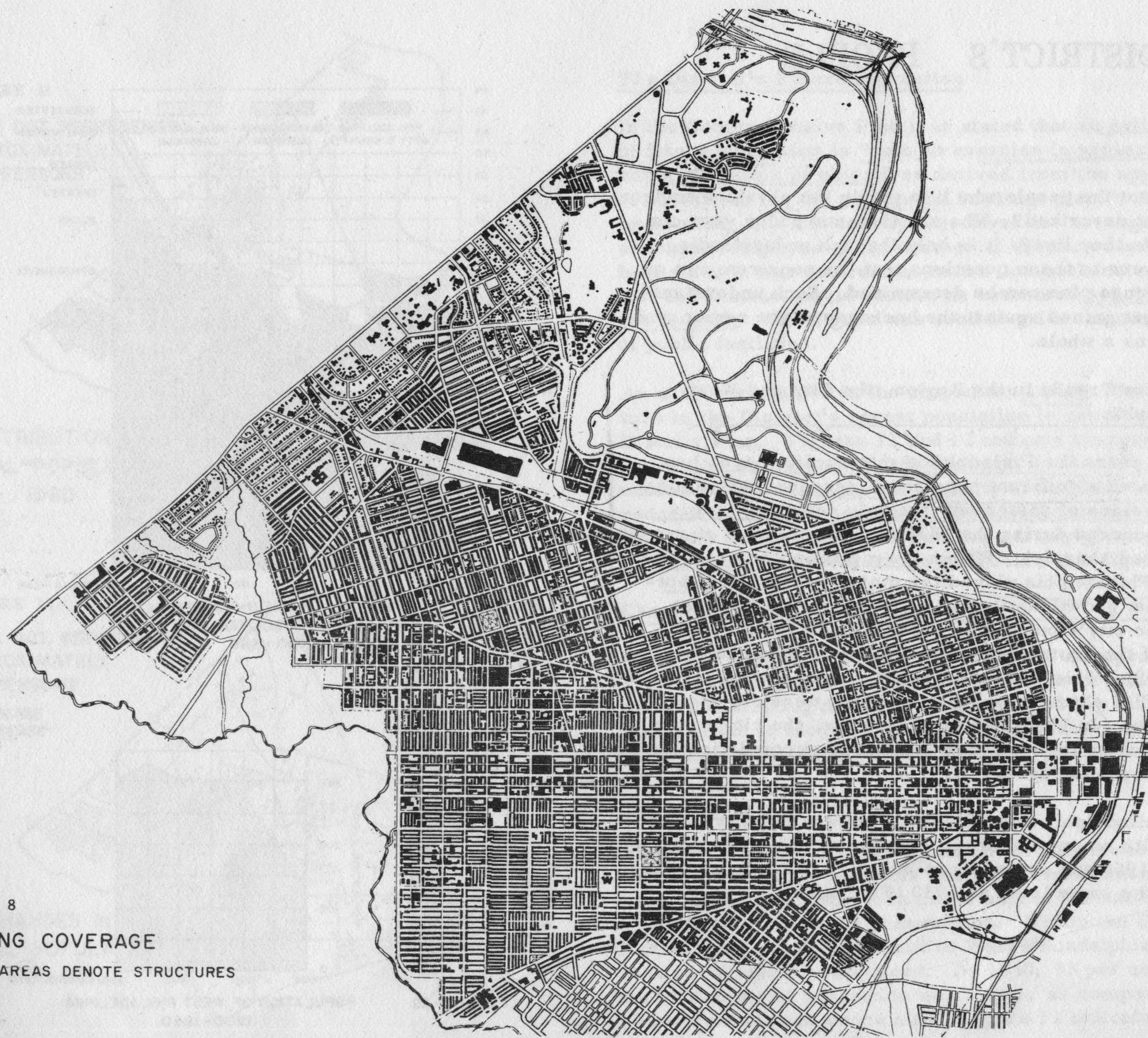
Many of the District's problems and opportunities become apparent from this map of building coverage; extensive

cutting of blocks by narrow streets, with resultant overbuilding, and lack of space for new development are the important problems. The strong, positive features of the District's two green "edges", Fairmount and Cobbs Creek Parks, and a pattern of streets and buildings which provides the underlying structure for a unifying physical design, can also be read from the pattern of existing development. Utilizing those assets, and dealing with the problems, are assignments at the very heart of the District Plan.

Non-residential areas within the District are readily distinguished. The development of commercial corridors along Lancaster Avenue, Market Street, and 52nd Street can be clearly seen. The continued growth of the institutions of University City, and of the complex of regional office activity at 30th and Market Streets, is also apparent. The clustering of industrial establishments in the vicinity of the 52nd Street railroad yards is particularly evident.

Many residential sections have been penetrated by industrial and commercial enterprises, interposing structures of a new scale and pattern into those areas. These contrasts interrupt the even pattern of housing, streets, and buildings, reflecting the confusion in the environment caused by this mixture. Those areas of mixed structural type and land use often correspond with areas of blight and deterioration.

FIGURE 8
BUILDING COVERAGE
SHADED AREAS DENOTE STRUCTURES



THE DISTRICT'S PEOPLE

What about the people who live within the physical environment just described? Who are they and under what conditions do they live? It is only through understanding the answers to these questions that the requirements of a long-range plan can be determined. Such understanding is best gained against the backdrop of the region and the city as a whole.

Population Trends in the Region, the City and West Philadelphia

For 100 years the Philadelphia metropolitan area has experienced significant population increases which today show no signs of abatement (the only deviation in this trend occurred during the 1930's, when the rate of growth diminished sharply). Within the metropolitan area, the City of Philadelphia played the major role in contributing to that growth until the 1920's when, for the first time, the city's population growth accounted for less than half the growth of the total metropolitan area. (Figure 9). This pattern has continued. During the 1930's and 1950's, actual population declines were registered in the city. (In 1960, for the first time, the city's population counted for less than half the total population of the metropolitan area.)

West Philadelphia has followed a pattern similar to the city's with an upward climb leveling at 1930, reaching a peak in 1950 and returning to 301,382, in 1960, approximately the same level as 1930 (Figure 10).

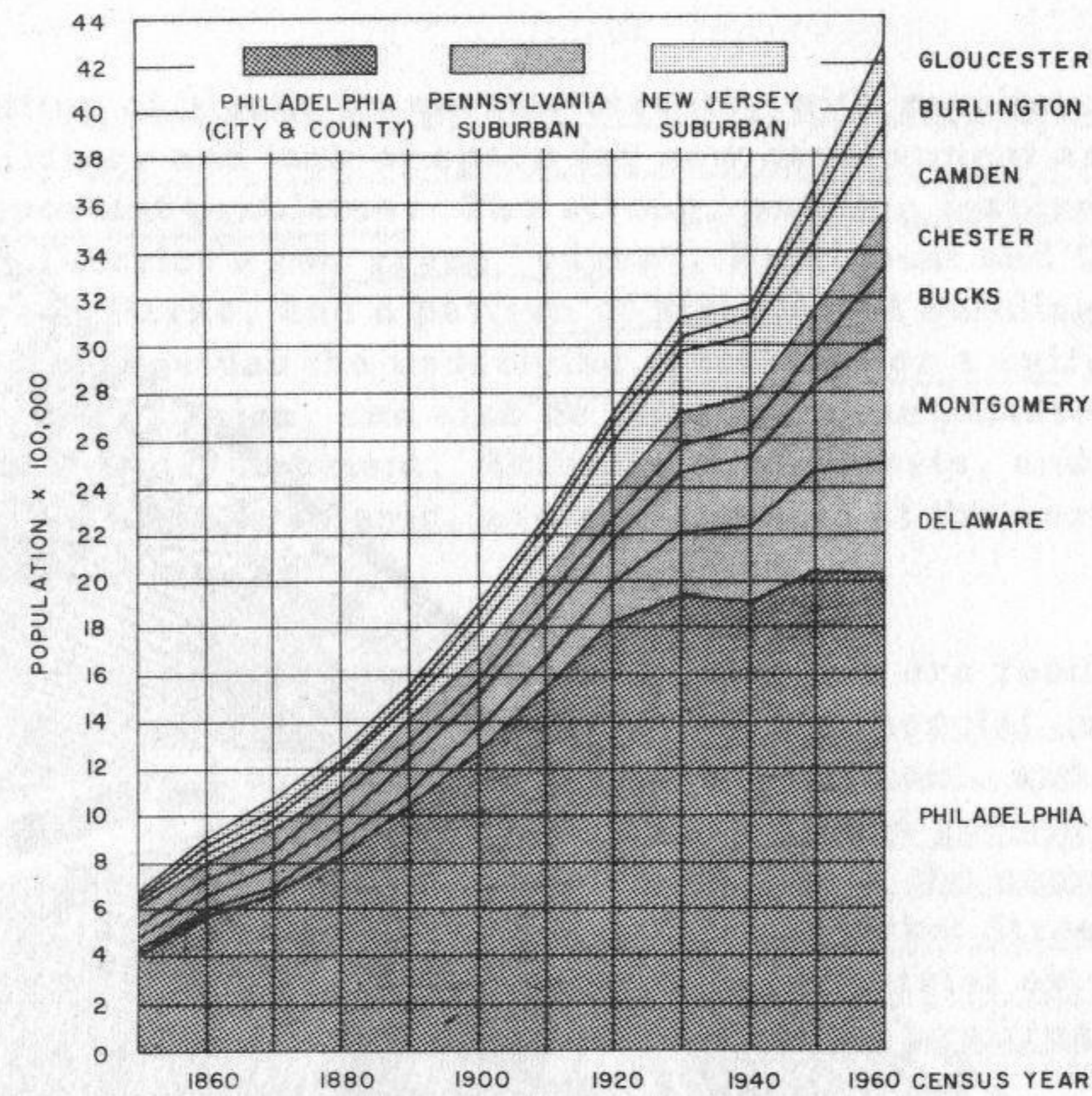


FIGURE 9 POPULATION OF THE PHILADELPHIA STANDARD METROPOLITAN AREA BY COUNTIES 1850-1960

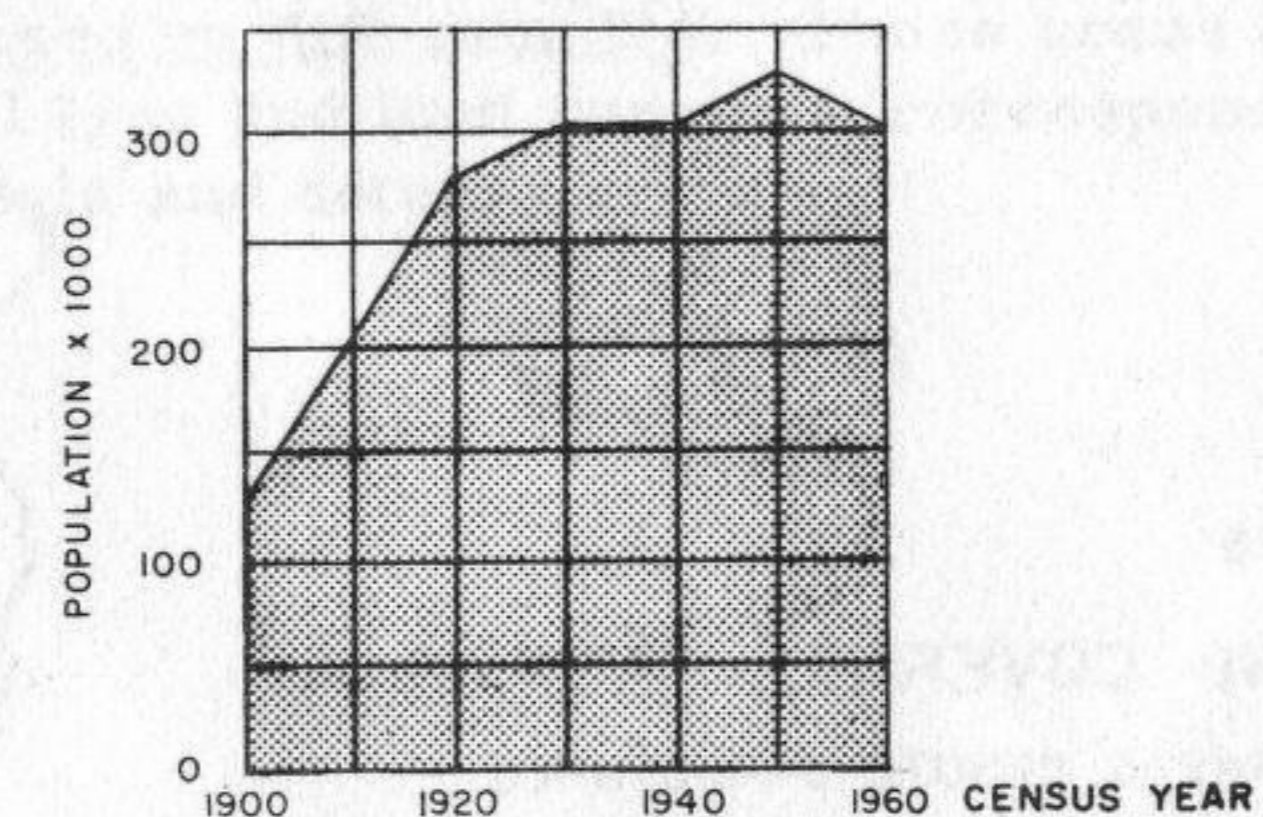


FIGURE 10 POPULATION OF WEST PHILADELPHIA 1900-1960

FIGURE 11
 NON-WHITE
 OCCUPANCY
 1960

FIGURE 11
 EACH DOT REPRESENTS
 APPROXIMATELY
 100 PERSONS

DISTRIBUTION OF
 TOTAL POPULATION
 1960

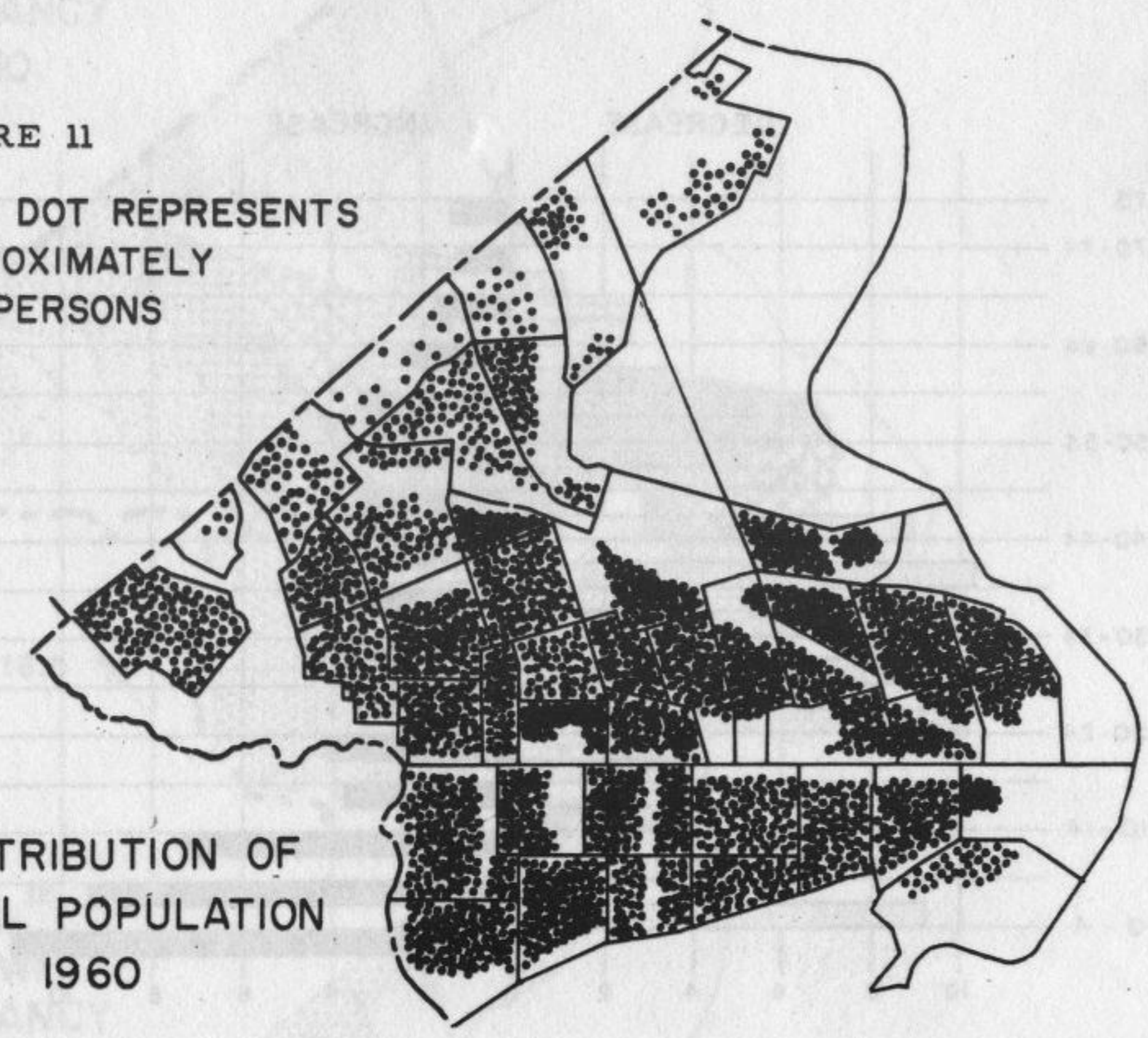
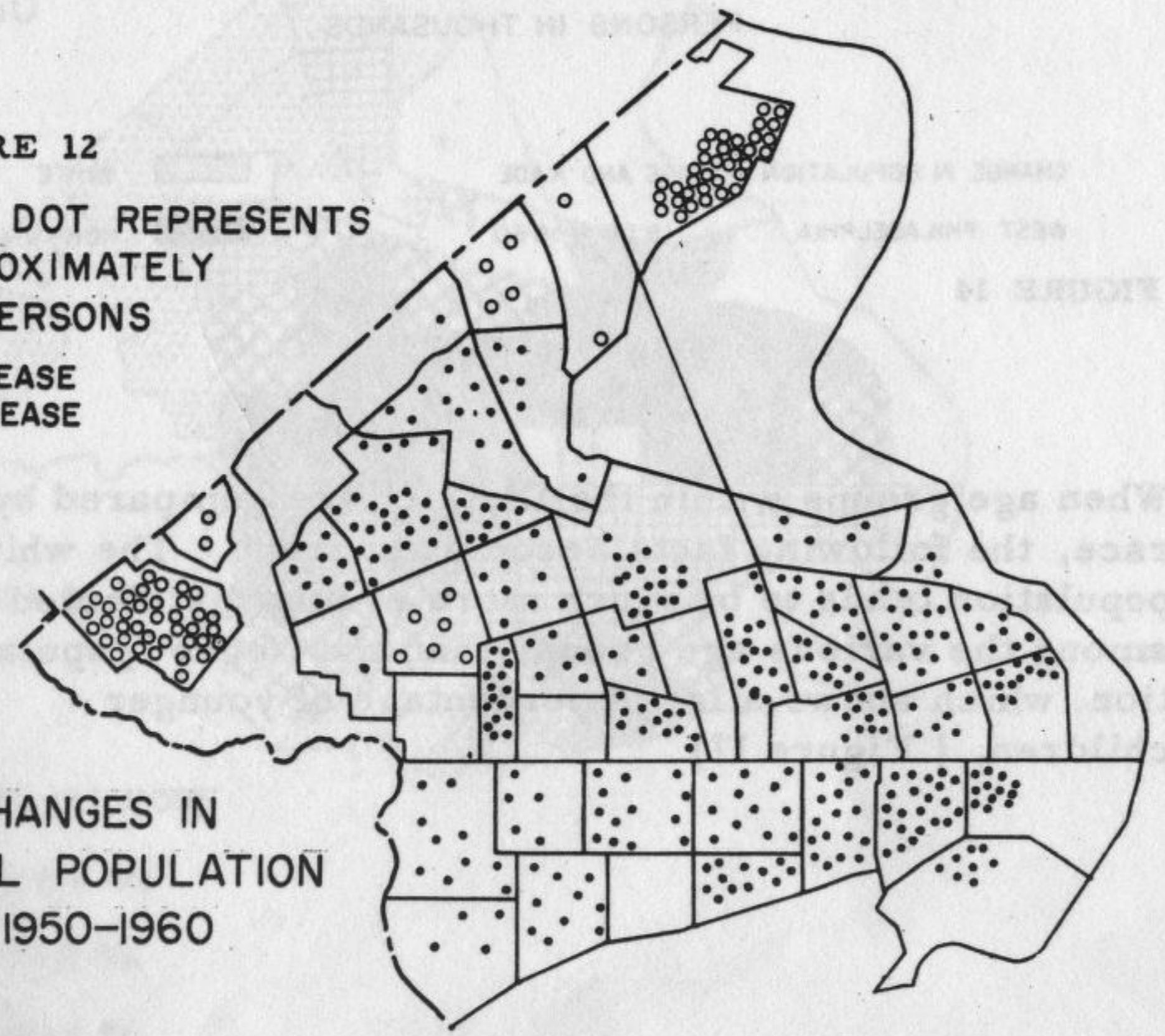


FIGURE 12
 EACH DOT REPRESENTS
 APPROXIMATELY
 100 PERSONS
 ○ INCREASE
 ● DECREASE

CHANGES IN
 TOTAL POPULATION
 1950-1960



The District's Future Population

In the Comprehensive Plan it is stated that an estimate of future population is "both an exercise in projection and a statement of objectives derived from the application of objectives for the residential land use plan." Based on dwelling unit and density objectives for arrangements, and on assumptions of the number of vacancies and household size, it was determined in the Comprehensive Plan that the District would contain an estimated 348,000 people in 1980. This figure was used to guide the construction of public facilities.

As will be explained in the chapter on Living, the downturn in the District's recent population is noted in the District Plan. Figures 11 and 12 indicate changes in population distribution in the District, 1950-1960. The maximum future population capacity of the District is reduced to 335,000 persons. The actual number of persons who use the supply of dwellings at any given point in time may, however, range well below this figure.

Changes in Population Composition

While the number of people has remained at approximately 300,000, changes in the composition of the population have been striking during the same period of years. It is important to focus on some of these changes and assess their impact on the District's future.

Racial Change

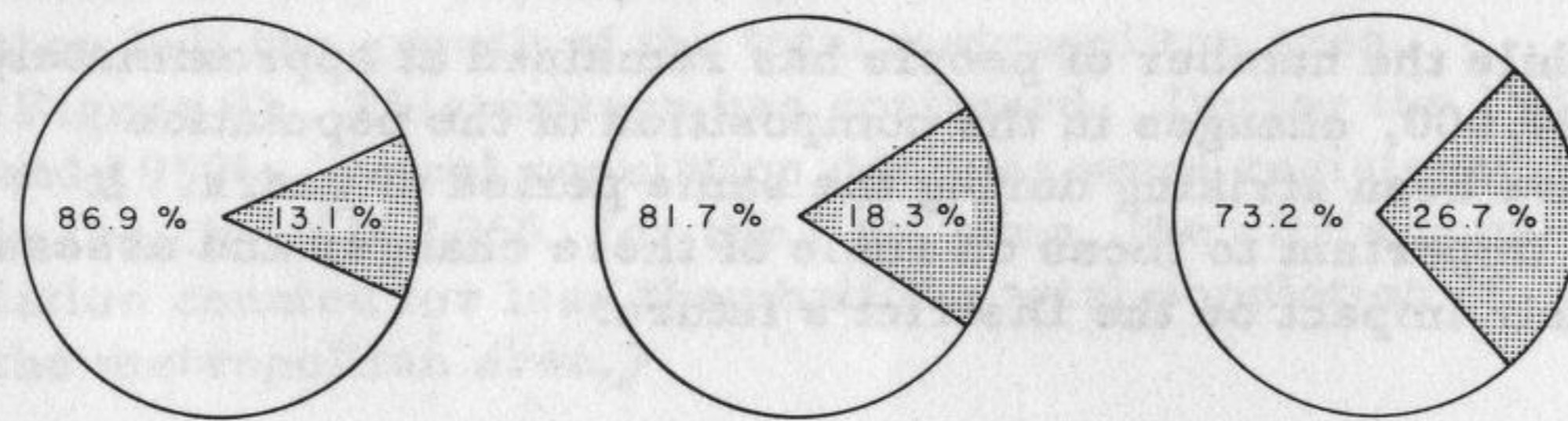
The most striking occurrence has been the outward movement of white residents and their replacement by Negro residents. Northern cities across the nation are experiencing this same phenomenon. Within the City of Philadelphia, the recent shift in West Philadelphia has been particularly pronounced. By 1960, 53 per cent of the total District population was Negro, as compared to 27 per cent for the entire city. Figure 13 indicates the shift during the past 20 years.

The nature and impact of this shift become clear when examined by age group (Figure 14). The decrease among white residents was concentrated in the family-forming age groups, 20 to 44 years old, which also represent the heart of the work force. Negroes moving in were typically younger, and had larger families. As one example, of the 66,800 non-whites moving into West Philadelphia between 1950 and 1960, over 28,300 or 42 per cent were less than 15 years old. Pressures for expansion of the District's recreation facilities, and of its schools, continue to be intensified.

Figures 15 and 16 indicate the distribution of non-white residents, by census tract, within the District.

PERCENT POPULATION BY RACE 1940-1960

CITY OF PHILADELPHIA



WEST PHILADELPHIA

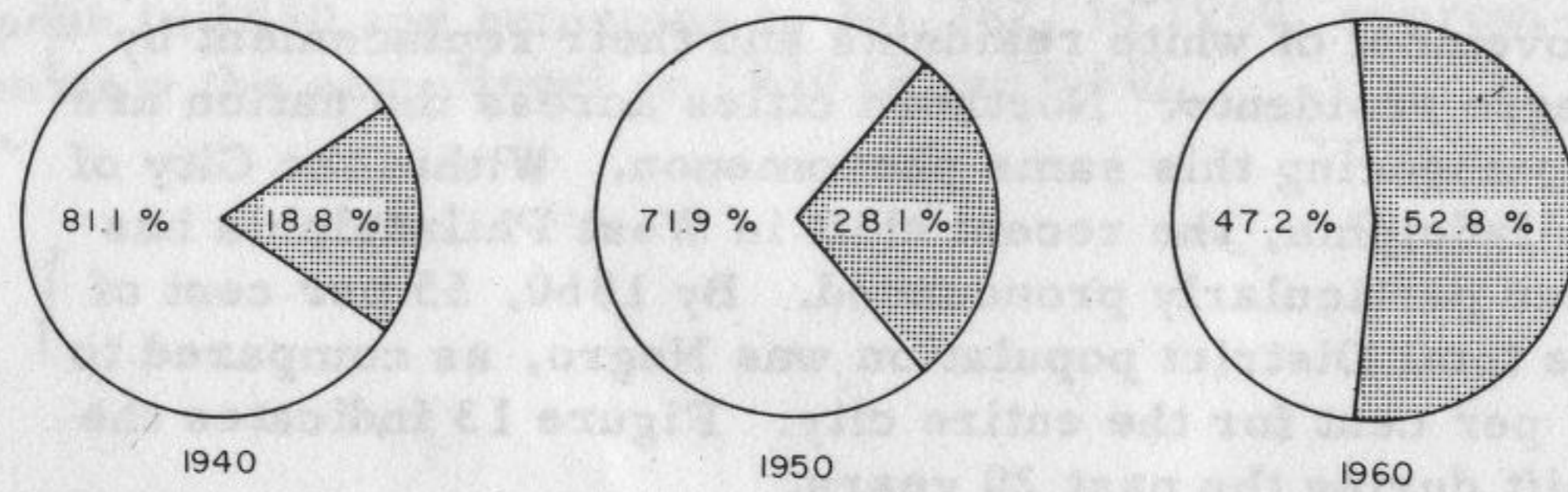
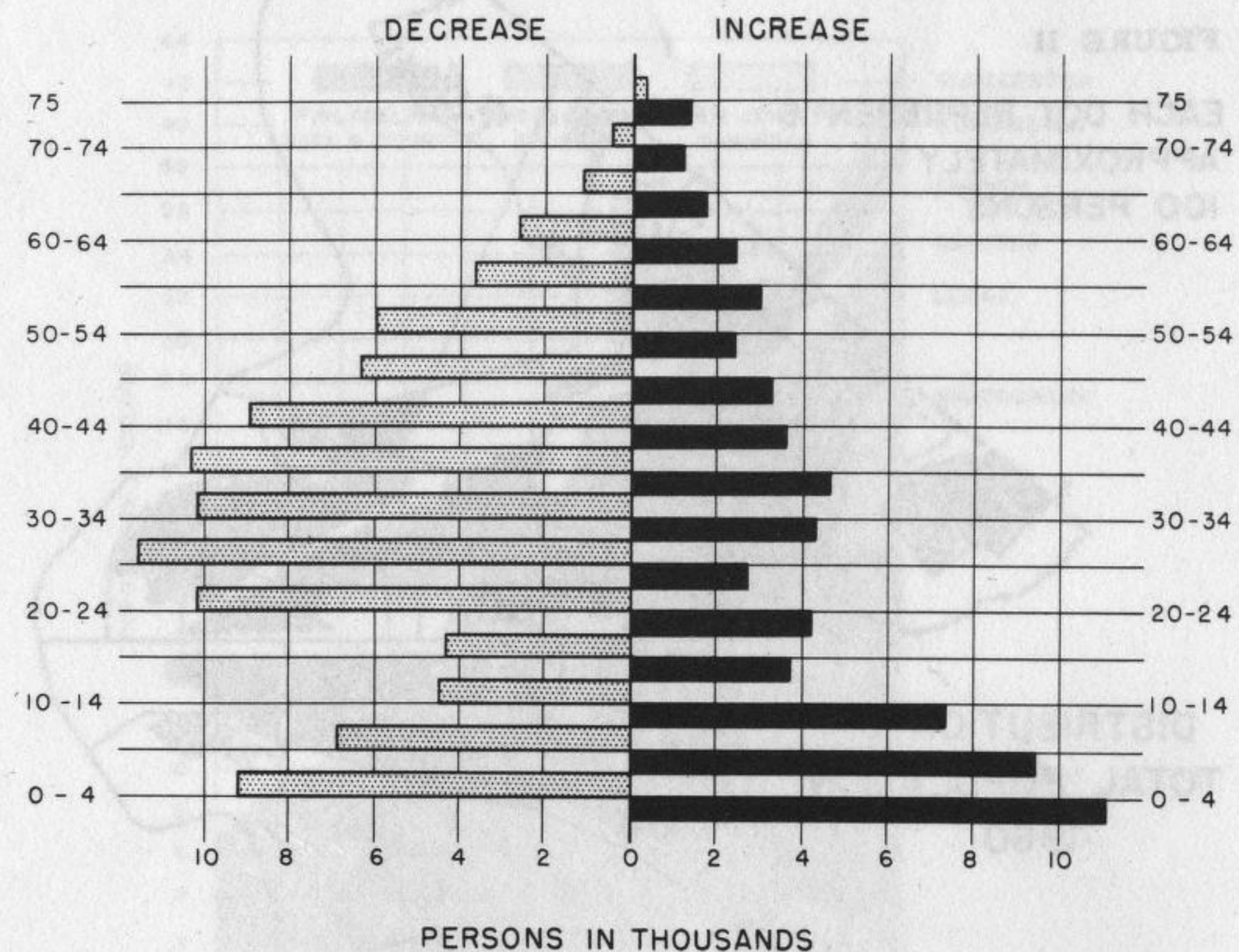


FIGURE 13



CHANGE IN POPULATION BY AGE AND RACE
WEST PHILADELPHIA 1950 - 1960

FIGURE 14

When age groups within the District are compared by race, the following facts become apparent. The white population tends to be much more evenly distributed among the various age groups than the Negro population which shows a large percentage of younger children. (Figure 17)

FIGURE 15
NON - WHITE
OCCUPANCY
1950

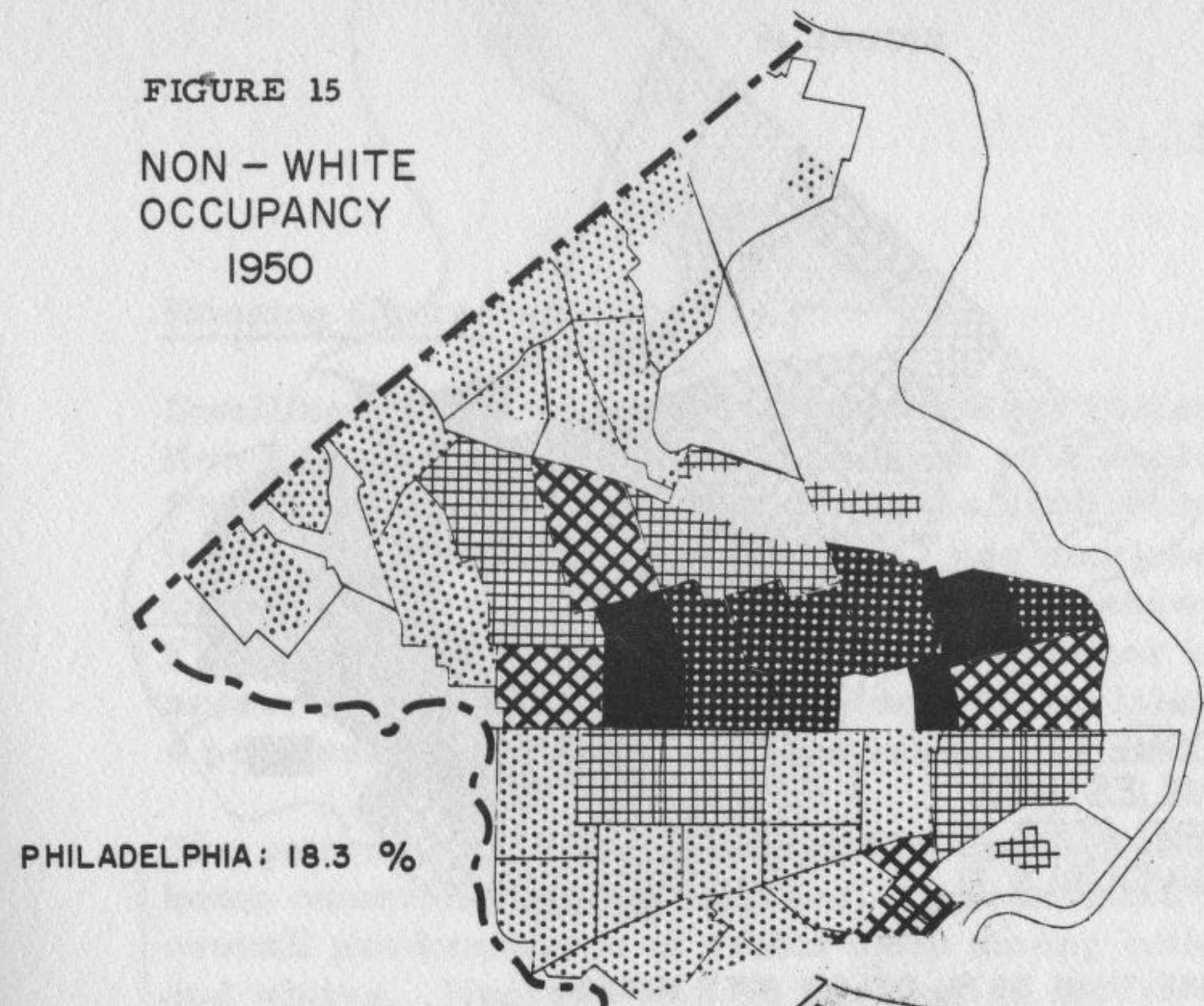
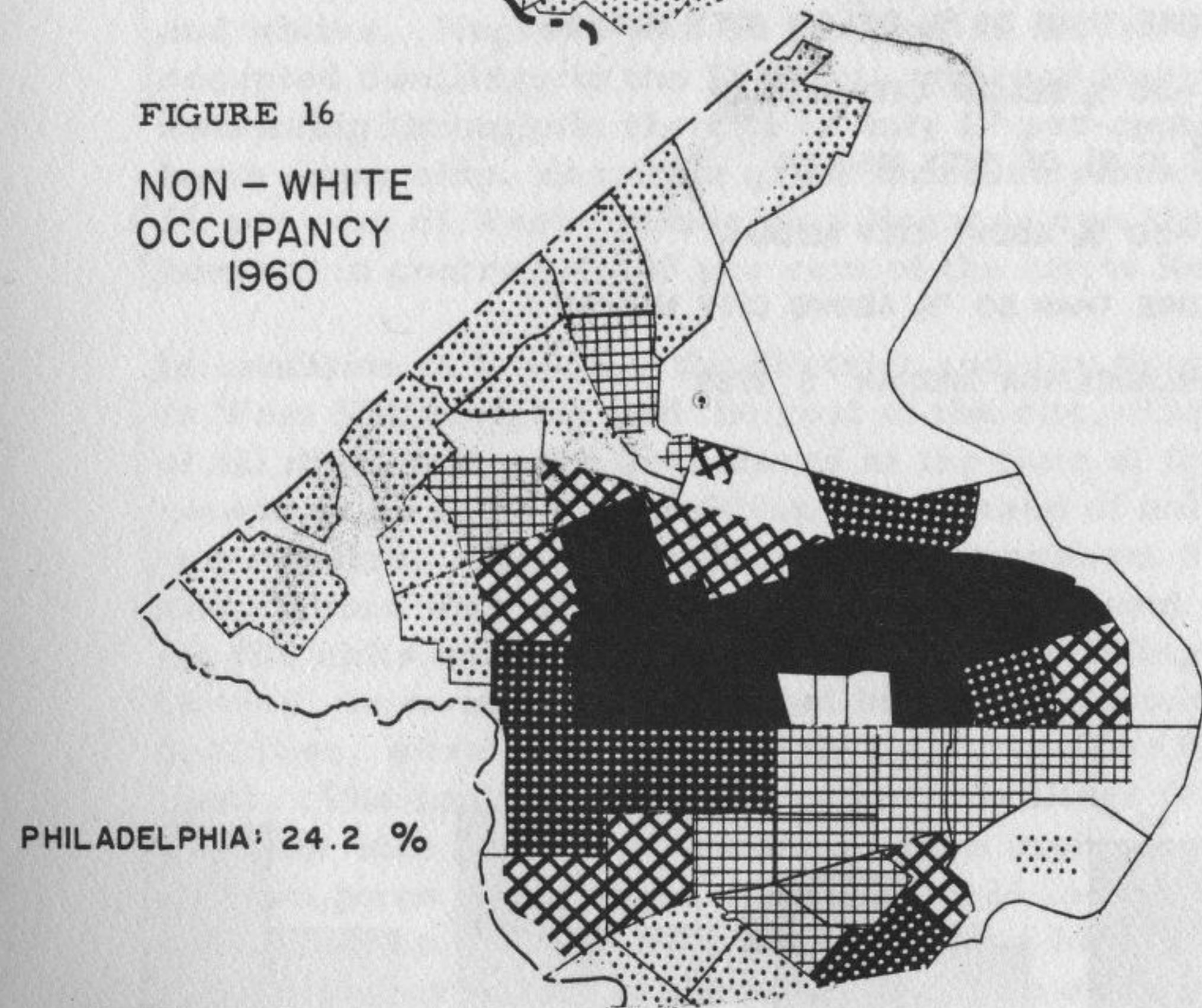


FIGURE 16
NON - WHITE
OCCUPANCY
1960



- 80 % OR MORE
- ▨ 55-79.9 %
- ▩ 30-54.9 %
- ▧ 5-29.9 %
- ▦ LESS THAN 5 %

Income Patterns

Income of families and individuals rose for residents of West Philadelphia between 1950 and 1960. Because the rise was greater elsewhere in the city, however, there was a decline in West Philadelphia's position relative to the remainder of the city. Here, again, racial disparity in income as between Negroes and whites was apparent, although the Negro families living in West Philadelphia were, on the whole, better off financially than Negroes in most other parts of the city (Figures 18 and 19).

Educational Attainment

In comparison with the rest of the city, residents of West Philadelphia have had more years of formal education. Both whites and Negroes of the District exceeded the median of school years completed by all city residents. However, 57.7 per cent of the white population over 25 in West Philadelphia and 68.4 per cent of the non-white persons over 25 have less than a high school education.

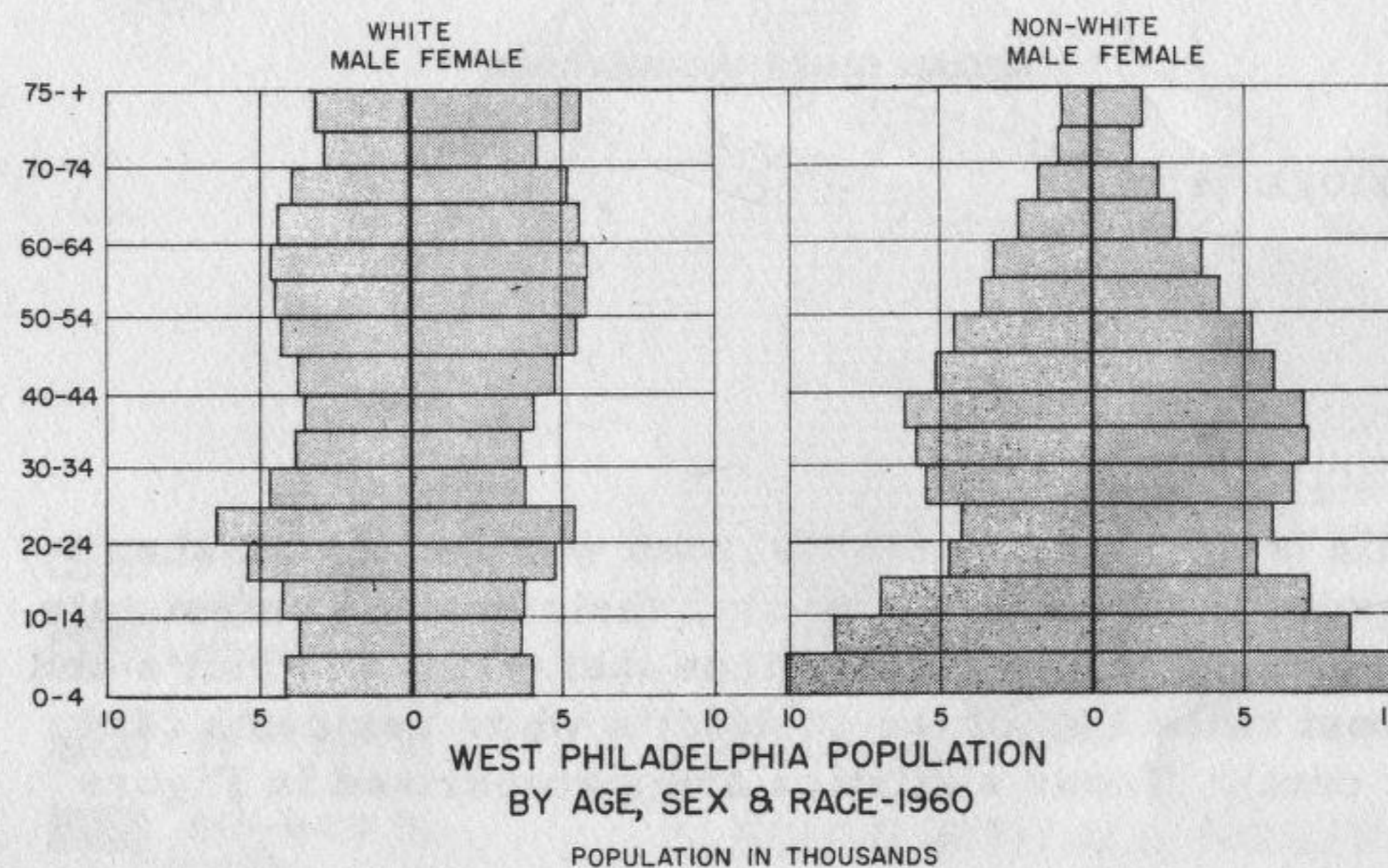


FIGURE 17

Employment Status

The 1960 figures for West Philadelphia residents show a slightly higher rate of unemployment than for the city as a whole (6.8 per cent as opposed to 6.5 per cent). That is so even though whites in West Philadelphia and Negroes in West Philadelphia showed lower rates of unemployment than their counterparts in the city as a whole (if the comparison is made within each racial group only). Within West Philadelphia, Negroes are a higher proportion of the total population than they are of the city's population.

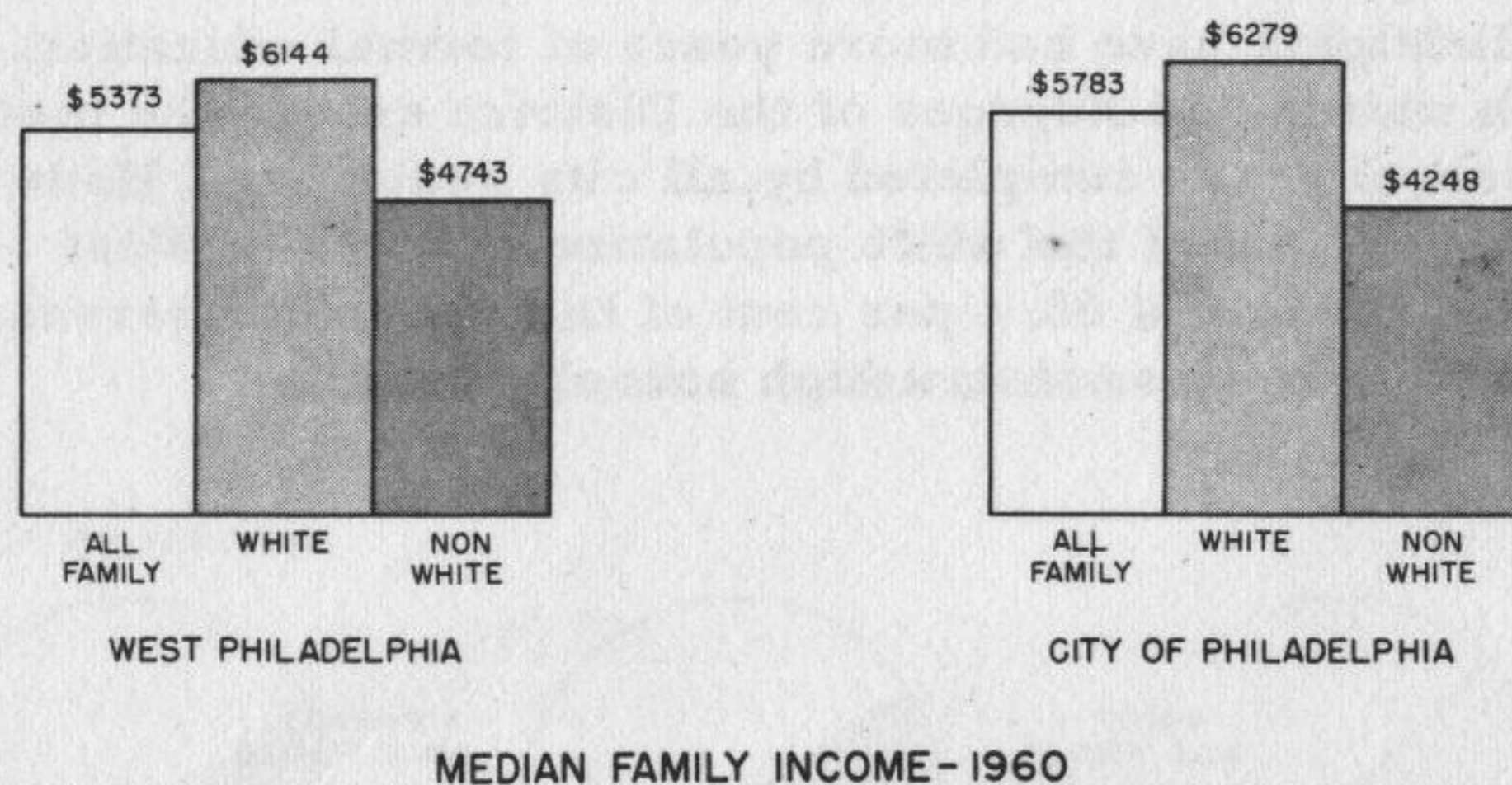
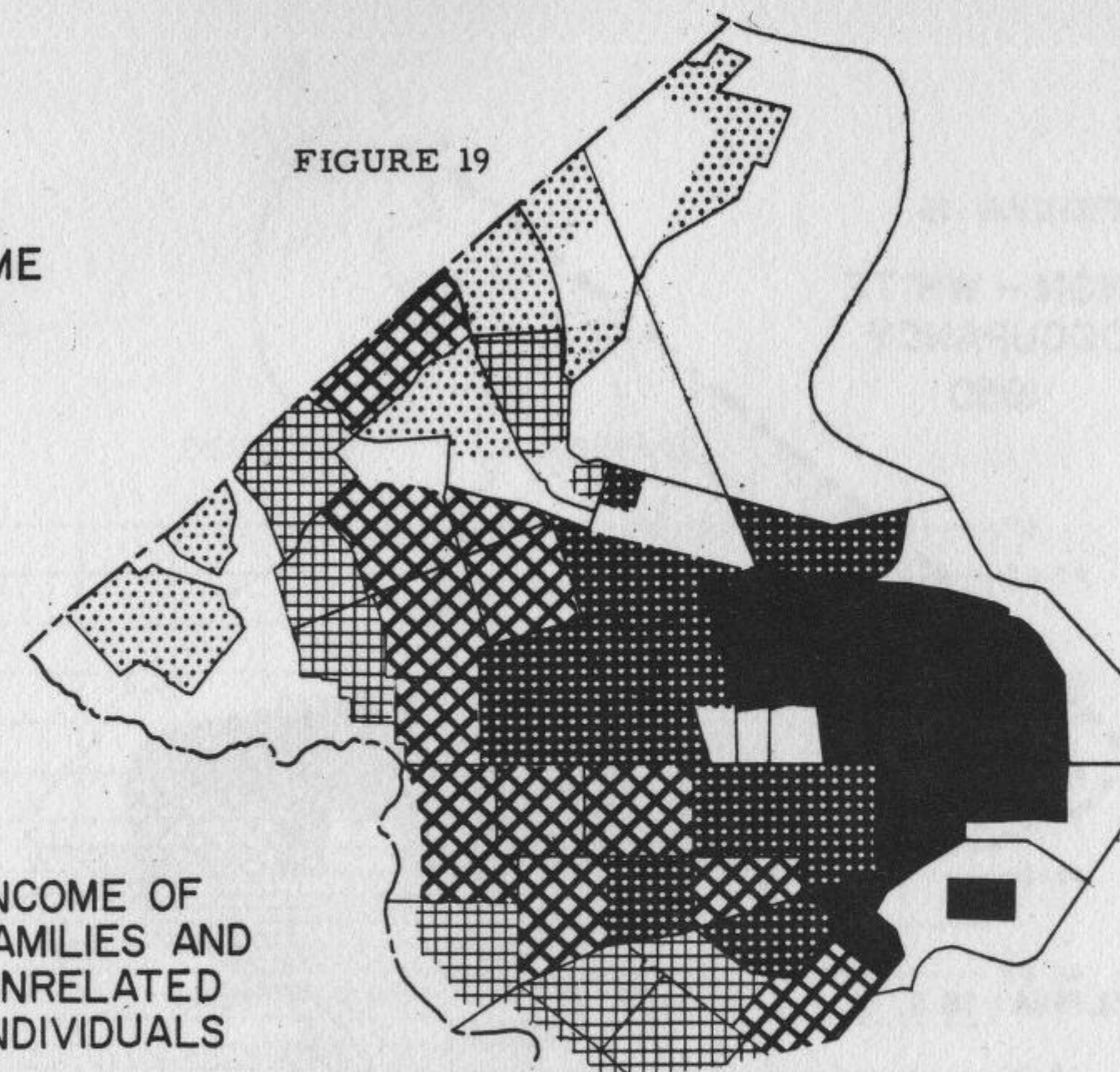


FIGURE 18

While West Philadelphia Negroes were better off than Negroes elsewhere in the city, their unemployment rate (8.6 per cent) was greater than that of the District's and almost twice that of the District's white residents (4.4 per cent). These statistics are summarized in Figure 20.

INCOME 1960



- MORE THAN 30 % BELOW CITY MEDIAN
 - ▣ 11-30 % BELOW CITY MEDIAN
 - ▤ ± 10 % OF CITY MEDIAN
 - ▥ 11-30 % ABOVE CITY MEDIAN
 - ▦ MORE THAN 30 % ABOVE CITY MEDIAN
- PHILADELPHIA MEDIAN: \$ 4789

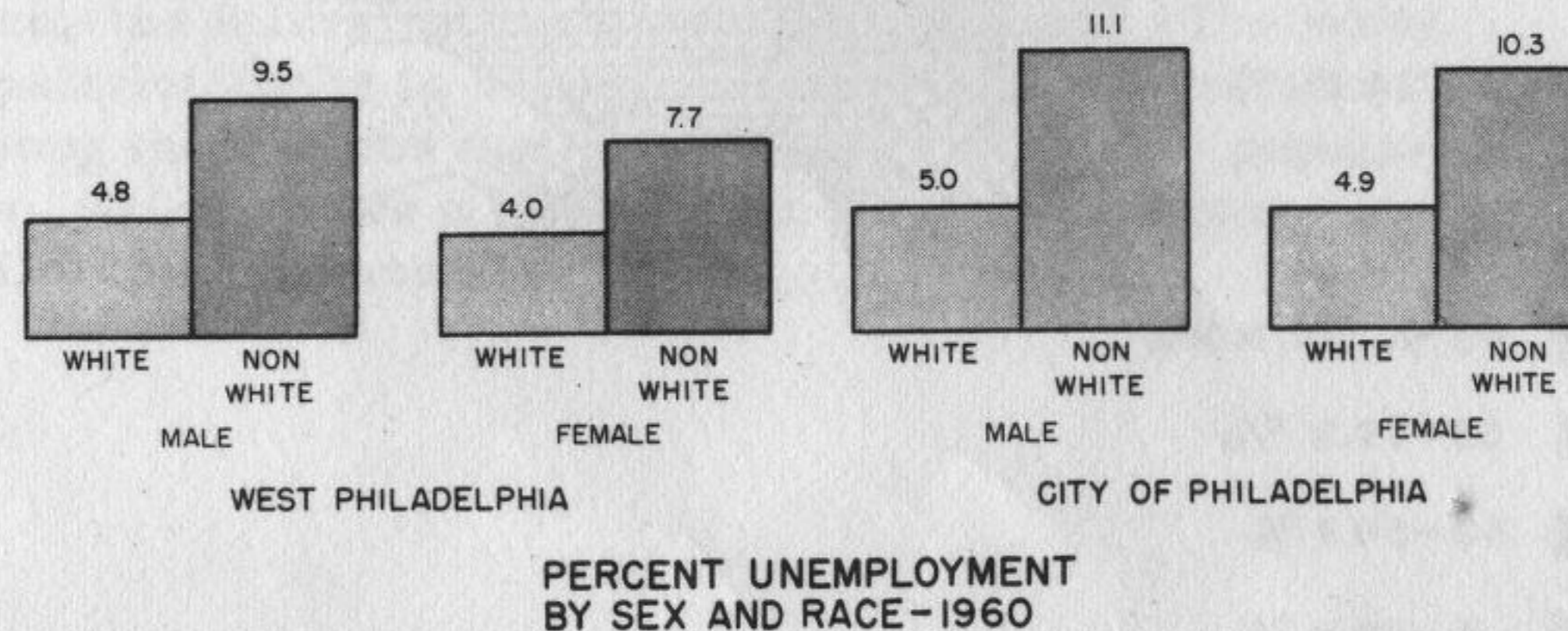


FIGURE 20

Housing Characteristics

Dwellings within which the people of West Philadelphia live differ from the city pattern taken as a whole. West Philadelphia is a community of homes, 100,863 of them in 1960, but more of these units (47 per cent) were rented than elsewhere in the city (38 per cent, as shown in Figure 21). Since vacancies tend to run higher in rental areas, this is also the case in West Philadelphia, where 4 per cent of all dwellings were vacant.

The pattern in housing is marked by the high degree of home ownership among Negroes, as contrasted to the overall predominance of rental units among both Negroes and whites. Negroes own 50 per cent of all the owner-occupied dwellings in the District, whereas Negro home ownership throughout the city is only 17 per cent of all home ownership, despite a great increase since 1950. 56 per cent of West Philadelphia Negroes own their own homes, in contrast to 43 per cent of the city's Negroes.

In condition of housing, the District and city do not differ. In West Philadelphia and the rest of the city, 85 per cent of all dwellings were considered at the time of the 1960 census to be in sound condition and in need of only routine repairs. These sound dwellings represent 85,200 units within West Philadelphia. The 15 per cent or 13,800 units within the District which, according to the Census, were unsound or lacked important plumbing facilities, were occupied largely by non-whites (75 per cent). The concentration of unsound dwellings fell within areas with low family incomes, high unemployment, and low home ownership. Figures 22-24 indicate these relationships. The Census also showed a high proportion of overcrowding in these areas. The occurrence of poor housing conditions in areas where socio-economic difficulties exist indicate the need for a variety of programs to better those conditions, coordinated with residential treatment policies.

FIGURE 21
OWNER
OCCUPANCY
1960

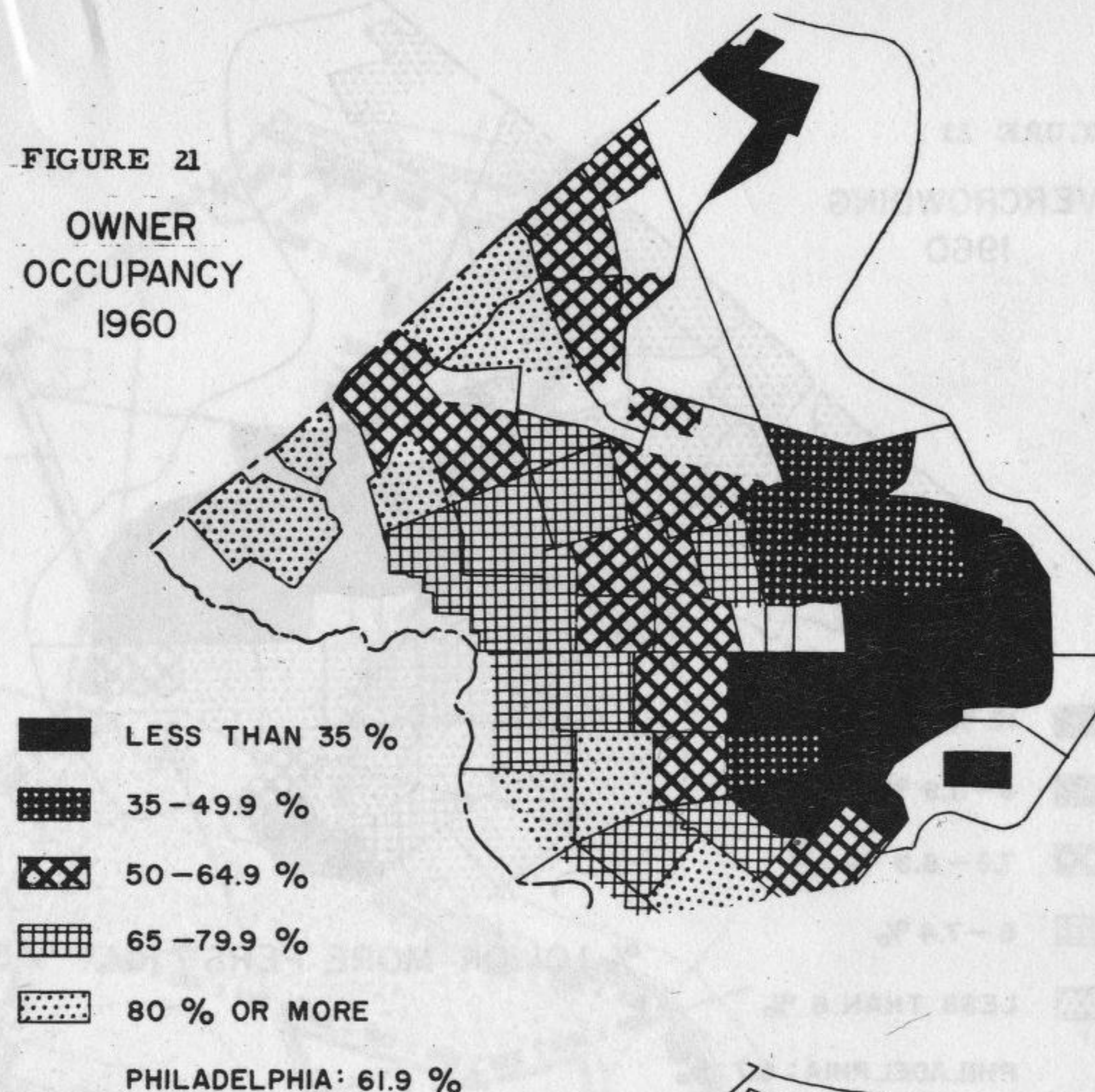


FIGURE 22
HOUSING
QUALITY
1960

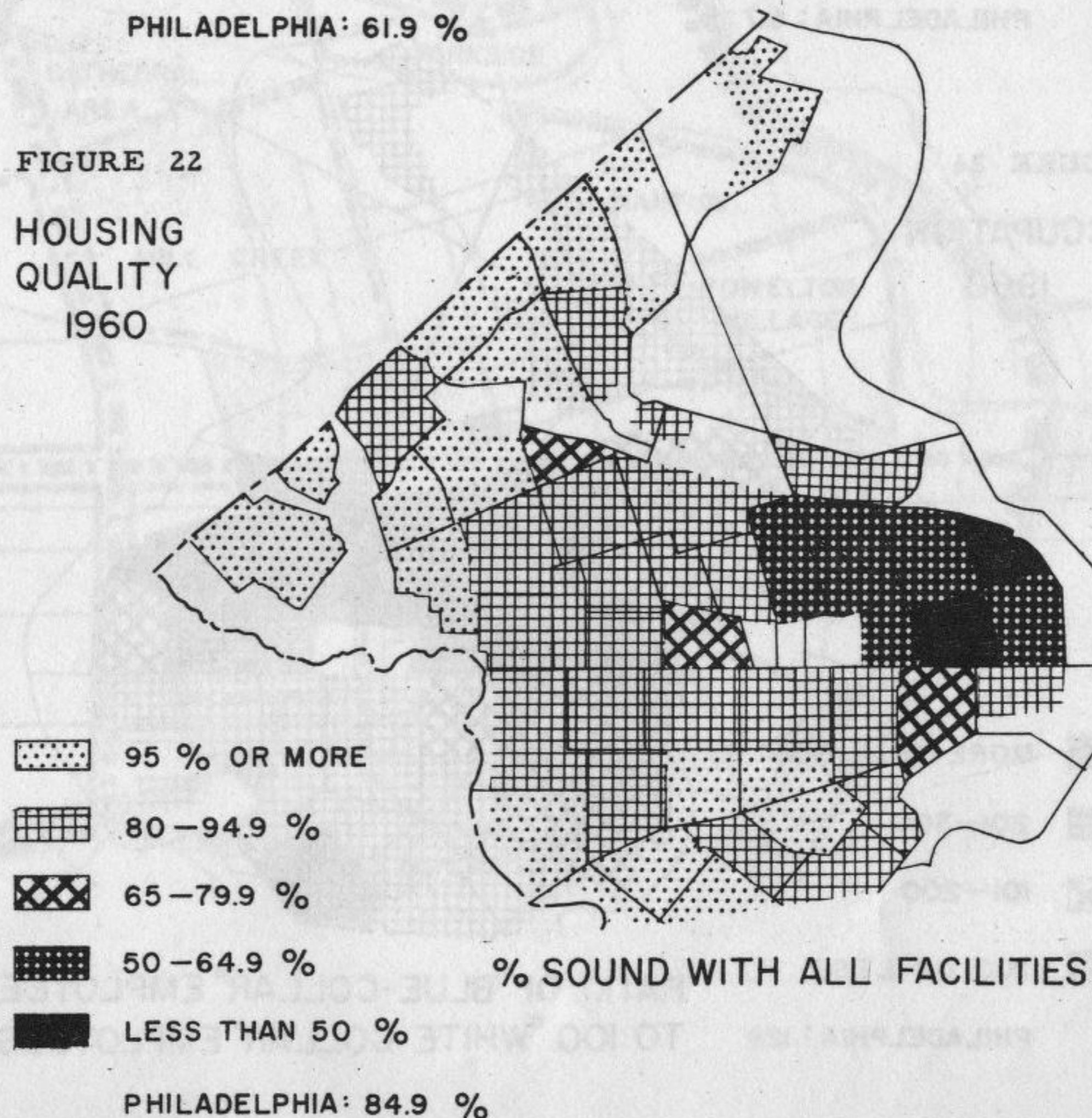


FIGURE 23
OVERCROWDING
1960

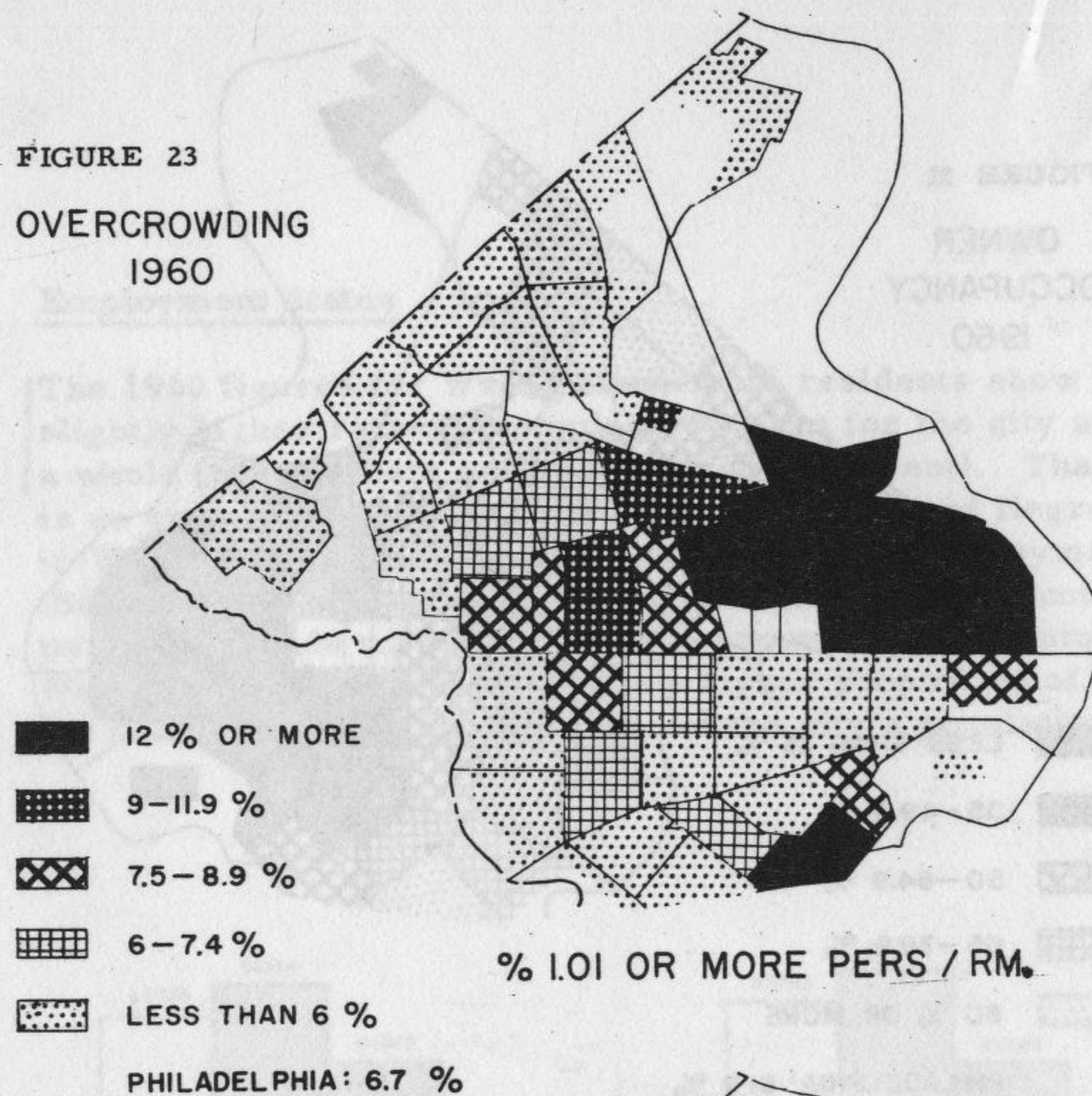
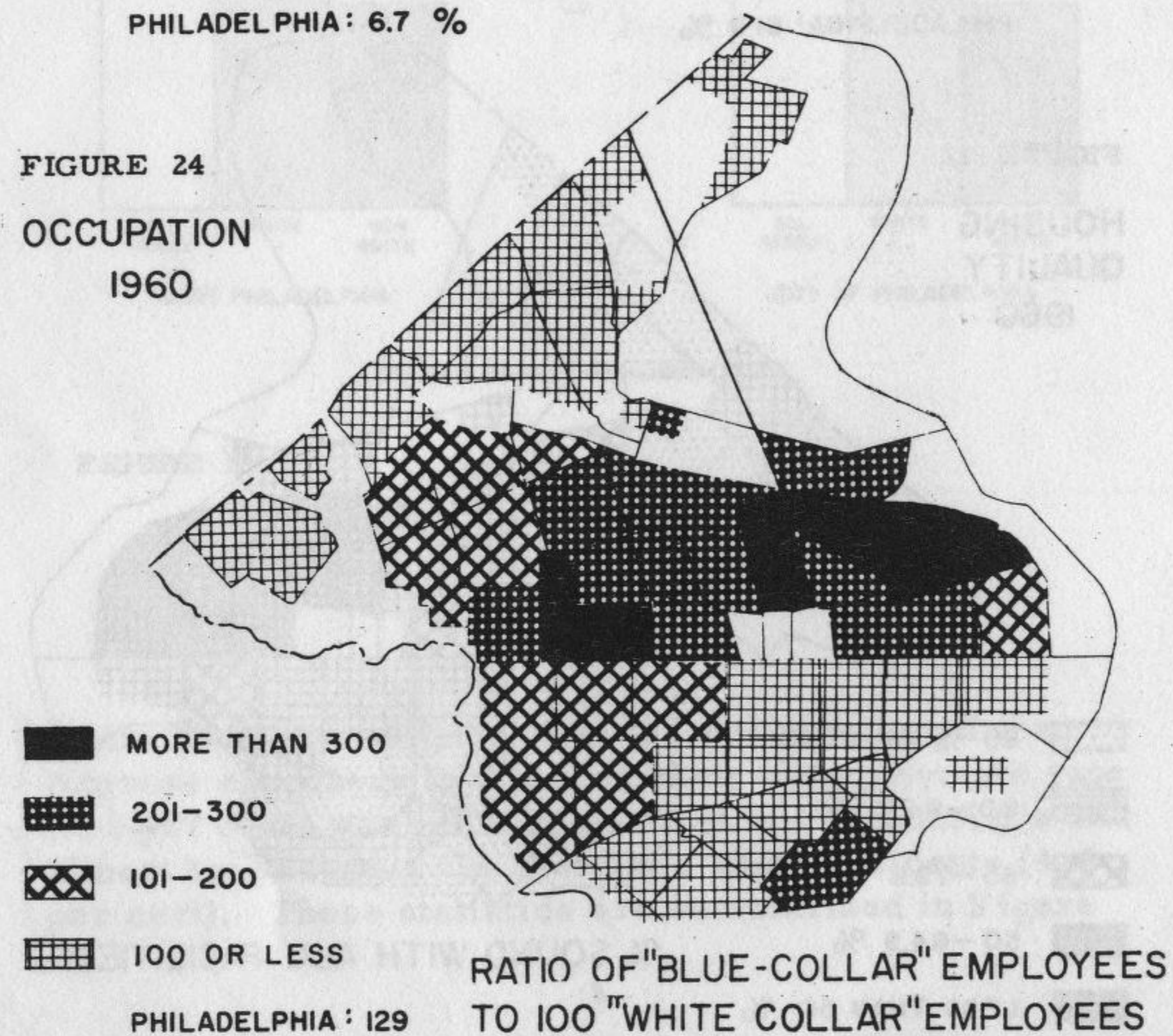


FIGURE 24
OCCUPATION
1960



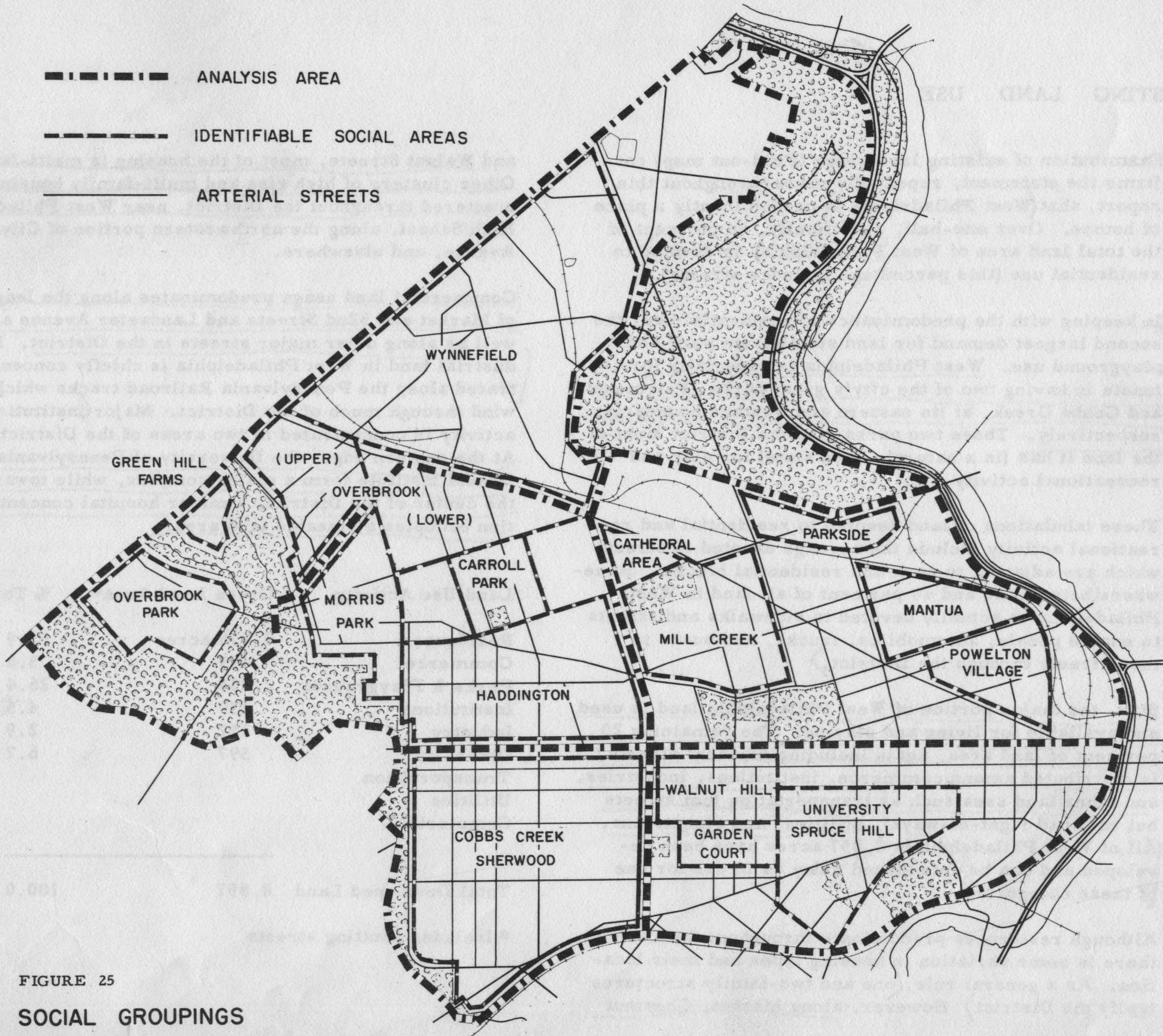
Distribution of Population and Housing Characteristics

Analysis of four key census factors - home ownership, housing condition, occupation and education - suggests several large areas containing a relatively high degree of similarity among subareas of West Philadelphia. A survey to determine the boundaries of social areas and strength of local feeling about them also was conducted, and, when related to the statistical information, resulted in the five social groupings shown in Figure 25. Other maps dealing with land use, historical development, topography, physical conditions, and structural silhouette, all have tended to fortify the argument that the District is divided into those same subareas which will be used throughout this report as a framework for analysis.

Conclusion

The trends in population growth and the changing population characteristics described above confront the city with needs which must be met if West Philadelphians are to find their district a desirable living environment. The in-migration of many Negroes, with young and growing families, raises a need for schools against which the District's school plant, and its location, have been evaluated. Increasing residential densities and the crowding of people in dwelling units are other problems which result from in-migration of large numbers of people. On the positive side, increasing home ownership among both whites and Negroes, and particularly among Negroes, indicates an increasing stabilization of the District's residential areas and the potential for developing pride in place and the motivation for self-help in maintaining those areas.

In the District Plan, an evaluation of the diverse conditions described above - the development of the District over time, its physical form and the strong physical structure which already exists, together with the characteristics of its people - has influenced the formulation of a set of objectives to guide future development, a positive design concept which articulates the District's physical form, and long-range plans for the many activities (moving, living, working, shopping, learning, and playing) which are an important part of the lives of its residents.



EXISTING LAND USE

Examination of existing land usage (Fold-out map) confirms the statement, repeatedly made throughout this report, that West Philadelphia is predominantly a place of homes. Over one-half, specifically, 54 per cent of the total land area of West Philadelphia, is devoted to residential use (this percentage includes streets).

In keeping with the predominance of residential use, the second largest demand for land stems from park and playground use. West Philadelphia is especially fortunate in having two of the city's great parks, Fairmount and Cobbs Creek, at its eastern and western boundaries respectively. Those two parks give the District most of the land it has (in a natural, open state) for play and recreational activity.

These tabulations of land devoted to residential and recreational activity include the acreage devoted to streets which are adjacent to park and residential blocks. Somewhere between 30 and 40 per cent of all land in West Philadelphia is actually devoted to sidewalks and streets to enable people, automobiles, trucks, and buses to move freely through the District.

Still, the major portion of West Philadelphia land is used and available for living and playing. The remaining 20 per cent of land area, again including adjacent streets, is distributed among commerce, institutions, industries, and other land uses such as transportation (not streets but railroad right-of-ways), utilities, and cemeteries. All of West Philadelphia's 8,857 acres have been developed and can be considered today as in use for one of these categories.

Although residences predominate throughout the District, there is some variation in housing types and their location. As a general rule, one and two-family structures typify the District However, along Market, Chestnut

and Walnut Streets, most of the housing is multi-family. Other clusters of high rise and multi-family housing are scattered throughout the District, near West Philadelphia High School, along the northwestern portion of City Line Avenue, and elsewhere.

Commercial land usage predominates along the lengths of Market and 52nd Streets and Lancaster Avenue as well as along other major streets in the District. Industrial land in West Philadelphia is chiefly concentrated along the Pennsylvania Railroad tracks which wind through much of the District. Major institutional activity is concentrated in two areas of the District. At the eastern edge, the University of Pennsylvania and Drexel Institute form a major complex, while toward the center of the District, a major hospital concentration occupies a sizeable land area.

Land Use Activity	Gross Land Area*	% Total
Residence	4,776 acres	53.9
Commerce	493	5.6
Parks & Playgrounds	2,335	26.4
Institutions	399	4.5
Industry	257	2.9
Other	597	6.7
Transportation		
Utilities		
Cemeteries		
<hr/>		
Total Developed Land	8,857	100.0

* Includes abutting streets

53%

DISTRICT OBJECTIVES

The preceding sections have described the major forces - historical, physical, social - which contribute to the present character of West Philadelphia and influence its future prospects. Neither positive forces nor disturbing trend lines predetermine the District's future, however. The purpose of planning, and of this District Plan, is to make certain that man's powers of choice, exercised individually and through his government, are given opportunities for expression; that the objectives of the citizens to be affected by public programs play a major role in directing those programs, and in shaping the future of the community.

THE PRIMARY OBJECTIVE

The primary objective of this Plan is to enhance the well-being of all residents of West Philadelphia by providing the facilities and the environment in which equal opportunity for maximum social, economic, and intellectual development becomes possible. This is not a goal that is peculiar to West Philadelphia, nor to the city as a whole; rather it is the continuing quest of free men everywhere. In 1963, however, it is a goal which offers a special challenge in the built-up and dynamic setting of West Philadelphia.

While physical developments in the District are the subject of the Plan, that powerful human objective is its underlying theme. The acres of land, the proposed shopping areas, the miles of expressways and the numbers of dwelling units recommended are all physical means of achieving this goal.

Clearly, there are many aspects of that primary goal, and many ways of achieving it. The District Plan and Program, including functional plans for the activities of living, working, moving, shopping, playing and learning, are related to a number of more specific objectives, including:

- A Safe and Secure Environment for Living
- ~~An Environment of Quality~~
- Mobility and Freedom of Location
- ~~The Expansion of Employment Opportunity~~
- ~~The Provision of Educational Opportunity~~
- A Respect for Variety and Individuality

Those objectives supplement the basic goal of providing opportunities for individual development. They have been formulated in the light of knowledge of the District's physical and social conditions, and of the aspirations and desires which concern its residents.

A SAFE AND SECURE ENVIRONMENT FOR LIVING

In a district of homes such as West Philadelphia, no single contribution to individual opportunity is more fundamental than a safe and secure environment for living. This goal cuts across the requirements of all ages, races, and family groupings and is a prerequisite to the living of a satisfying life.

In the District Plan there is set, therefore, as an explicit goal, the establishment of a desirable level of health, safety, and security, as a "floor" below which no home or neighborhood within the District shall be allowed to fall. These standards will be responsive to the needs and rising expectations of local residents, and will be constantly re-examined in the light of changes in those needs and expectations. The principle of establishing such standards is, of course, not limited to one geographical area.

This goal is central to the plan for physical development. All elements of the Plan have been examined in its light. By preventing traffic from moving at unsafe speeds along local streets, and by providing for through movement along arterials and expressways, the Plan for Transportation will contribute to this objective. The convenient location of playgrounds, schools, libraries and police stations helps to realize this goal. Action programs of urban renewal, code enforcement, and housing construction will be directed toward its achievement.

AN ENVIRONMENT OF QUALITY

Imagine for a moment that West Philadelphia is a large house with 300,000 residents. In any house, the assurance of safety and security is not enough to meet all the needs and expectations of its residents. Equally important are the layout and adequacy of its rooms, the quality of their decoration and furnishing, and the details of construction. These factors make a house attractive, give it character, and determine its marketability.

The goal of building as well-functioning and well-appearing a District as possible is implied by this image. Good design is recognized as a criterion for all changes and improvements to be made in the District - from the carpets of greenery that will connect living and shopping areas to the asphalt and concrete connections made between areas of work and play. Historic landmarks, new high-rise buildings, old streets, and new boulevards will be treated with an eye toward their contribution to a liveable environment. Adoption of this goal for the District recognizes that pride in place and pride in person go hand in hand in contributing to the individual's pursuit of happiness.

MOBILITY AND FREEDOM OF LOCATION

The preceding goals have concerned physical development, the traditional concern of planning commissions. But parallel efforts also must be made in the economic and social realms of low income, lack of skills, and lack of social acceptance which have been vividly depicted in earlier graphs and which have special relevance to many newcomers to the District, if all West Philadelphians are to fulfill themselves as individuals and as members of a community.

One fundamental attack on these conditions is to assure social mobility for all persons. For this reason, a goal of "locational freedom" is endorsed as a prime policy of the City of Philadelphia. This goal is relevant to the selection of places of residence, means of livelihood,

and points of social interaction. While dependent in part upon adjustments in human relations, and correction of underlying socio-economic conditions, this is also a goal to which a physical plan can contribute.

A basic policy of the City must be that everyone who wishes to live in West Philadelphia shall be able to satisfy reasonable housing wants within the District. This goal is realized in West Philadelphia by planning residential areas of varying styles and concentrations of dwelling units to permit a balance of ages, family types and income levels, wherever opportunities for new development or applicable programs exist. Public facilities, such as schools and playgrounds, are located according to impartially applied standards, irrespective of population differences, in order to provide equal opportunities for development. As a central theme, our goal must be to provide maximum accessibility between all activities and areas within the District. This goal is intended not only to facilitate movement, but also to increase chances for personal contact and interaction. While physical accessibility and social mobility are not the same, freedom of movement in physical terms, and accessible opportunities for personal development, can contribute indirectly and directly to social mobility.

THE EXPANSION OF EMPLOYMENT OPPORTUNITY

Rising personal incomes provide one essential way to increase social mobility and arrive at self-reliant solutions to living problems. The most effective means of removing a slum is to upgrade the economic capacity and the motivations of its inhabitants. Economic growth must, therefore, be stimulated in a variety of ways. It is clear that growth benefiting the District will occur not only within West Philadelphia, but elsewhere in the city and throughout the region. It is equally clear that land and buildings alone will not suffice to reduce existing unemployment and provide job opportunities for the District's future labor force. Opportunities for learning new skills and for upgrading current skills are equally important.

Within West Philadelphia, present industrial areas must be improved and important new areas - located at points of high accessibility, and carefully selected in relation to neighboring land uses - must be opened up. The pattern of shopping areas and business opportunities throughout the District must be fortified. Finally, efficient, accessible, and inexpensive transportation for use between home and job, wherever the latter may be located, must be made available to all citizens.

THE PROVISION OF EDUCATIONAL OPPORTUNITY

One significant means of providing the tools for self-development, namely, an adequate education, is the prerequisite to all the goals previously set forth. For this reason, schools are a basic element of the District Plan. Targets are presented for long-term development of the District's schools, as well as its facilities for higher education. Physical facilities designed to inspire the young, to contribute to a goal of positive integration, and to offer a variety of opportunity for educational development will be the goals of the Plan for Schools. Proposals for location and distribution are based on standards calling for convenience, multiple use, and inviting design.

A RESPECT FOR VARIETY AND INDIVIDUALITY

In the quest for comprehensiveness, there is a tendency to lose the individual, the unique, or the hard to classify. This problem is faced in the drawing of a land use map, which generalizes differences into a single, predominant pattern and appears to ignore the small but significant individual facility. It is faced in the delineation of residential densities by subarea, which generalizes contrasting blocks into an "average" pattern. Flexibility and variety in the development of the District will insure the provision of genuine freedom of choice. It is the dynamic tension between order and variety, general and individual, stability and flexibility, which give strength, vitality, and humanity to an urban area.

To assure consideration of all those qualities, while a particular plan for the development of the District is recommended in this Plan, the possible choices among

objectives and alternative means of achieving those objectives are carefully emphasized. A level of detail in land use designation which would severely inhibit free choice in future development is not intended. A set of land use relationships which provide an environment in keeping with the aspirations spelled out in this statement of objectives are established by the proposals for land use.

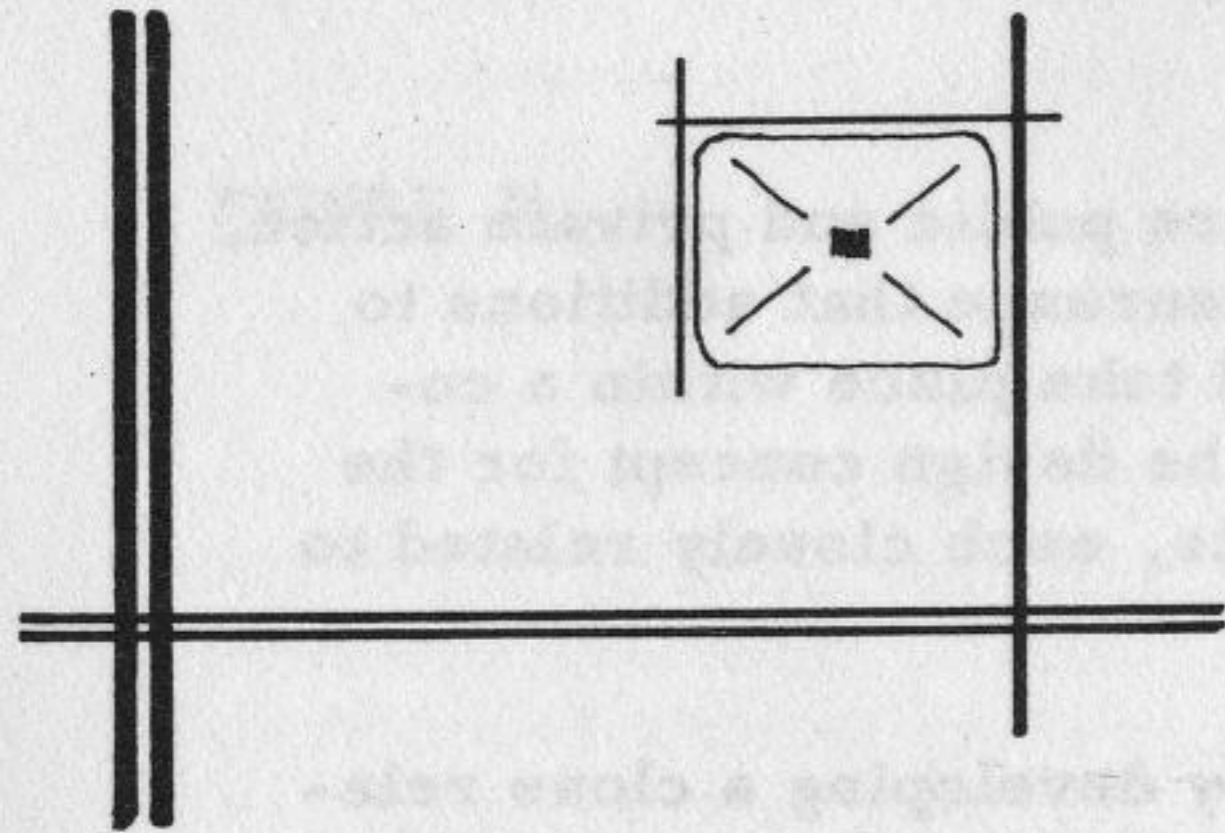
Within these guidelines, the Plan will be used in both public and private decision-making over the years. Controls to carry out the Plan are subject to established procedures of review, as are all future refinements and adjustments to it. These procedures assure responsiveness to community desires and consideration of minority points of view during the process of implementation.

PUTTING THE OBJECTIVES TO USE

In applying these objectives to the breadth of proposals considered in the Plan, there is a constant need to choose among alternatives and to weigh the costs and benefits of each decision. For example, should land now in residential use, occupied by deteriorated structures, be redeveloped to permit industrial development? New industry will provide employment opportunities and, by adding to the tax base, will allow improvements in public services to assure a safe and secure environment. New industry also will involve the displacement of families and directly affect their goals and interests. In renewing a great city, these, and similar choices regarding the expansion of major institutions, provision of open spaces, and provision of parking areas, must be made. In the pages that follow, the proposals of the District Plan will be presented with constant reference to the District Objectives discussed above. Reference to the accompanying chart shows the close relationship between policies of the Plan for Land Use and the objectives. The implications of each proposal, its effect on the people of the district, and on the city of which they are part, will be more clearly understood as each is related back to the general values which underlie the plan. Identification of the costs and benefits of each proposed action illustrates the ways in which the basic goal of the plan, and its supporting objectives, are being achieved.

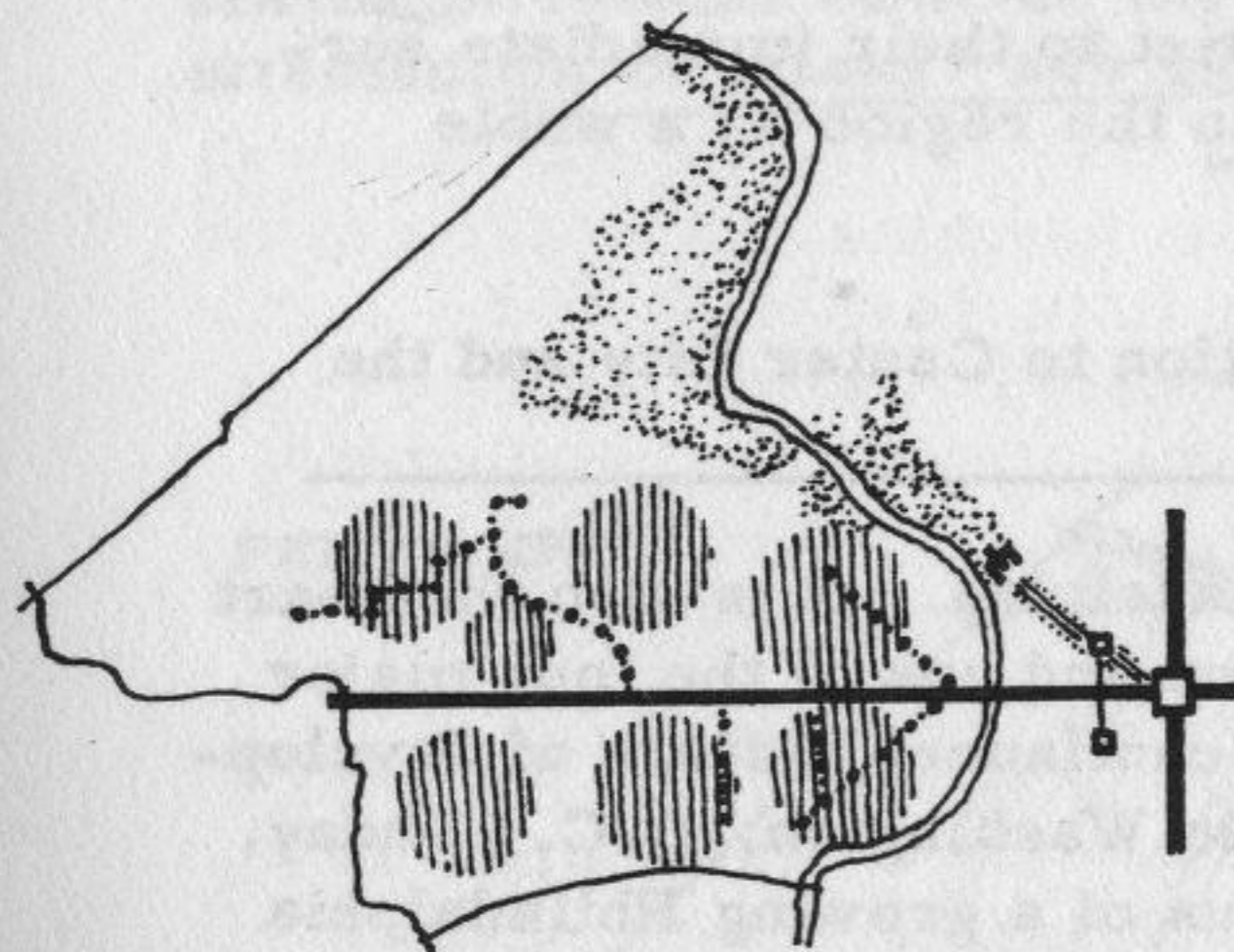
TO ENHANCE THE WELL-BEING OF ALL THE RESIDENTS OF WEST PHILADELPHIA...

A SAFE AND SECURE ENVIRONMENT FOR LIVING



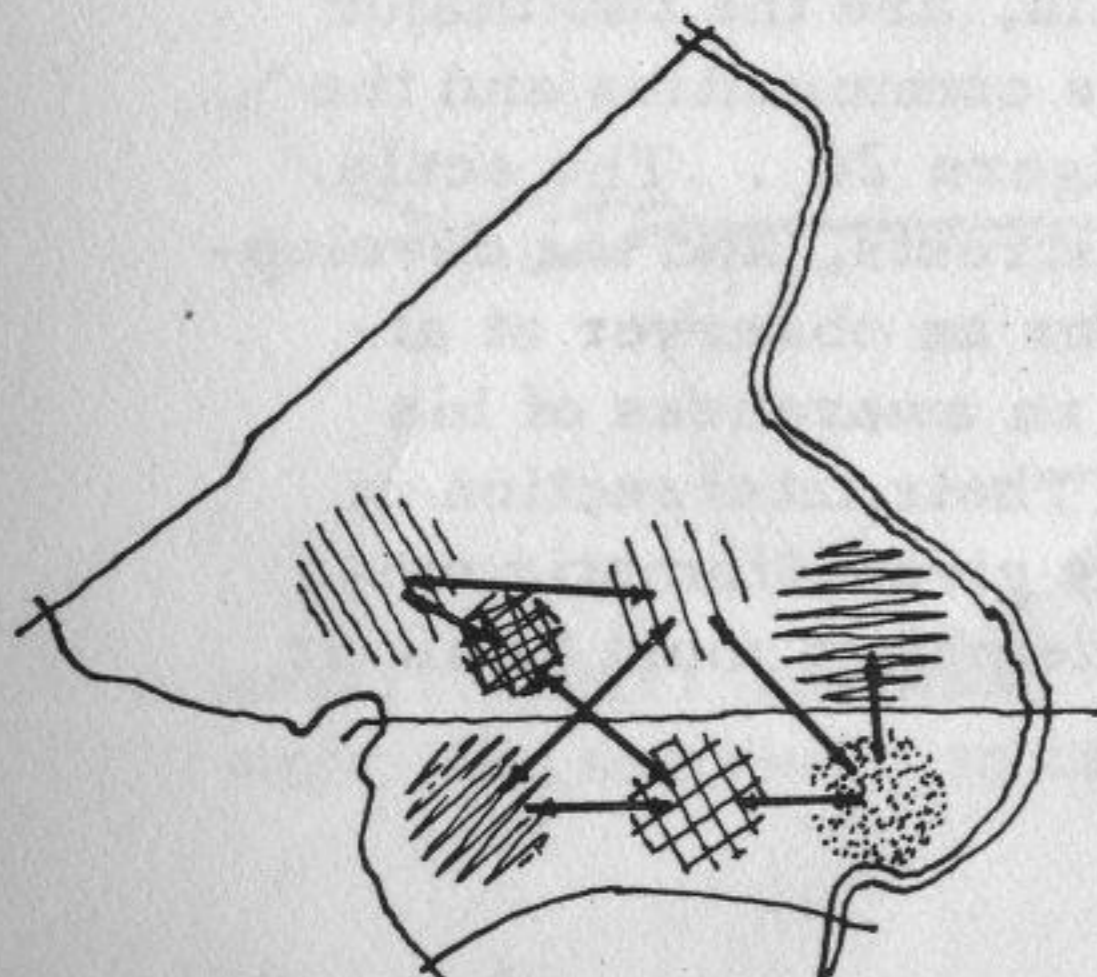
- A careful relationship of community facilities and neighborhoods to safe access and convenient transportation...

AN ENVIRONMENT OF QUALITY



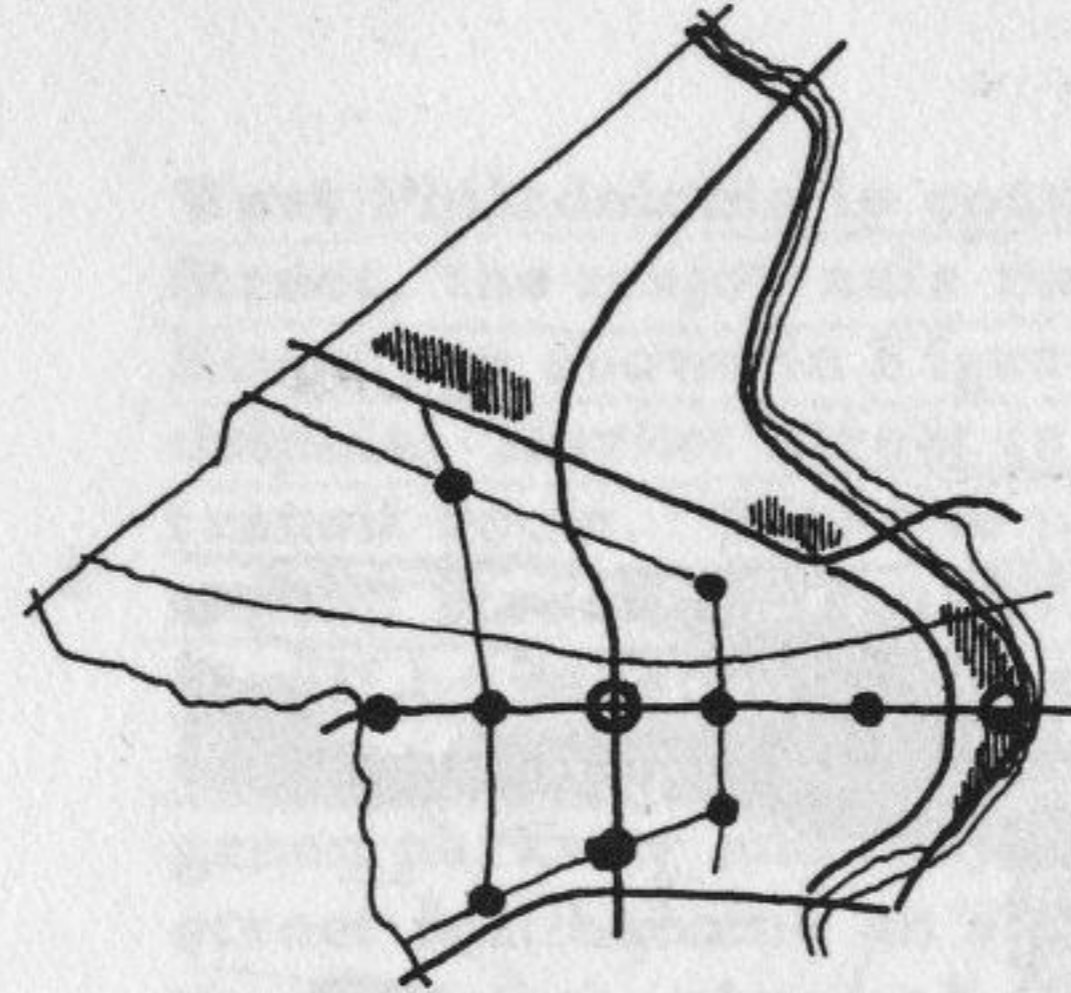
- Relation of community, District, and City through strong design features...

MOBILITY AND FREEDOM OF LOCATION



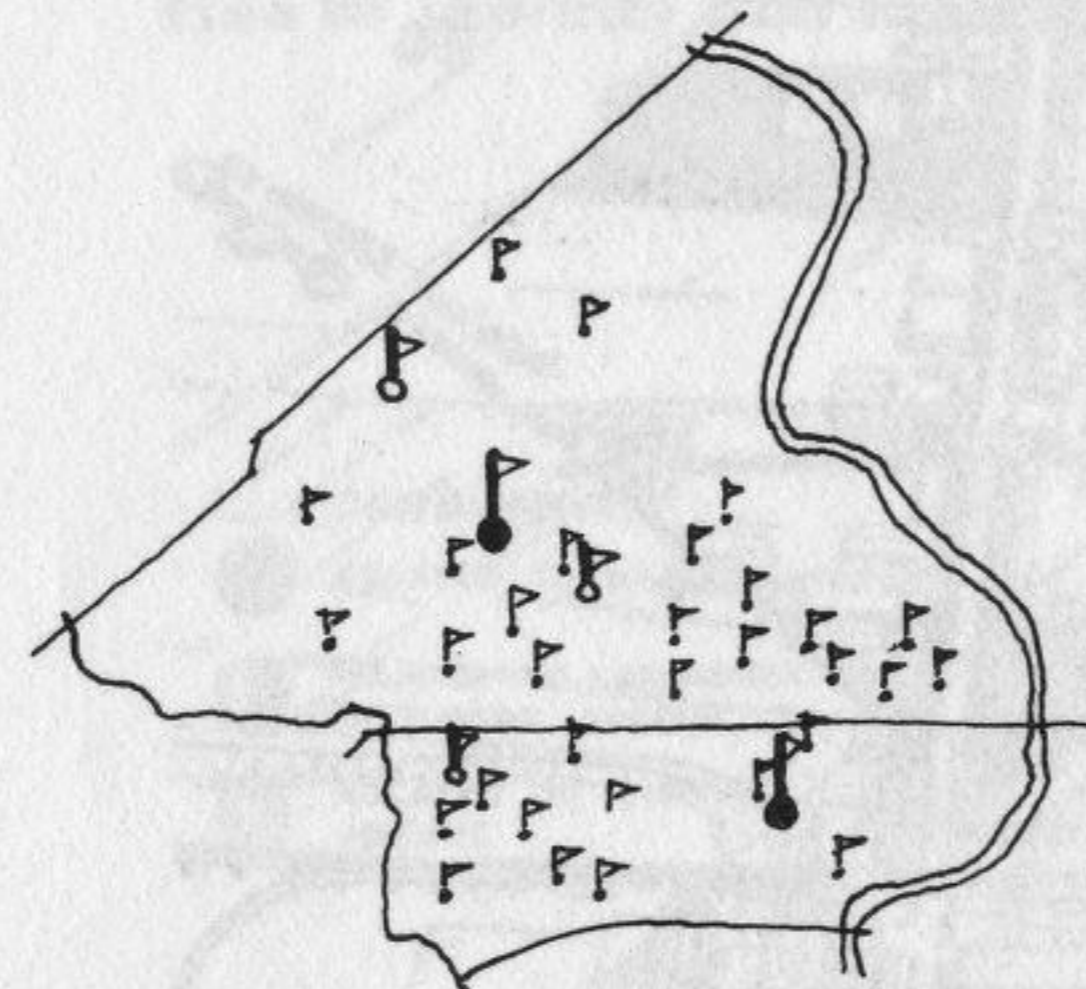
- A variety of housing opportunities, including many densities and price ranges...

THE EXPANSION OF EMPLOYMENT OPPORTUNITY



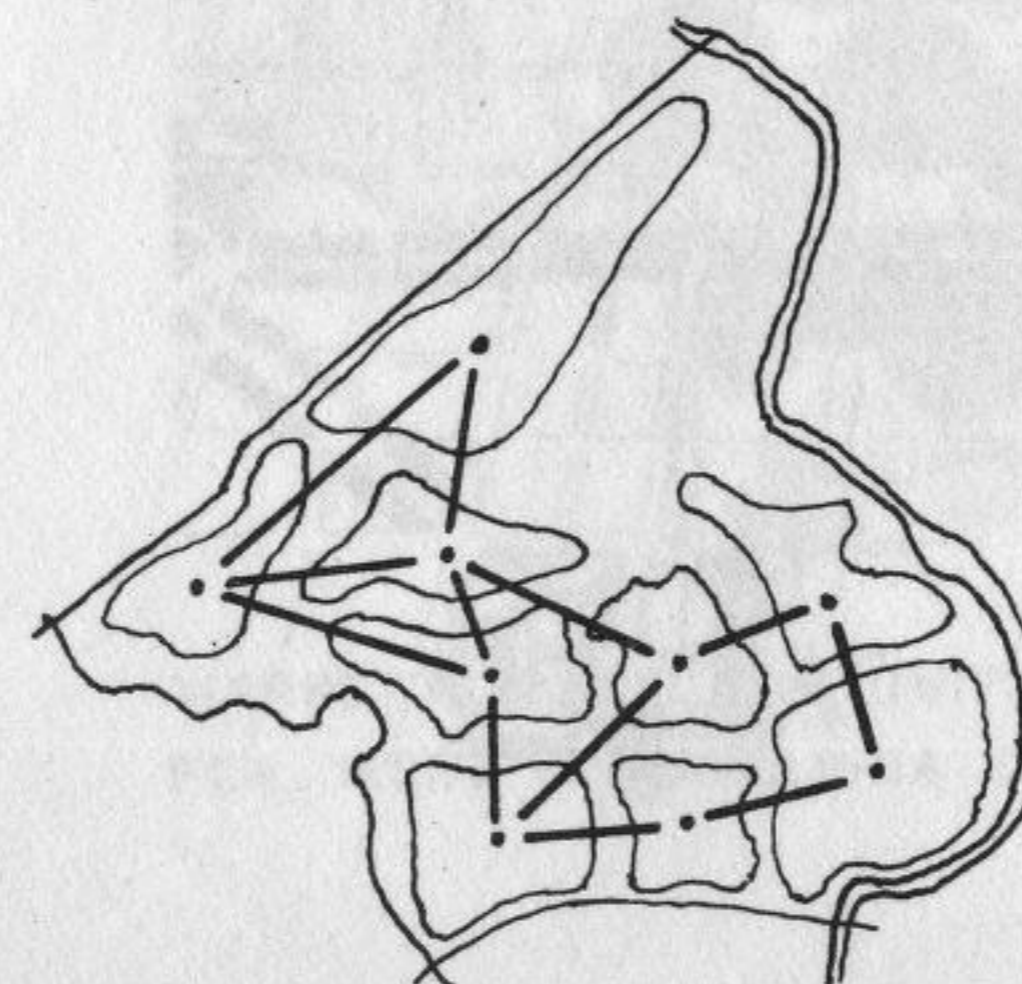
- Points of interchange developed for places of work...

THE PROVISION OF EDUCATIONAL OPPORTUNITY

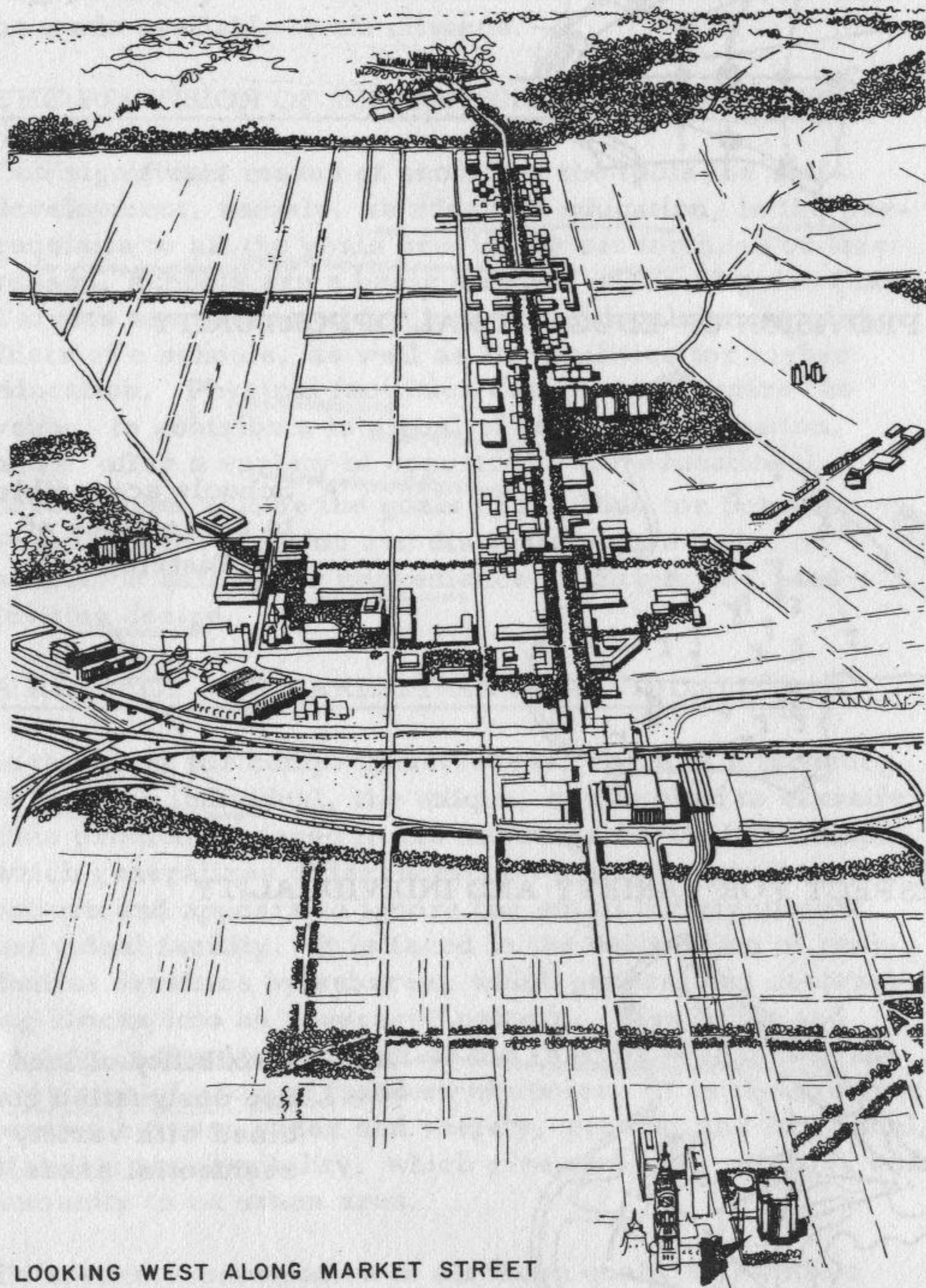


- Schools accessible to all sections of the District...

A RESPECT FOR VARIETY AND INDIVIDUALITY



- Flexibility of land use designation combined with variety in residential areas...



LOOKING WEST ALONG MARKET STREET

THE DESIGN CONCEPT

In presenting a guide for future public and private action, the District Plan provides assurance that additions to the physical environment will take place within a coherent design framework. The design concept for the District is based on two points, each closely related to the District Objectives:

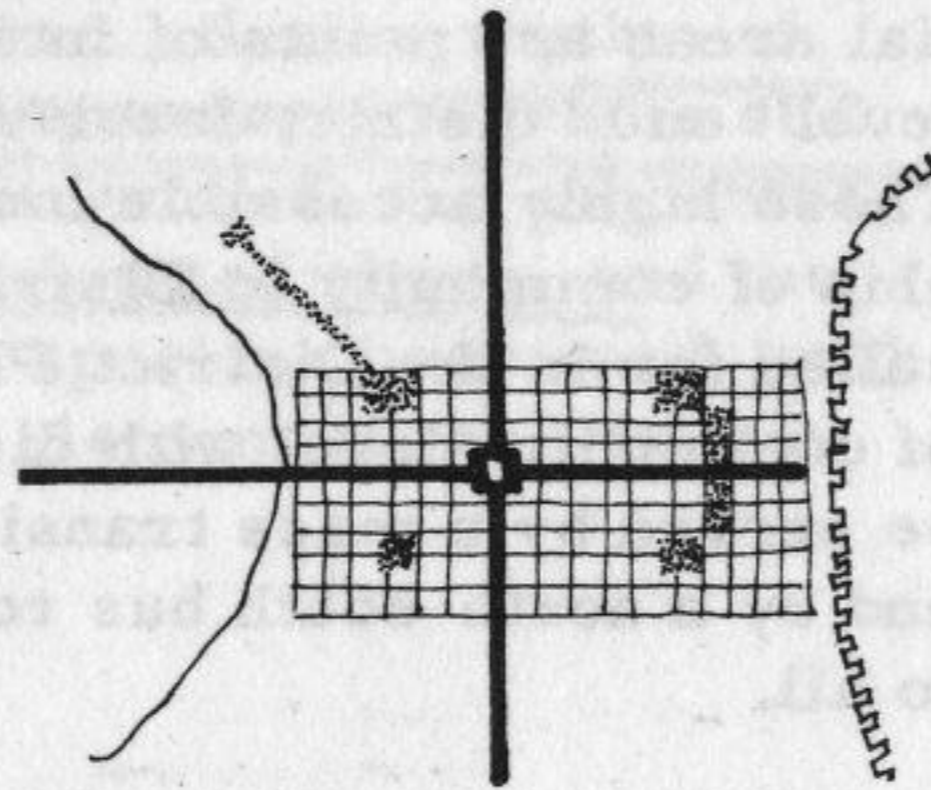
1. To expand accessibility by developing a close relation between facilities such as streets and commercial areas, and the persons they are designed to serve, and
2. To create a stronger sense of place by visually relating the people of the District to their immediate surroundings, to the city, and to the region as a whole (see Figure 28).

West Philadelphia: Its Relation to Center City and the Region

Center City symbolizes Philadelphia. It is also the heart of the Delaware Valley Region and one of the four major urban centers which form a continuous pattern of development from Boston, Mass., to Washington, D.C. Today, Center City remains the focus of a growing Philadelphia metropolitan area.

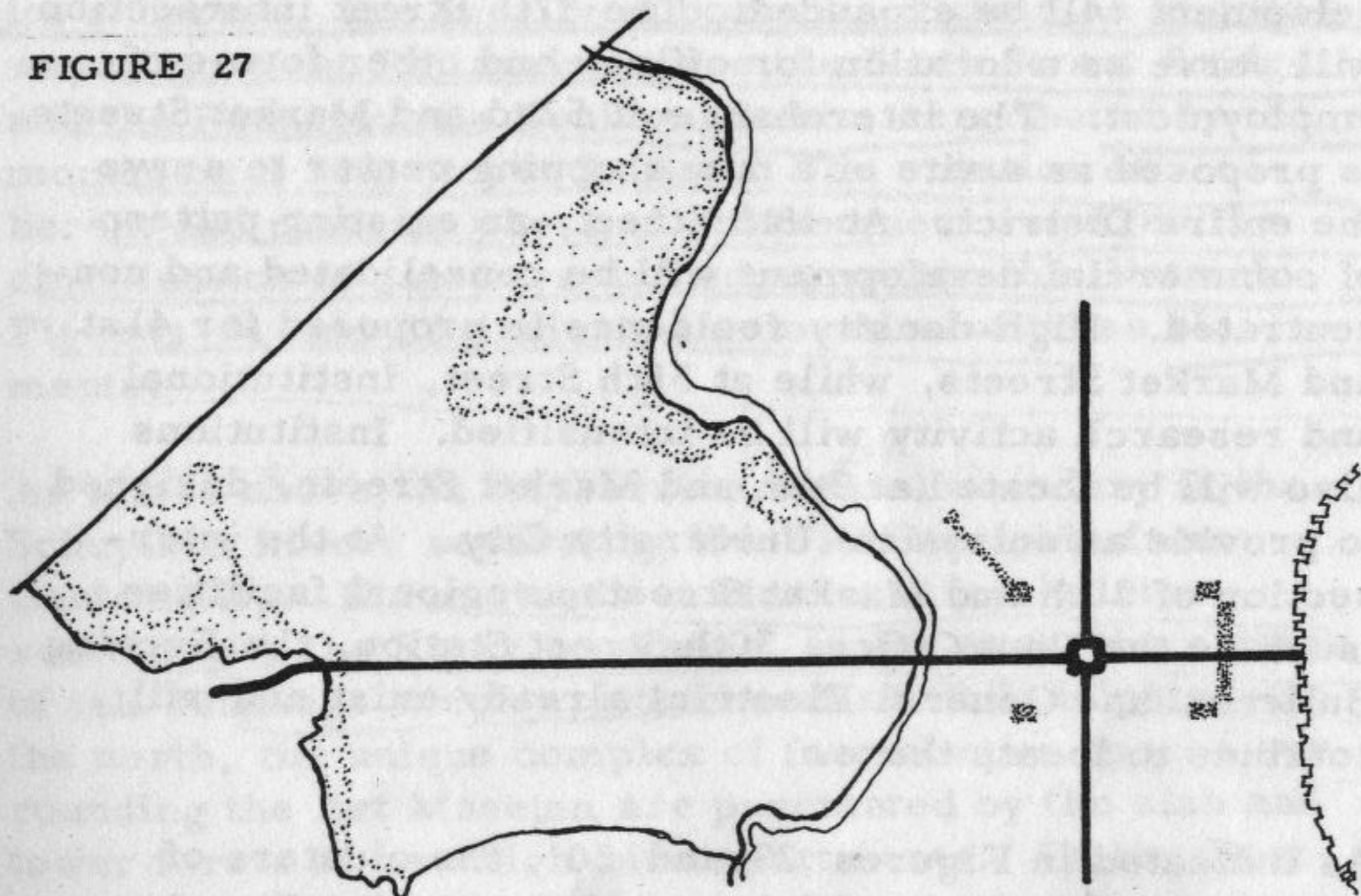
Market and Broad Streets, as established in the original William Penn Plan for Philadelphia, are the two major connectors between Philadelphia's communities and the center of the city, as shown in Figure 26 . The scale and central location of these two streets, and the development which flanks them, create for an observer at almost any point along their length an awareness of his relation to the heart of the city. Their intersection in the center of the downtown area is given dramatic emphasis by City Hall, one of Philadelphia's most familiar landmarks.

FIGURE 26



CENTER CITY—FOCAL POINT OF THE REGION AT INTERSECTION OF MARKET AND BROAD STREET

FIGURE 27



MARKET STREET DOMINANT AXIS TYING WEST PHILADELPHIA TO CENTER CITY

West Philadelphia is connected to Center City by Market Street, the major axis running west from the Delaware River, as shown in Figure 27. Within West Philadelphia, Market Street is an important vehicular and transit route. With the planned removal of the elevated transit structure (substituting a subway underground), it will be possible to develop Market Street into a boulevard whose design will emphasize its significance. As a green parkway and major transportation facility, this street will become an even more important element of the District's physical structure. The relationship of activity centers within the District to Market Street, through an ordered system of circulation, will help to establish a relationship of neighborhoods and communities to the city and the region.

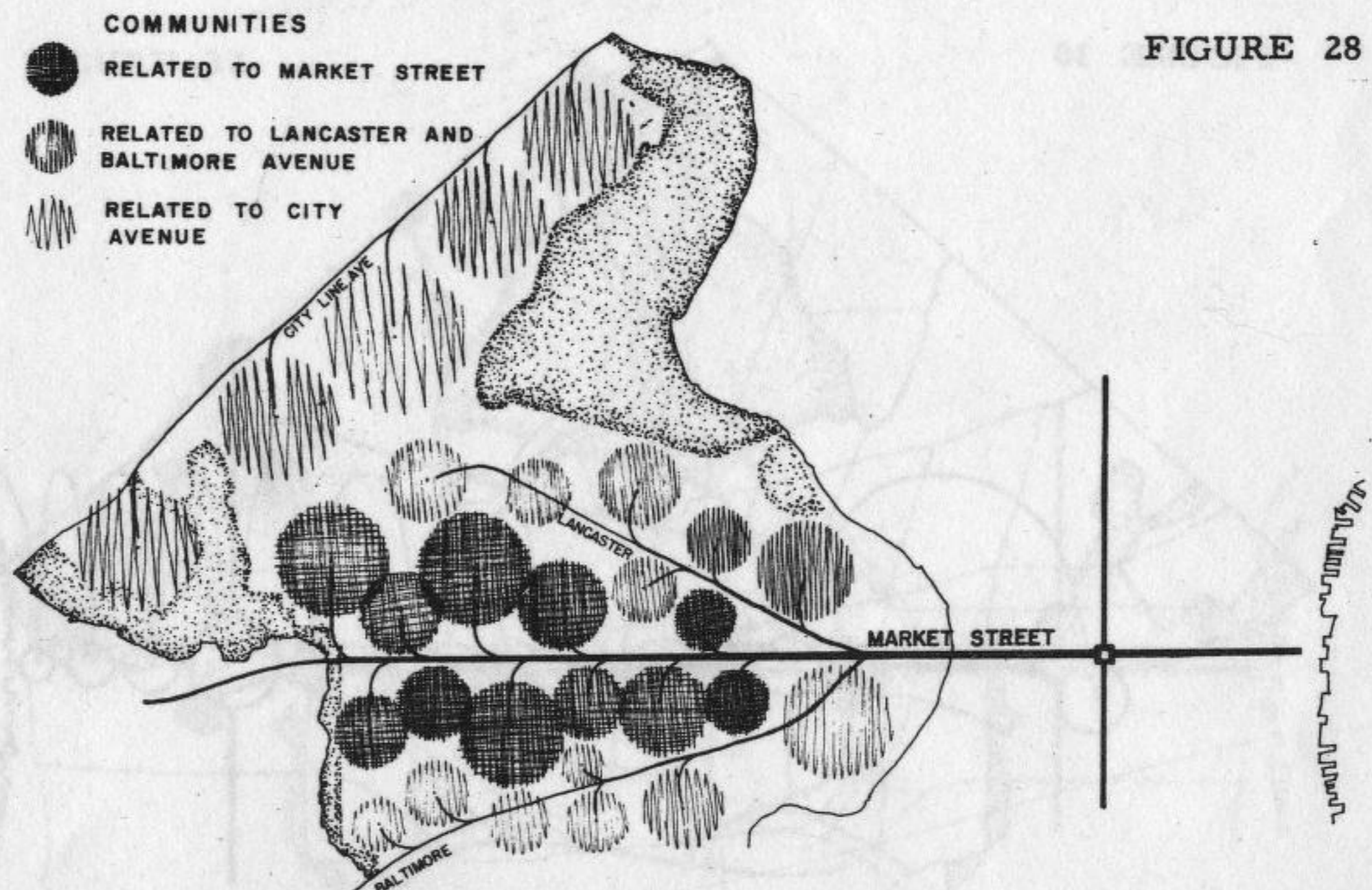
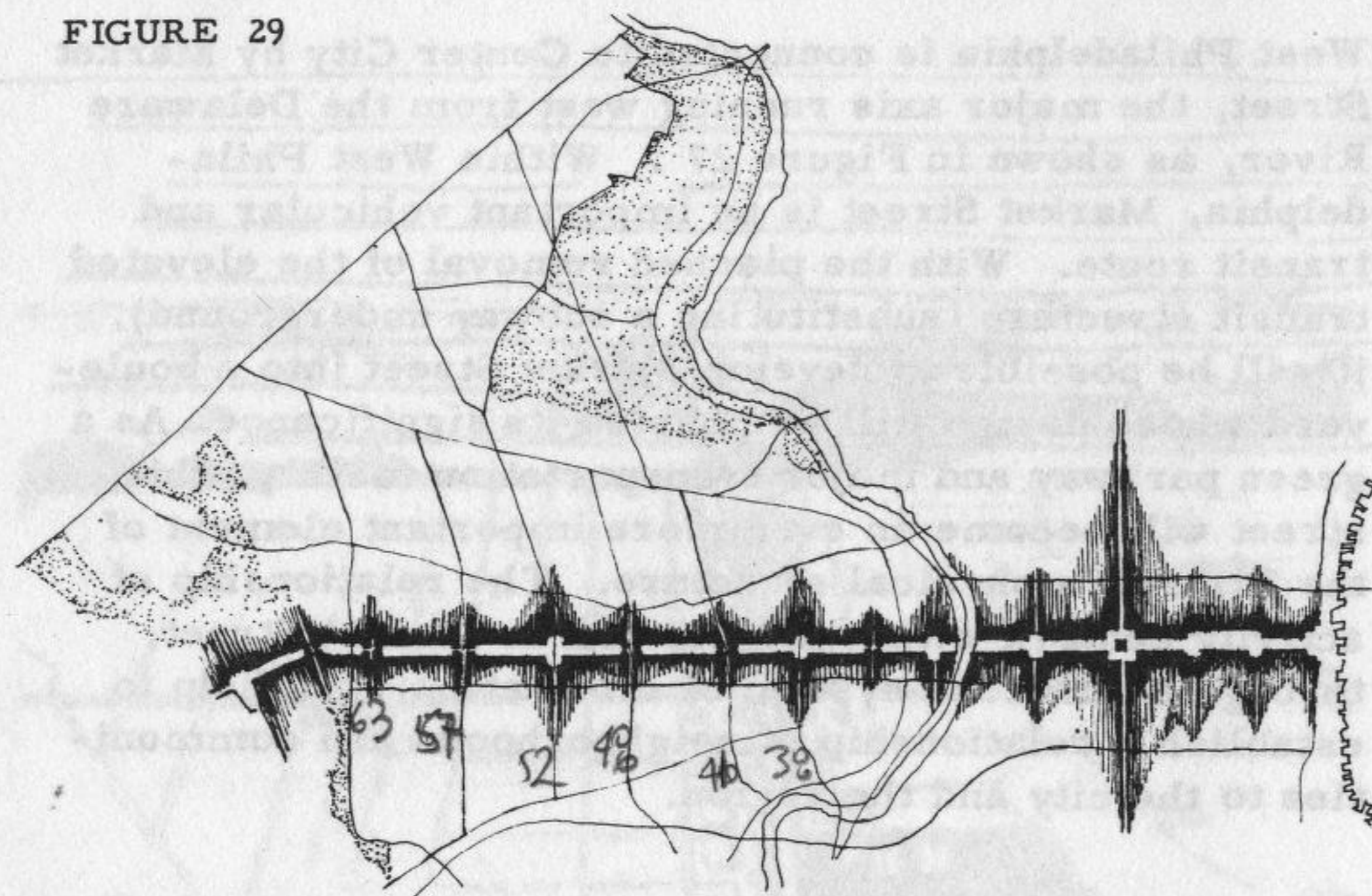


FIGURE 28

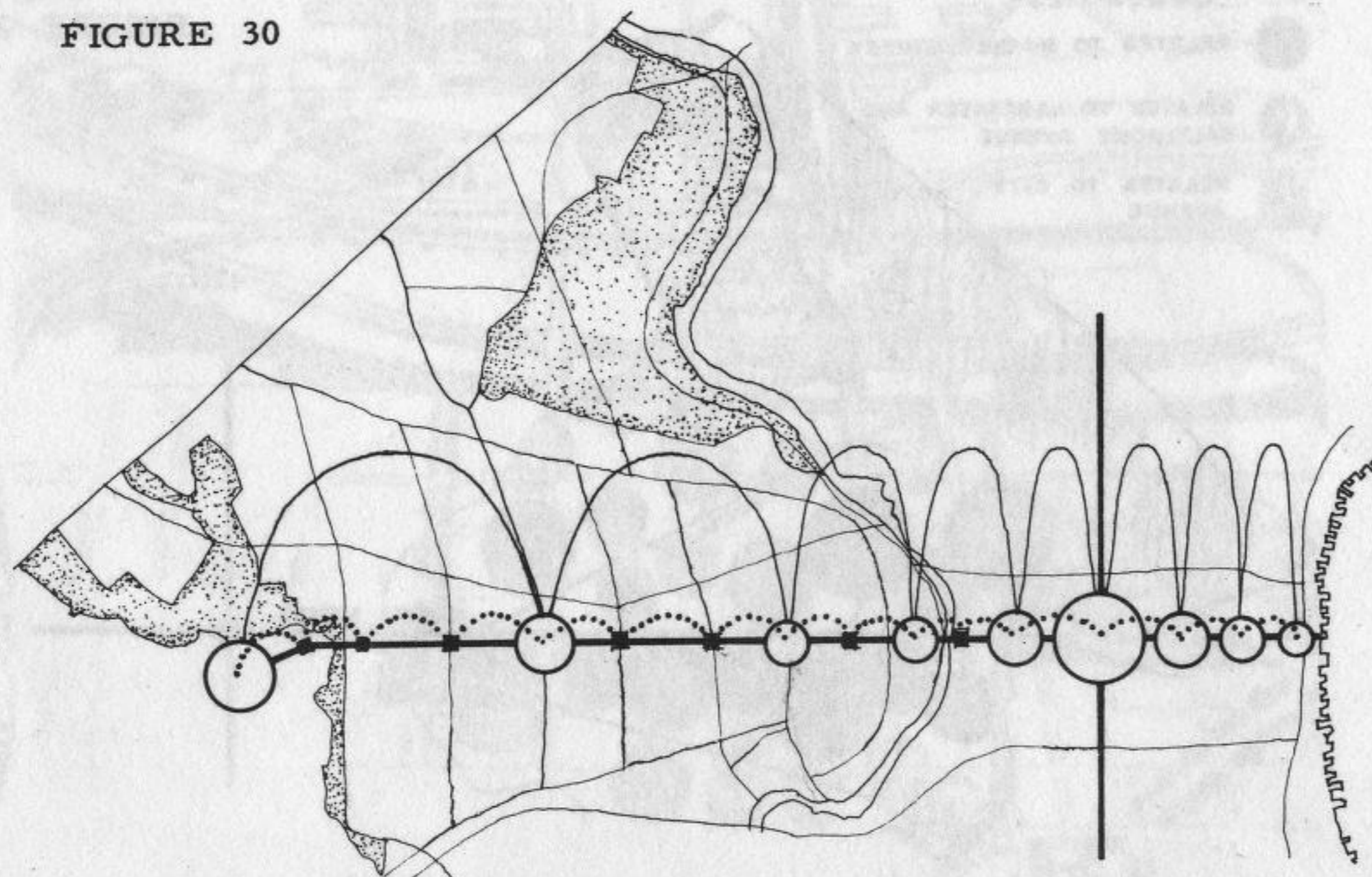
MARKET STREET THE UNIFYING ELEMENT FOR WEST PHILADELPHIA COMMUNITIES

FIGURE 29



CLUSTERS OF ACTIVITY ALONG MARKET STREET

FIGURE 30



SPACING OF MAJOR AND MINOR ACTIVITY CLUSTERS

The Design of Market Street

The locations at which Market Street is intersected by the north-south arterials serving the District's residential areas are points of interchange between "community-level" and "district-level" transportation facilities. These highly accessible locations express the relationship of community to District and District to city. As called for in the District Plan, each such intersection of community-level with district-level street will often be served by a mass transit stop along Market Street and by a north-south bus route, and will be accessible to all.

In the Plan for West Philadelphia, the development of such points of interchange as major centers of activity is proposed. Their distribution is indicated in Figure 30. For example, high-density housing and commercial activity to serve it is suggested for 63rd and Market Streets, reinforcing this "entrance" to the District. At 61st and Market Streets, existing commercial development will be expanded. The 57th Street intersection will serve as a location for offices and other forms of employment. The interchange at 52nd and Market Streets is proposed as a site of a new shopping center to serve the entire District. At 48th Street, an existing pattern of commercial development will be consolidated and concentrated. High-density residence is proposed for 41st and Market Streets, while at 38th Street, institutional and research activity will be intensified. Institutions also will be located at 34th and Market Streets, designed to provide an entry into University City. At the intersection of 30th and Market Streets, regional facilities (such as the Post Office, 30th Street Station, the Evening Bulletin, and General Electric) already exist and will continue to locate there.

As indicated in Figures 29 and 30, the clusters of activity at points of interchange along Market Street are more closely spaced and increase in intensity as one ap-

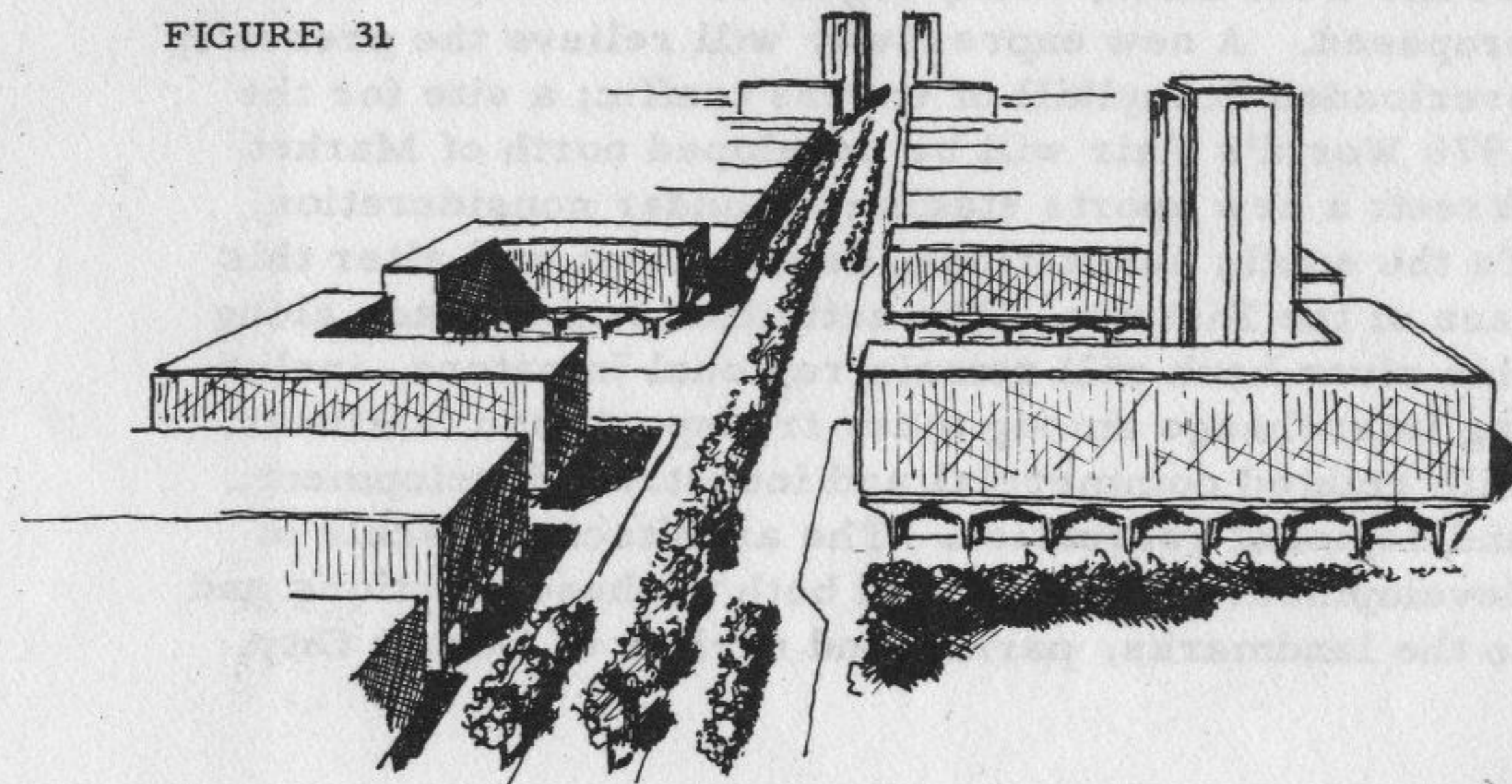
proaches the center of the city. This running together of centers into a pattern of continuous development reflects the proximity of the heart of an urban area, where development is highly concentrated. Such a rhythm of activity exists along Market Street today; programs such as the moving of the subway underground, the concentration of activity at the centers designated above, and the widening of Market Street into a spacious boulevard, will make this underlying structural element of the District more apparent.

Gateways and Edges

The principal places of entry into a city or a small section thereof immediately establish an impression of a beautiful, an undistinguished, or an ugly environment. Development of the edges or physically-defined boundaries of West Philadelphia (such as the Schuylkill River to the east) is a significant element in the design concept. Gateways, the entrance points into the District or its subareas, are equally important. Examples of gateways into West Philadelphia are the South Street Bridge and the Pennsylvania Boulevard axis, terminated by the monumental 30th Street Station. The creation of a coherent and pleasant physical environment requires the clarification of gateways and edges within the District. Figures 31 and 32 indicate the location of these elements.

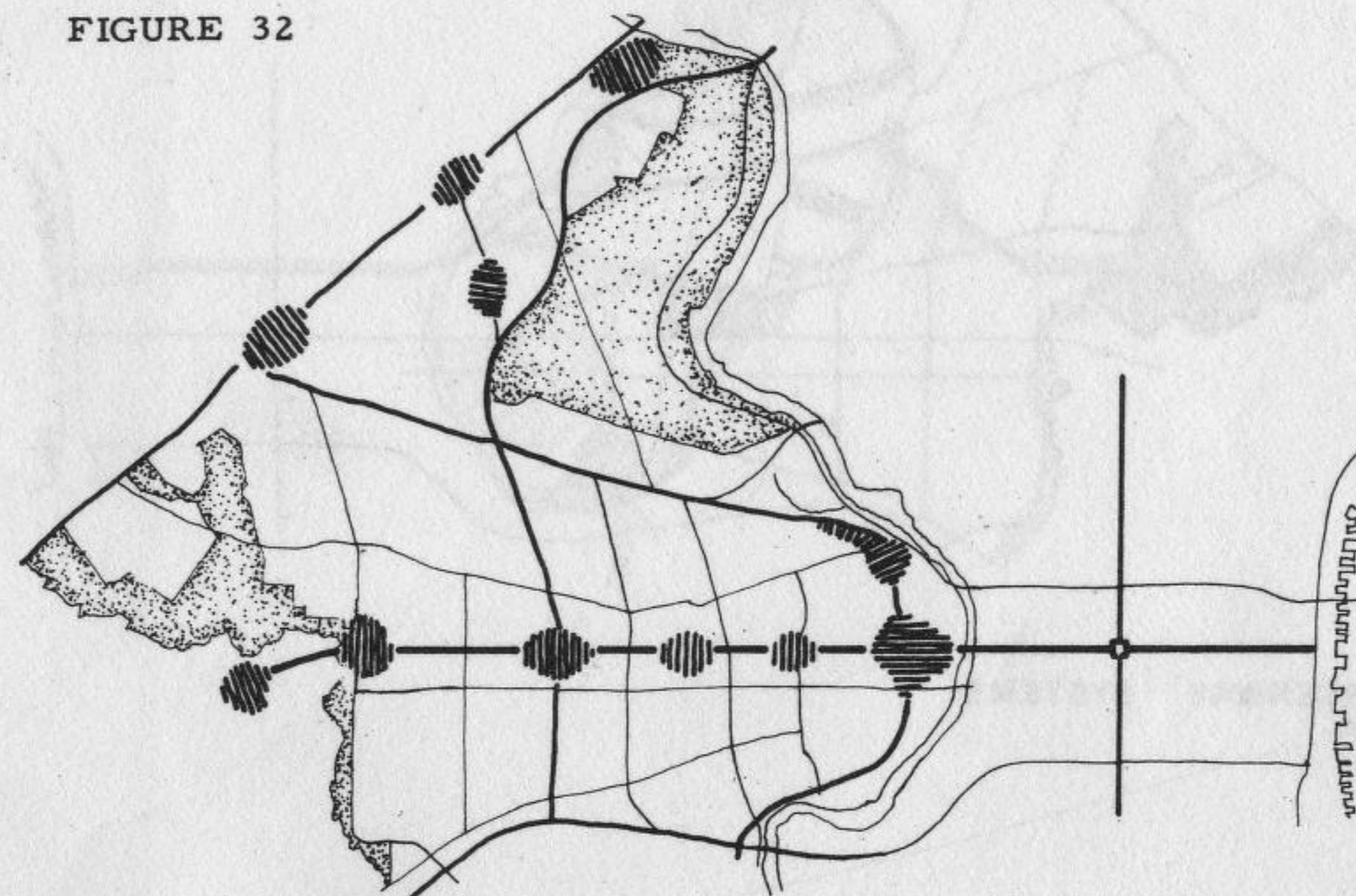
As stated above, an impressive natural boundary is the Schuylkill River, separating West Philadelphia from Center City. If one stands at Market Street's intersection with the River, one sees, to the east, the cluster of tall buildings which are the heart of Philadelphia. To the north, the unique complex of formal open spaces surrounding the Art Museum are punctuated by the slab and tower forms of new high-rise apartments. On the East Bank, a continuation of this park-like setting from the Art Museum to South Street already is under way.

FIGURE 31



MARKET STREET - BOULEVARD FLANKED BY HIGH INTENSITY ACTIVITY GROUPINGS

FIGURE 32



PROPOSED HIGH RISE LOCATIONS

On the West Bank, many significant developments are proposed. A new expressway will relieve the presently overloaded Schuylkill of excess traffic; a site for the 1976 World's Fair will be developed north of Market Street; a new sports stadium is under consideration. To the south, institutional development will alter this face of the District. The activities taking place along this river bank will remain regional in nature, including interchange among many transportation facilities, with related commercial and industrial development, and regional recreation. The architectural scale of development will be related both to these functions and to the landmarks, parks, and skyline of Center City.

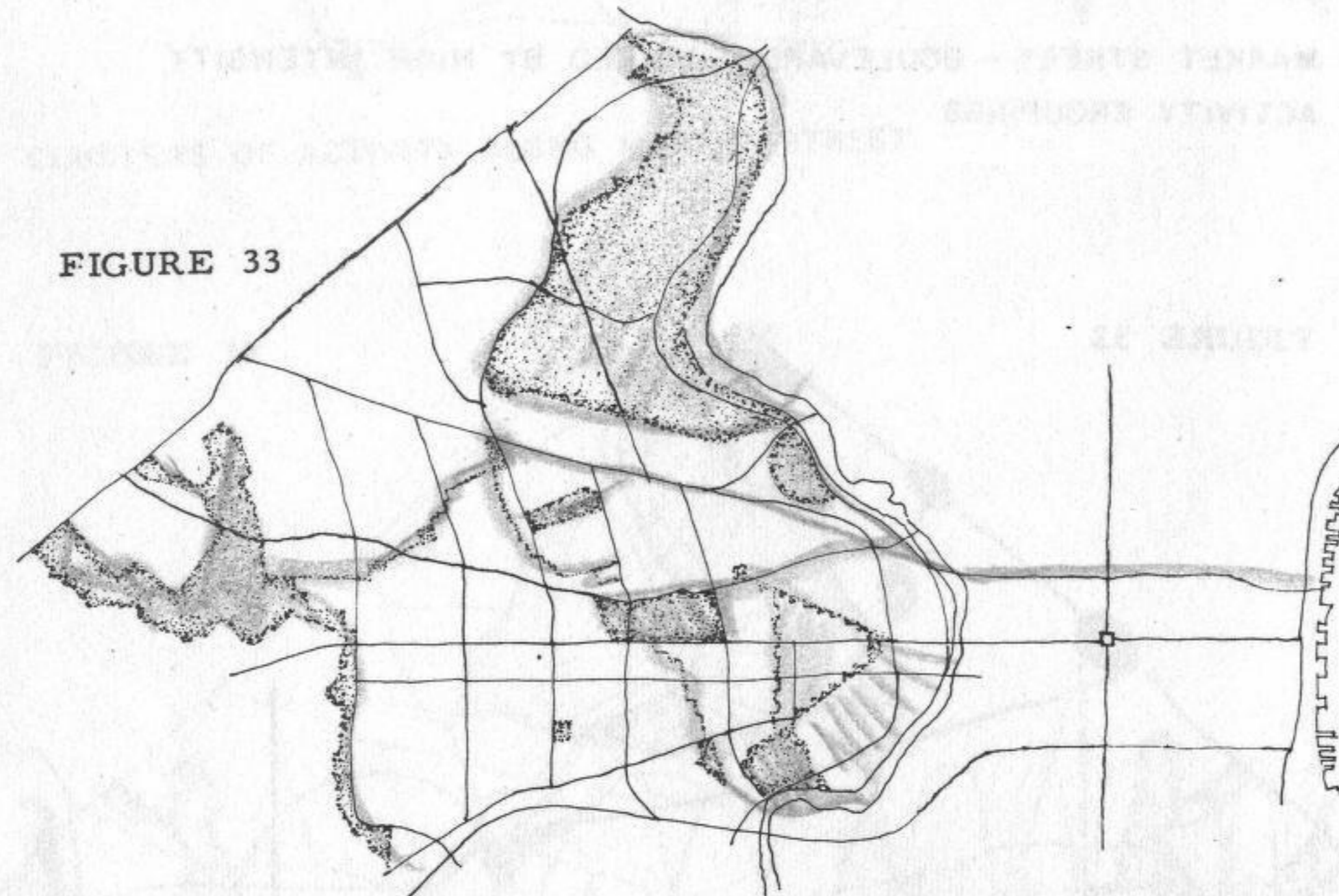


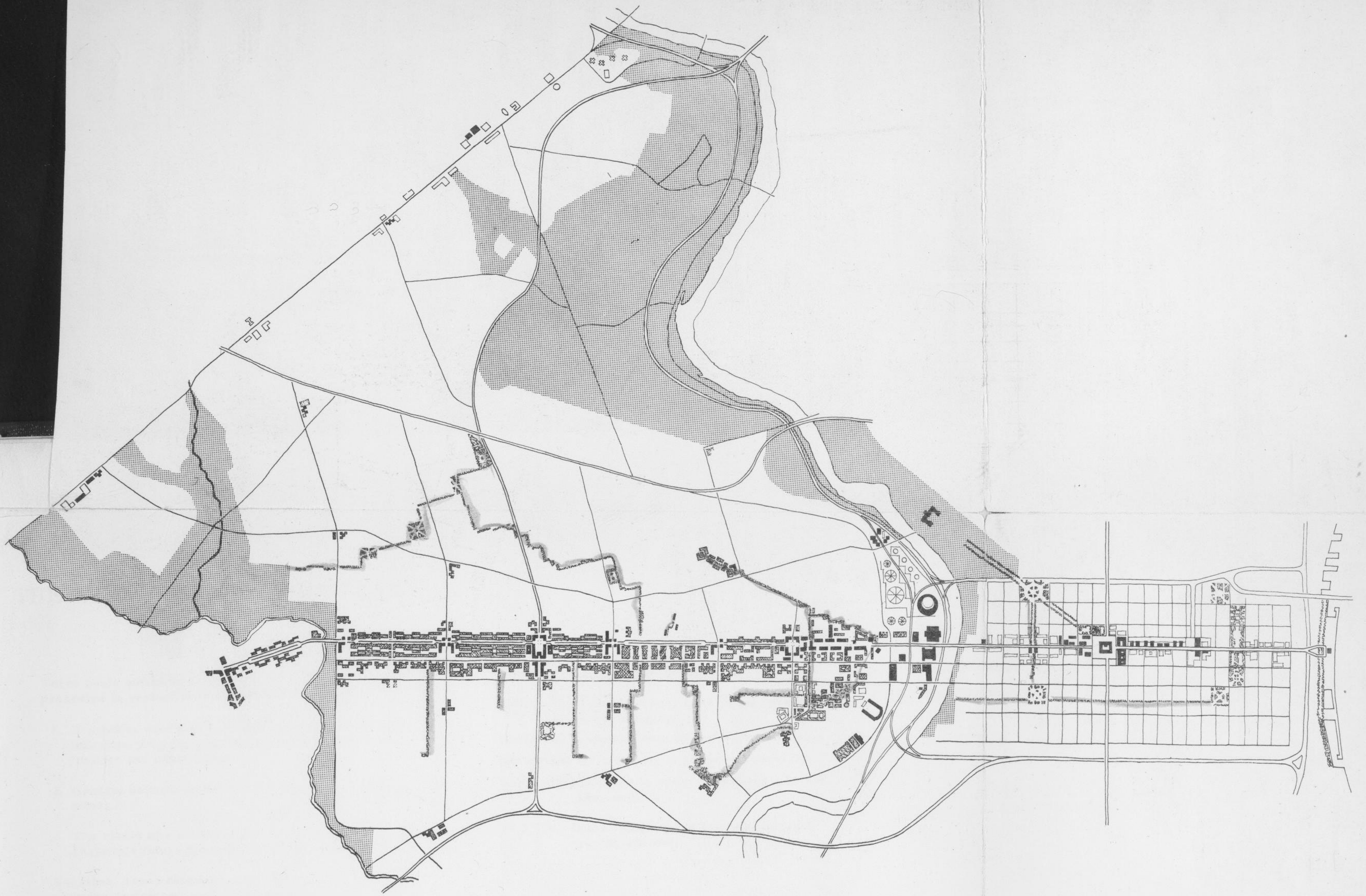
FIGURE 33

GREENWAY SYSTEMS

Greenways

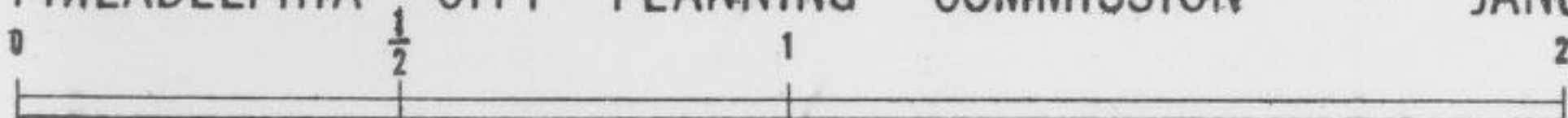
While the gateways and edges of West Philadelphia strengthen its outward relationship to downtown and the rest of the city (as does the design for Market Street), the third design element, a system of "greenways" or "walkways" will stress the inner relationship of the District's residential areas. They are indicated in Figure 33. These "greenways" will provide a system of pedestrian circulation, supplementing the transit system and street pattern, and will connect living areas to key institutions, such as schools and playgrounds. Elements of the greenway system are already planned in detail for the Haddington and West Mill Creek renewal areas (see Figure 33). The Mill Creek right of way will provide an additional greenway opportunity through other densely built-up residential blocks. Further green links - through University City, the Cobbs Creek area, and other subareas of the District - will, by establishing connections between neighborhood facilities, make them more accessible to pedestrians and contribute to a sense of place for the individual.


This design concept, which proposes a physical framework relating community to District and District to city, has been applied to the principal activities in which people engage, namely, moving, working, shopping, playing, and learning. The location of various land use areas has been guided by the concept of an underlying physical structure which increases accessibility and creates a sense of place. The fold-out map to the right, entitled Design Structure, indicates the interrelationship of West Philadelphia design elements.




DESIGN STRUCTURE
WEST PHILADELPHIA DISTRICT PLAN

PHILADELPHIA CITY PLANNING COMMISSION — JANUARY, 1964



 BUILDINGS AT POINTS OF MAJOR
ACTIVITY CONCENTRATION

 BUILDINGS AT POINTS OF MINOR
ACTIVITY CONCENTRATION

 PEDESTRIAN GREENWAYS



PHILADELPHIA
 WEST PHILADELPHIA DISTRICT
 DESIGN STRUCTURE
 PLAN
 1904

PHILADELPHIA
 WEST PHILADELPHIA DISTRICT
 DESIGN STRUCTURE
 PLAN
 1904

THE WEST PHILADELPHIA PLAN

Three basic components of the District Plan have been presented in earlier sections of this report:

1. Prevailing social and physical conditions that will influence the proposals by indicating needs, opportunities and constraints;
2. General objectives for the District's future development;
3. The vision of a coherent and positive design for the District's future physical form and structure.

Together, these elements must now be used to guide planning decisions concerning the location and character of those activities central to the daily lives of the District's residents:

MOVING from one place to another,

LIVING in a freely chosen, secure and decent home environment,

WORKING to support oneself and one's family,

SHOPPING for a variety of goods and services,

LEARNING in order to equip oneself for a richer life, and

PLAYING in the enjoyment of leisure time and special interest.

These activities are the subjects of the chapters that follow. For each, a long-range plan is presented, together with the goals and standards that underlie it. In each case, the Plan is an outgrowth and refinement of the Comprehensive Plan developed for the city as a whole.

MOVING

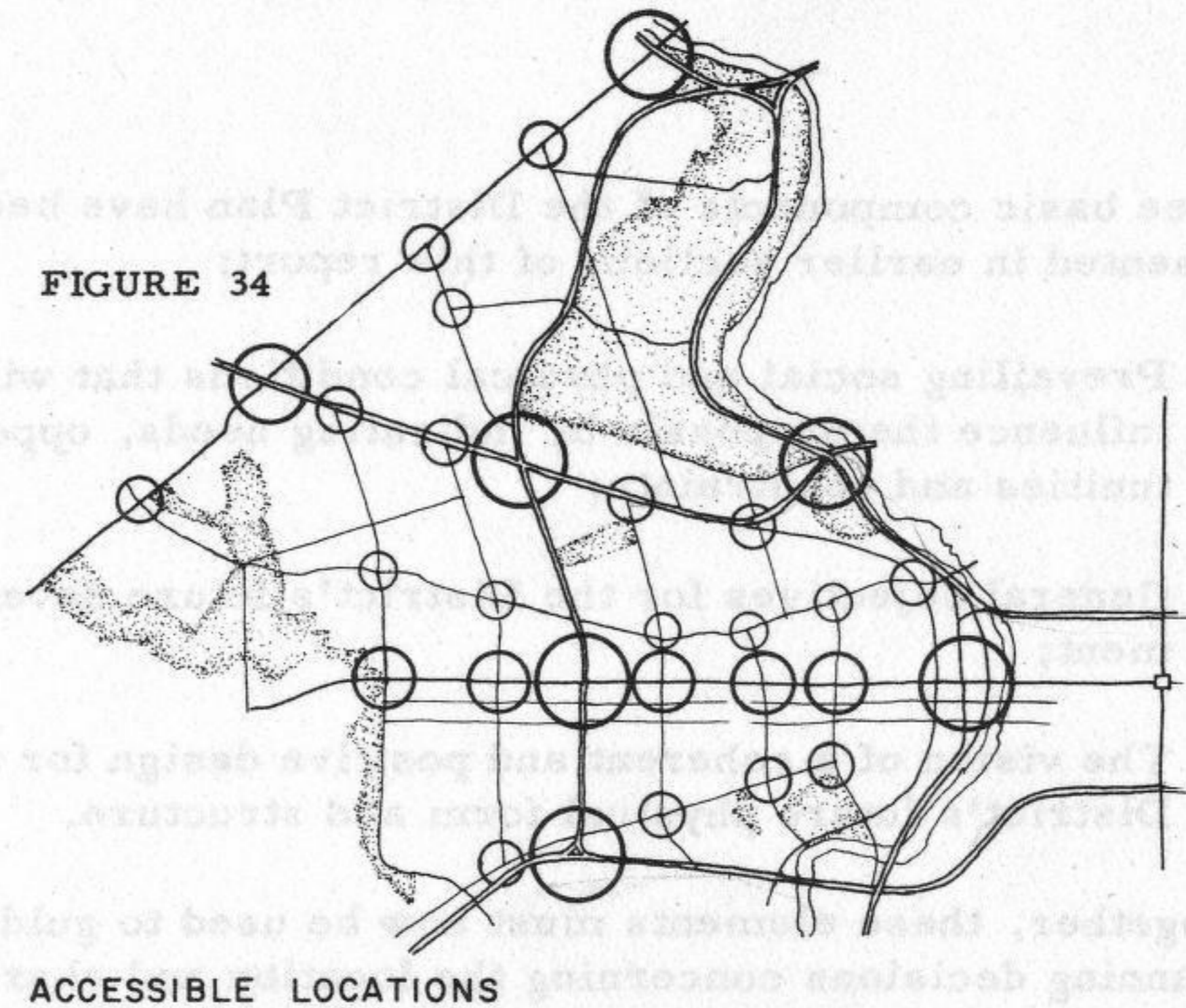
The Plan for Transportation for West Philadelphia has been developed in order to provide for the moving of people and goods quickly, cheaply, and conveniently between all parts of the District and points elsewhere in Philadelphia or the region beyond. The system proposed will have a cost that is reasonable in relation to other required public investments; it will be consistent with overall land use and development objectives; it will separate through movement from local movement to minimize disruption of the District's residential areas by heavy traffic. The District Plan results from a rigorous review of the Comprehensive Plan's proposals in the light of more intimate knowledge of West Philadelphia, especially its residential areas.

The Plan has benefited from a special consideration of data from the Penn-Jersey Transportation Study. This has shed light on the characteristics of both present and likely 1980 traffic in West Philadelphia, and on the relative effectiveness of many alternative proposals that have been considered.

Objectives of the Plan

In many ways, transportation provides the spine about which other activities are to be located. The Plan for Transportation gives emphasis to the key principle of increasing accessibility between centers of activity, not only to facilitate movement, but also to increase opportunities for social interaction and to contribute to the design of a more coherent physical form for the District. A resident's need to be near shopping, working, and other facilities has been the main determinant of this element of the plan, not simply the demands of traffic.

FIGURE 34



ACCESSIBLE LOCATIONS

Figure 34 indicates highly accessible locations within the District which gain their accessibility from the intersections of arterial streets, interchanges of expressways with streets, or the presence of mass transportation facilities. The size of the circles on the map represents the relative level of accessibility of the location described, as defined by the size of the trafficways which intersect nearby. The facilities which create different levels of accessibility, and the land uses which are appropriately related to them, are described in the standards which follow.

Accessibility to Regional Facilities

Sites near points of access to the expressway system are easy for large numbers of people to reach. They provide the logical location for shopping, working, and playing activities which serve a regional market. When near to transit or rail facilities, such locations are further enhanced. Center City and the King of Prussia industrial concentration offer examples, respectively, both of long-standing and recent applications of this principle. In West Philadelphia, the 30th Street Station complex of office activity has profited immeasurably from its nearness to rail, subway and expressway facilities. New industry and commerce settled there after the Schuylkill Expressway was completed. In the District Plan, development opportunities resulting from new transportation facilities are carefully examined.

Accessibility to District Facilities

Sites reached directly by two or more arterials are accessible to large groups of people within the District itself and are appropriate locations for large supermarkets, educational institutions, and employment centers, either of industrial or office character. Examples are found at Market and 38th, 52nd, and 57th Streets. High density living areas also are likely to take advantage of such locations. In an area such as West Philadelphia, not all these uses will gravitate to a single point, but will be distributed according to surrounding development, existence of alternative locations, and city-wide requirements.

Accessibility to Local Facilities

At the more immediate level of the residential living area, shopping concentrations, together with clusters of facilities such as branch libraries, post offices, and semi-public institutions, are conveniently located near the intersection of arterial streets with local collector streets. Bus or transit service increases the accessibility of these sites. At this level, accessibility is reinforced by the mutual benefit to be gained from close

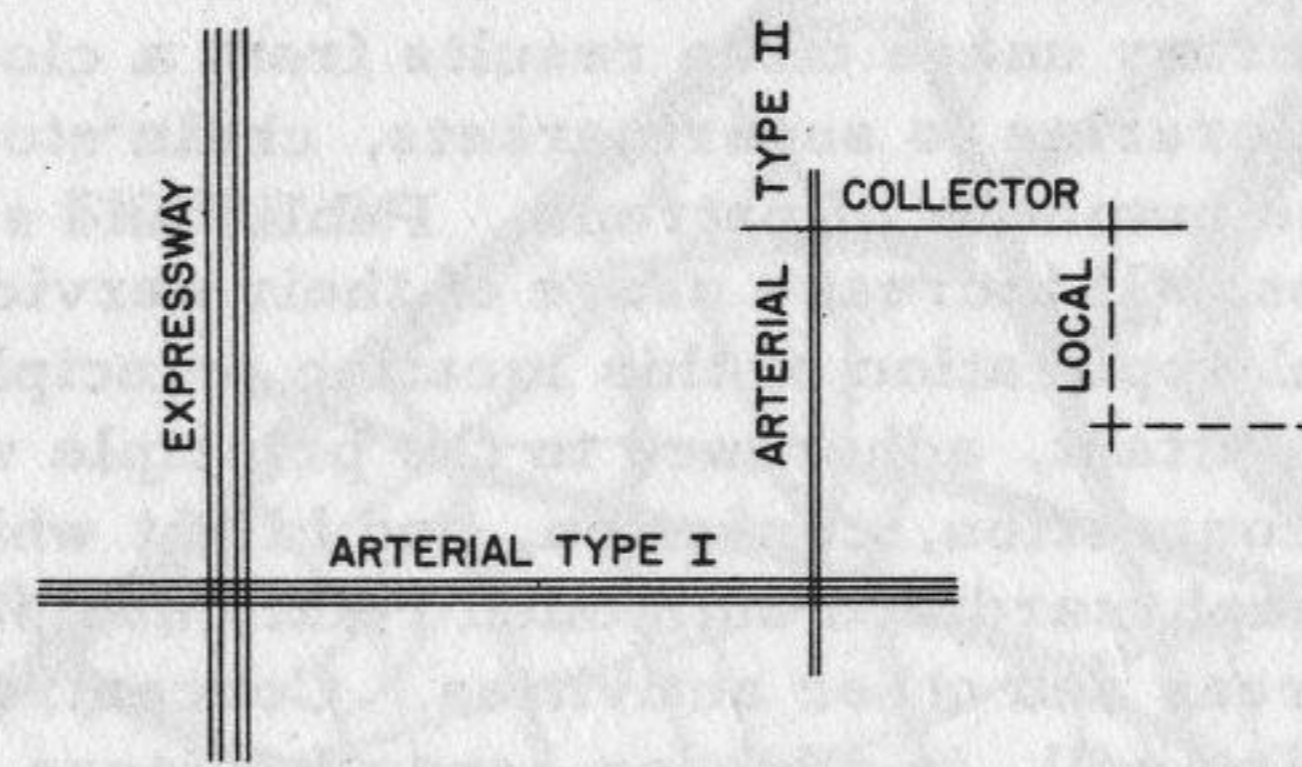


FIGURE 35

CIRCULATION HIERARCHY

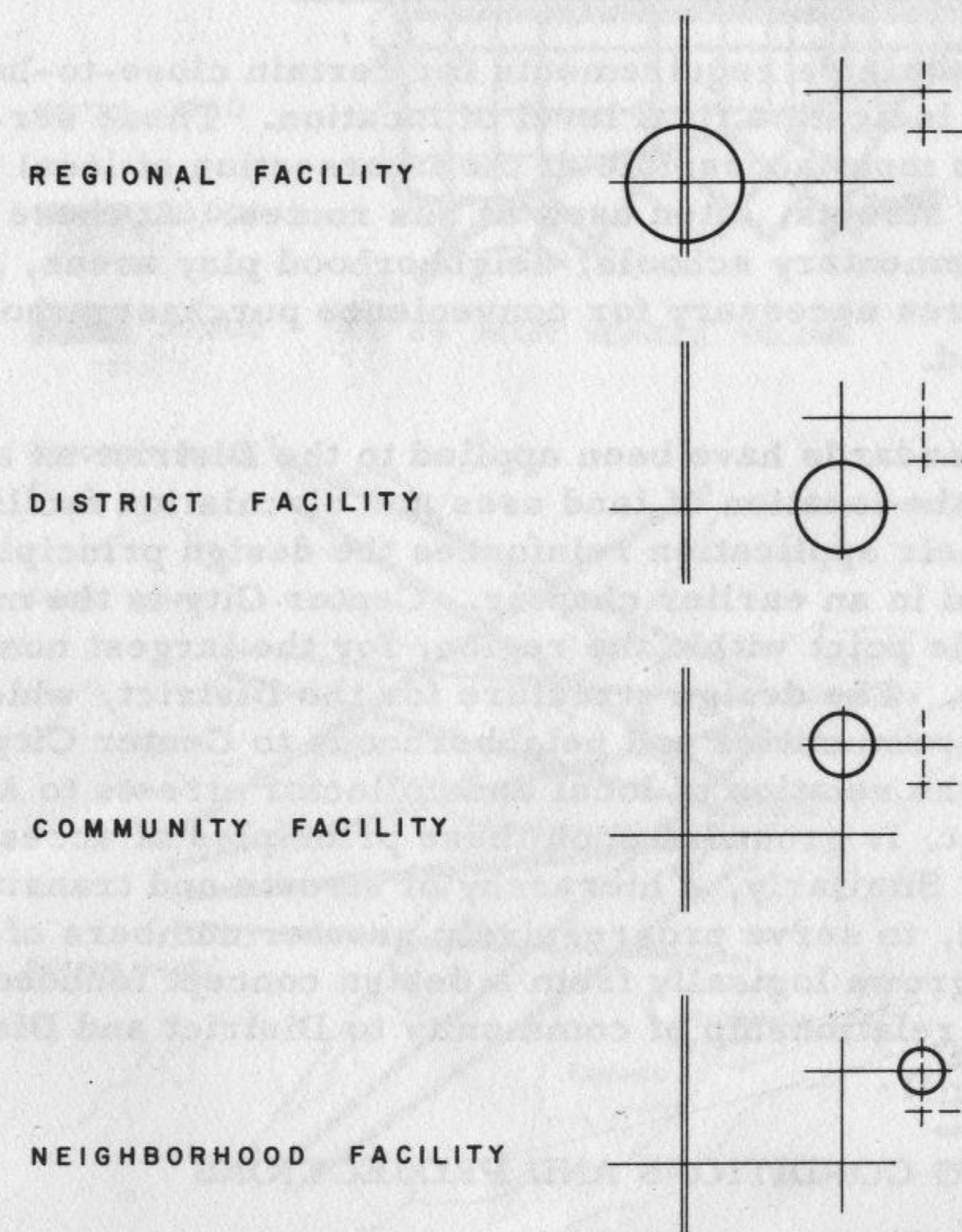


FIGURE 36

HIERARCHY OF FACILITIES

geographic relationship; namely, at a single location central to a residential area. For example, increase in library usage often results from a close proximity of libraries to supermarkets, chain stores, and their large numbers of patrons. Public and semi-public facilities will increase usage of their services through careful application of this location principle. Even more important, adherence to the principle will eliminate the congestion, confusion, and blight which results from haphazard and outmoded relationships between living areas and other activities. Concentration of local facilities will, in addition, create a more clearly identifiable physical environment.

Accessibility to Neighborhood Facilities

The pedestrian's requirements for certain close-to-home services indicate a final level of location. These services are most accessible at the intersection of local and collector streets, often used as bus routes. At these sites, elementary schools, neighborhood play areas, and local stores necessary for convenience purchases should be located.

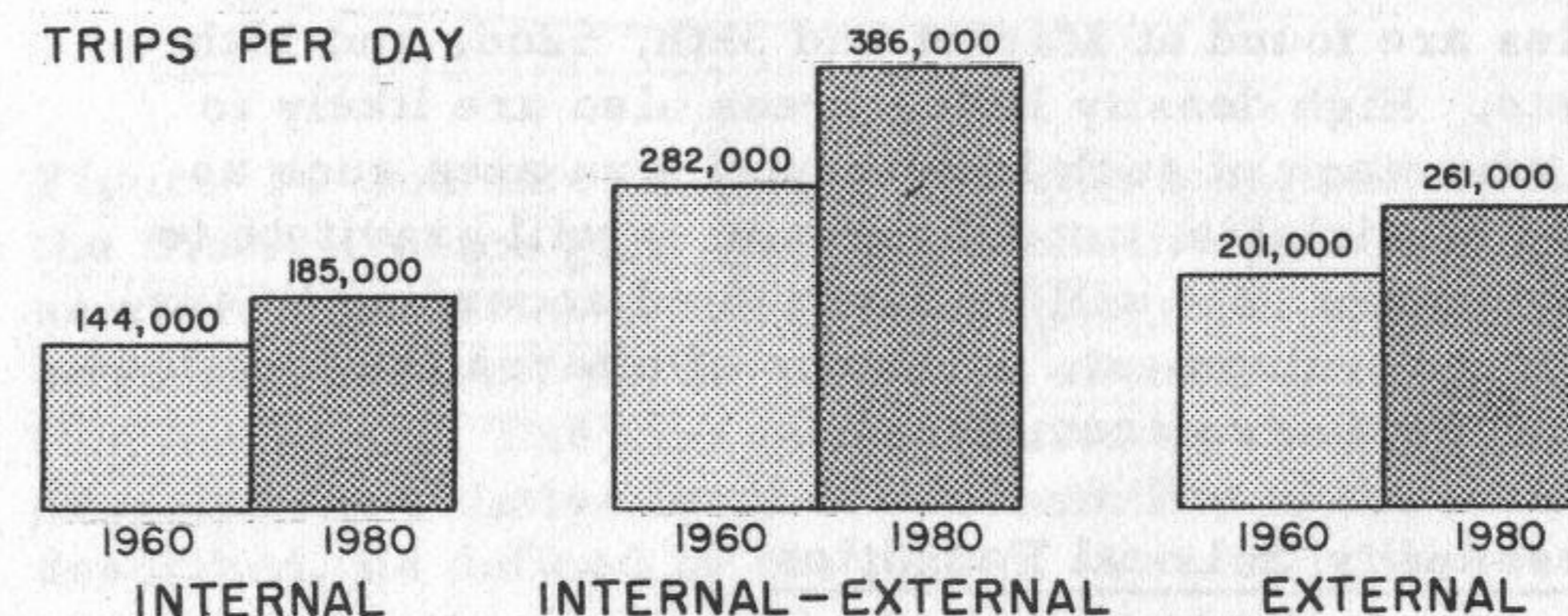
These standards have been applied to the District as a guide to the location of land uses and circulation facilities. Their application reinforces the design principles discussed in an earlier chapter. Center City is the most accessible point within the region, for the largest number of people. The design structure for the District, which relates communities and neighborhoods to Center City through the relation of local and collector streets to Market Street, is grounded upon these principles of accessibility. Similarly, a hierarchy of streets and transit facilities, to serve progressively greater numbers of people, grows logically from a design concept founded upon the relationship of community to District and District to City.

EXISTING CONDITIONS AND PROJECTIONS

How well are these principles of accessibility being met in West Philadelphia? From the Schuylkill Expressway on the east to City Line Avenue on the west, a review of the

existing transportation system reveals serious difficulties. Older shopping and working areas are poorly served by streets which may have a sufficient design capacity but which cannot accommodate both through movement and the short trips so often accompanied by parking, loading, and unloading. Of greatest damage are the effects of large volumes of traffic upon the District's living areas. A 1980 projection of traffic volumes points up the full scope of the planning problems involved in any Plan for Transportation.

In 1961, there were 627,000 automobile trips per day which began, ended in, or passed through West Philadelphia. It is expected that by 1980, automobile traffic in and through the District will have increased to 834,000 trips per day. Figure 37 shows the distribution of both present and projected travel among the following three categories: external (those trips which both begin and end outside the District), internal - external (trips from inside the District to outside and vice-versa) and internal (trips beginning and ending inside the District). The greatest increase in trips, 1961-1980, is expected to be in the internal - external category.



TYPES OF AUTOMOBILE TRIPS

FIGURE 37

The external trips are mostly between Philadelphia's populous western suburbs and Center City. Their projected increase in the 1960-1980 period reflects anticipated population growth in Delaware, Montgomery, and Chester Counties. The additional internal-external and internal trips result from anticipated increases in

car ownership in West Philadelphia, and from the proposed location of new trip-generating activities within the District, such as the research center in the University City area. These trips are distributed between the District and points throughout the region as shown in Figures 38 & 40. with the highest proportion of travel taking place between the District and Center City or North Philadelphia.

At present, 17.5 per cent of all trips in West Philadelphia use the Schuylkill Expressway, while the remainder go through the District on the older street system. The resulting traffic flow is shown in Figure 39. To the motorist, neither alternative is satisfactory. The Schuylkill Expressway today operates beyond its design capacity, causing slower operating speeds, long delays whenever the traffic flow is even momentarily interrupted, and a high accident rate. On the other hand, large volumes of through traffic on the District's present streets hinder them in performing their intended purposes of facilitating local movement, and providing access to abutting properties. The resulting congestion has harmful effects on many living areas within the District.

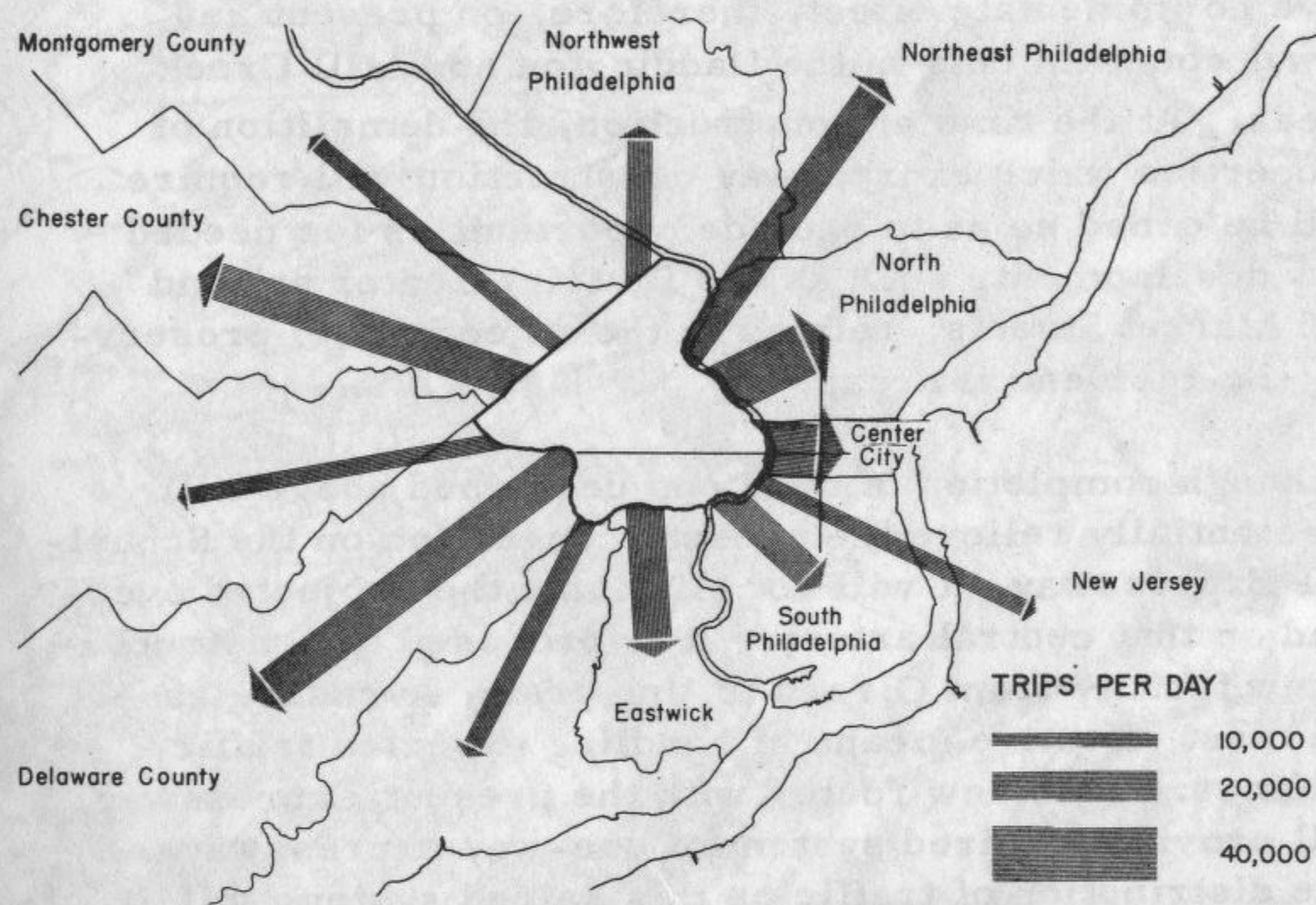


FIGURE 38

INTERNAL-EXTERNAL TRAFFIC

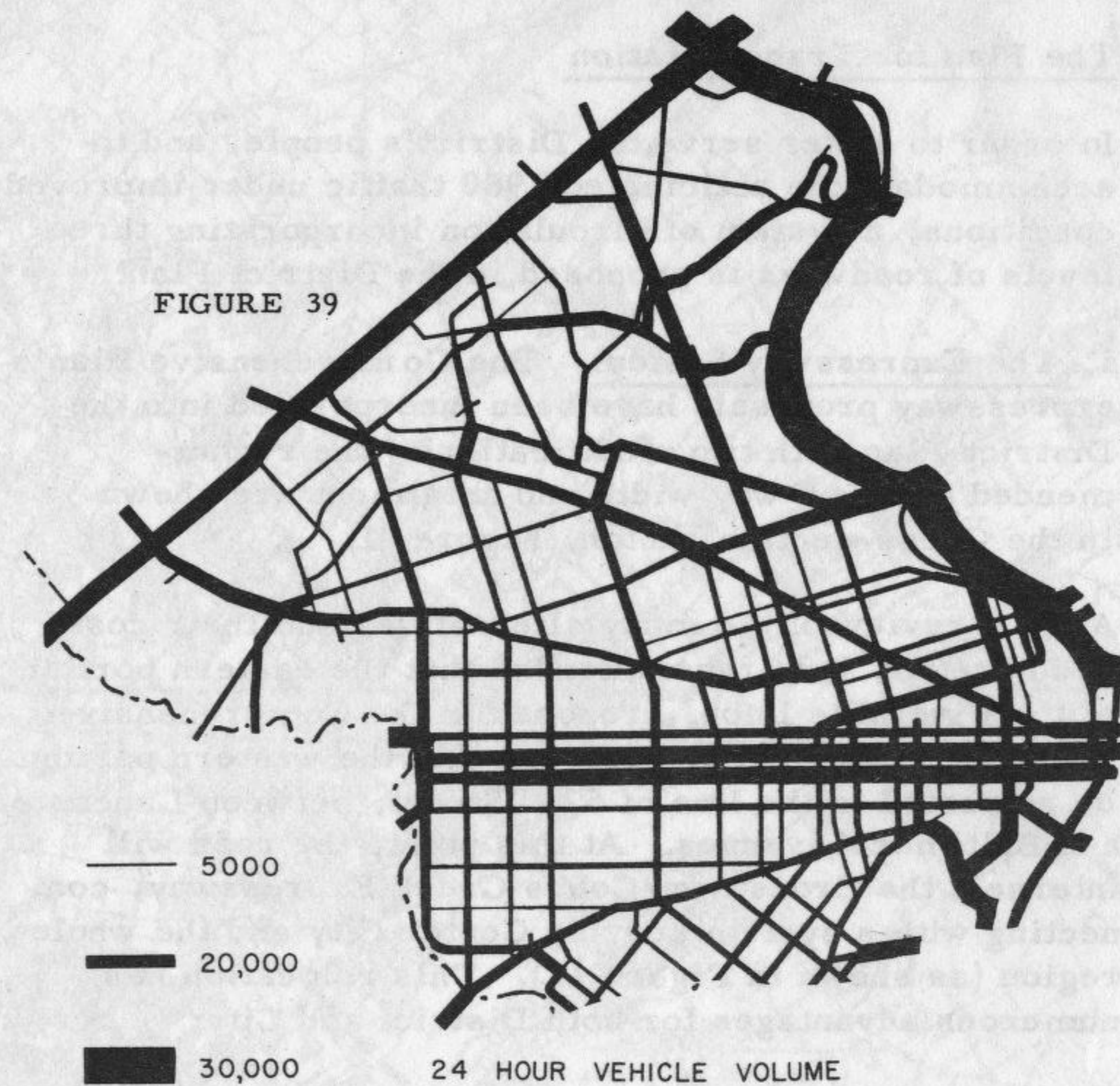


FIGURE 39

24 HOUR VEHICLE VOLUME

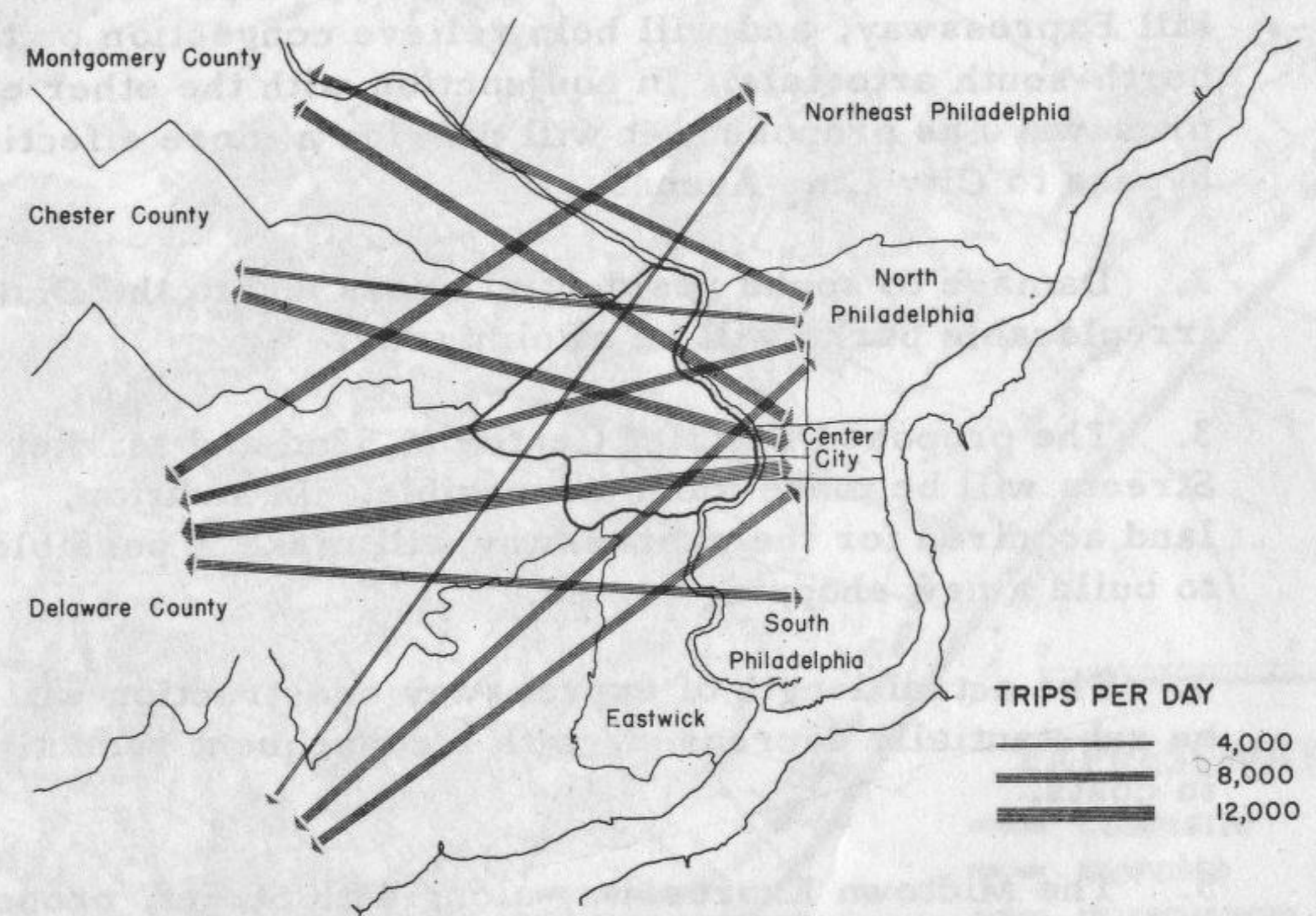


FIGURE 40

EXTERNAL TRAFFIC

The Plan for Transportation

In order to better serve the District's people, and to accommodate the anticipated 1980 traffic under improved conditions, a system of circulation incorporating three levels of roadways is proposed in the District Plan:

1. The Expressway System. The Comprehensive Plan's expressway proposals have been incorporated into the District Plan with two modifications (the recommended right-of-way width and treatment are shown in the Cross-section sketch, Figure 41).

After a review of the many alternatives and their costs and benefits, it is recommended that the eastern portion of the Five Mile Loop, proposed in the Comprehensive Plan, be shifted northward, and that the western portion be relocated to the line of 52nd Street, between Lancaster and Baltimore Avenues. At this point, the road will intersect the Crosstown-Cobbs Creek Expressway, connecting with a system serving Center City and the whole region (as shown in Figure 42). This relocation has numerous advantages for both District and City:

1. It will provide a more effective bypass to the Schuylkill Expressway, and will help relieve congestion on the north-south arterials. In conjunction with the other expressways as proposed, it will provide a more effective bypass to City Line Avenue.
2. Damage to sound residential areas and to the District's irreplaceable parks will be minimized.
3. The proposed District Center at 52nd and Market Streets will be made more accessible. In addition, land acquired for the expressway will make it possible to build a new shopping center.
4. The actual length of expressway construction will be substantially decreased, with a consequent reduction in costs.
5. The Midtown Expressway along 44th Street, proposed in the Comprehensive Plan, will be eliminated, again saving costs and benefiting residential areas.

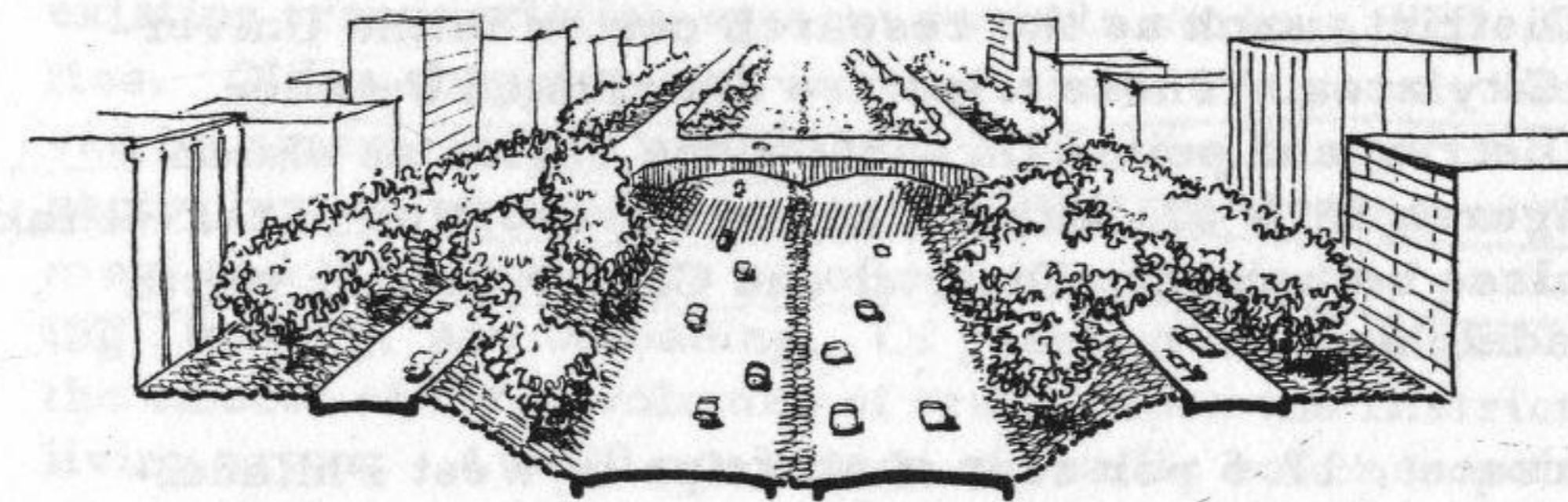
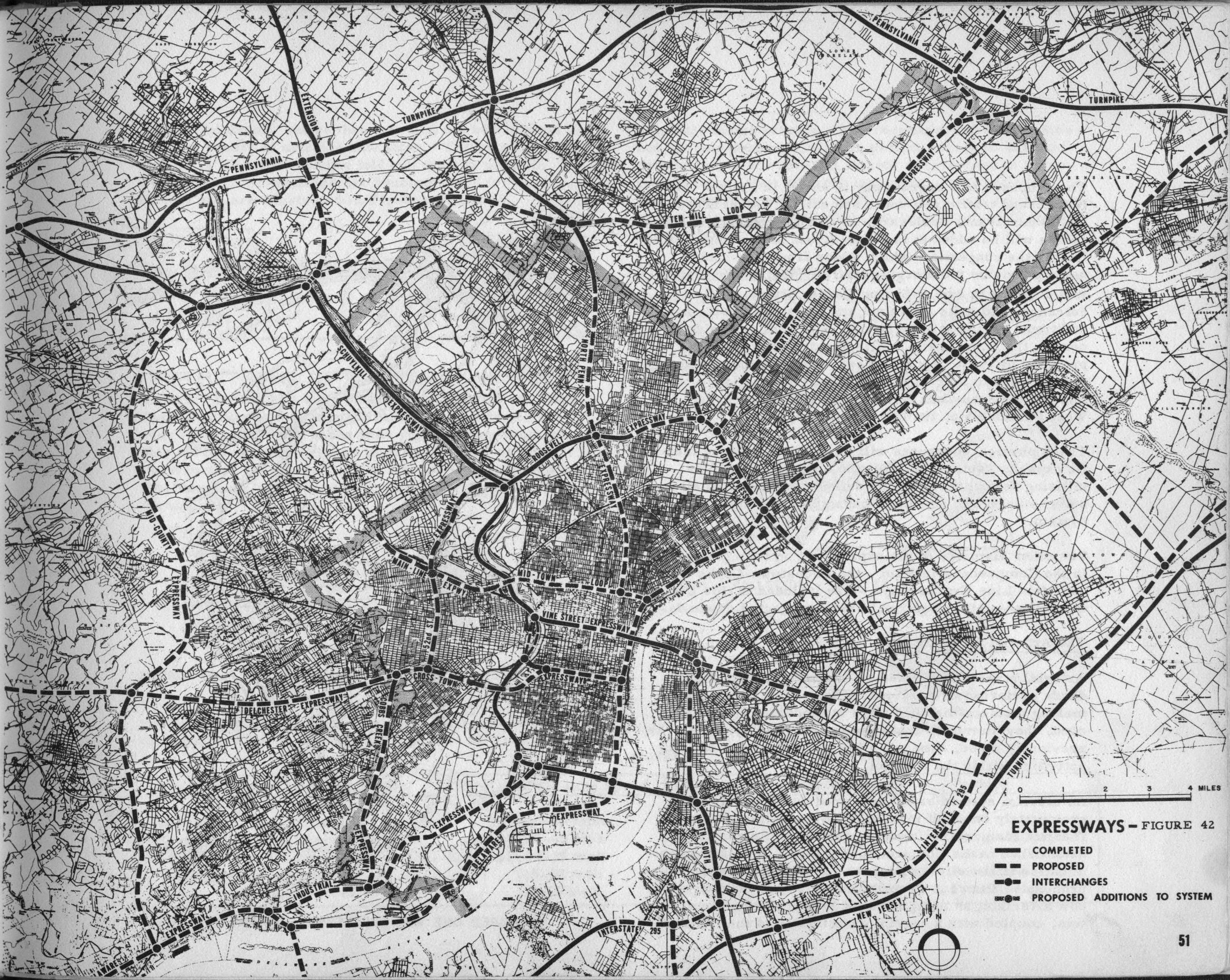


FIGURE 41 EXPRESSWAY - RIGHT OF WAY 252'

In the construction of this expressway, and wherever possible, in the construction of other expressways throughout the District, the lanes used for through traffic will be depressed, minimizing the effect of the route upon its surroundings. Parallel service roads will flank the expressway, increasing ease of access to it and carrying shorter distance trips through the area.

The 52nd Street Expressway is a long-range proposal, which will not be scheduled for construction before ten to fifteen years from the present. The proposal will have no immediate effect, therefore, on present renewal commitments in the Haddington and Mill Creek areas. At the time of construction, the demolition of properties which expressway construction will require will be timed so as to provide opportunities for needed new development, such as the District Center at 52nd and Market Streets, related to the objectives of preserving the residential areas.

Although completion of the Loop described above will substantially relieve the present congestion on the Schuylkill Expressway, it will not eliminate the projected overload on that central artery. It is proposed to construct a new facility from Girard to University Avenues, as the most effective means of handling expected traffic volumes. This new route, with the present Expressway, will provide a paired system of one-way expressways. The distribution of traffic on this paired system will greatly increase traffic capacities in both directions, and will relieve present problems of congestion.



EXPRESSWAYS - FIGURE 42

- COMPLETED
- - - PROPOSED
- INTERCHANGES
- PROPOSED ADDITIONS TO SYSTEM

0 1 2 3 4 MILES



The proposed new expressway is shown in Figure 43. Northbound traffic will enter and exit at Walnut Street and Pennsylvania Boulevard, as it does presently. New ramps will be added at the Vine Street interchange, eliminating the congestion which stems from the inadequate provision for merging traffic. Southbound traffic will continue to exit at Spring Garden Street, while new entrances and exits at Walnut and Chestnut Street, and additional ramps at Vine Street, will provide easier access to the expressway. With greater accessibility provided by these new entrances, and with increased capacity due to a greater number of merging lanes of traffic, the Schuylkill Expressway will better serve West Philadelphia, the city and the region.

These physical measures will be supplemented by traffic capacity controls to limit the number of vehicles utilizing the expressway, by deflecting demand to alternative routings of sufficient capacity within the arterial system.

The other elements of the expressway system proposed in the Comprehensive Plan - the Crosstown-Cobbs Creek and Main Line Expressways - are included in this District Plan as still required to meet projected demands.

The Arterial Street System

Arterial streets as defined by the District Plan standards perform two functions. First, they carry traffic making medium-distance trips at moderate speed; second, they distribute traffic to expressway systems. As previously noted, they are a key to the location of many activities within the District.

An arterial system based on a spacing of streets approximately one-half mile apart is recommended in the District Plan, rather than the quarter-mile spacing established in the Comprehensive Plan. A detailed examination of the streets proposed as arterials in the Comprehensive Plan has revealed that many of them are not now arterials; an assignment of 1980 traffic to the system, coupled with a careful examination of the District's

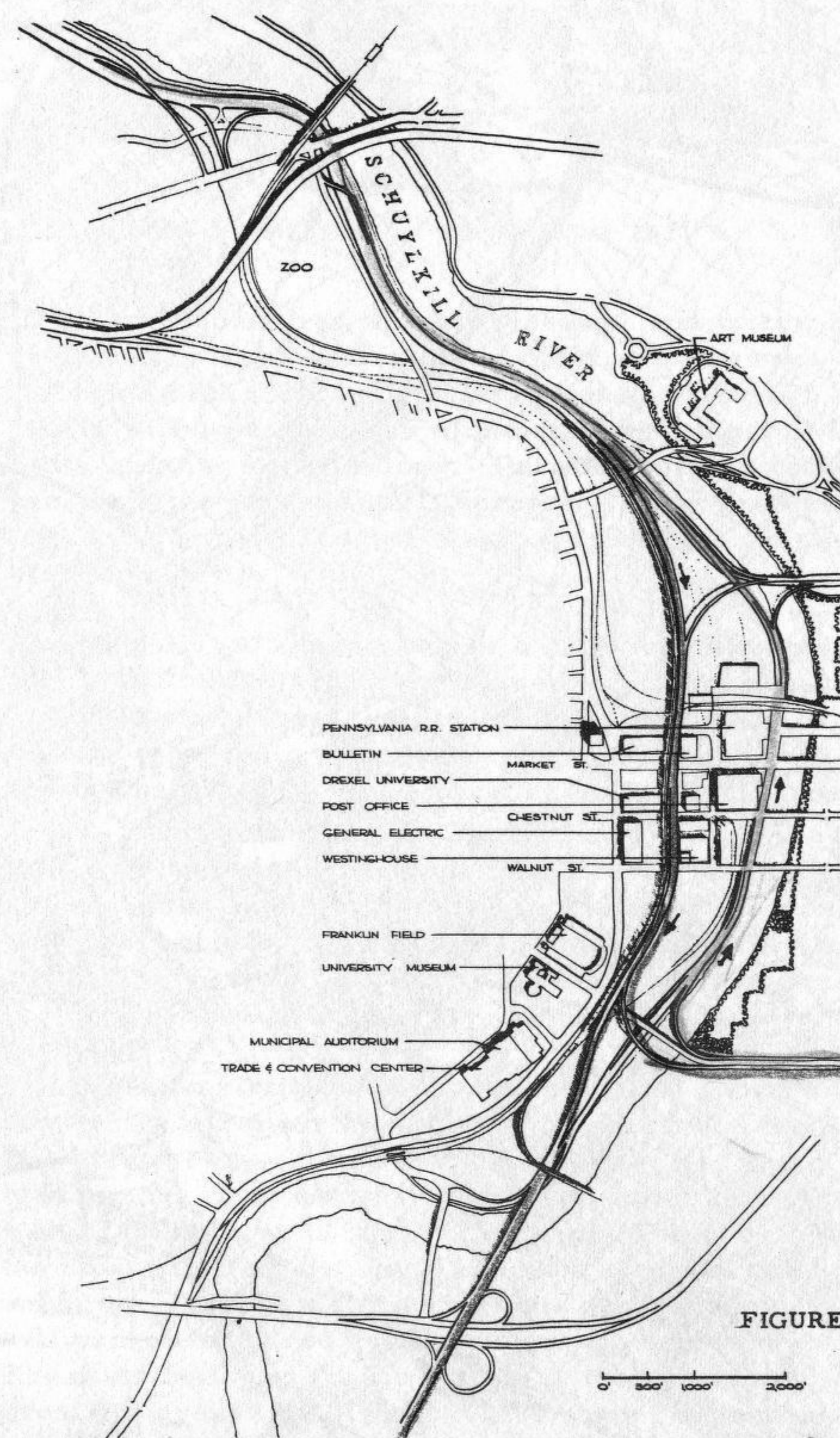


FIGURE 43
 PAIRED ONE WAY EXPRESSWAY SYSTEM

residential areas, shows that they will not be required to carry traffic of arterial character. The proposed system is illustrated on the fold-out map on page 55. Two basic cross-sections are recommended for these streets and are illustrated in Figures 44 and 45.

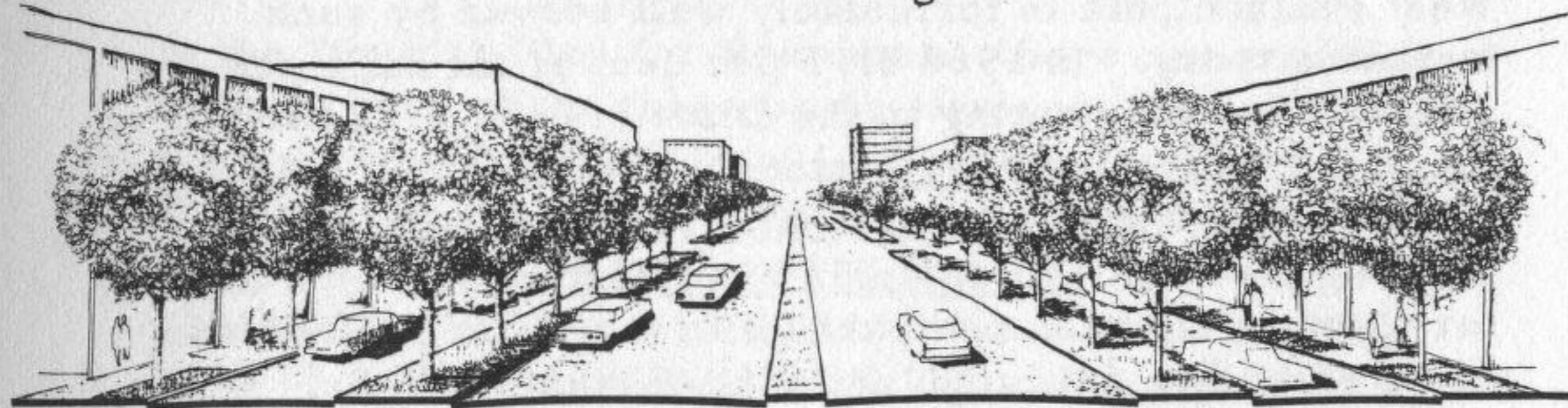


FIGURE 44 ARTERIAL TYPE I - RIGHT OF WAY 166'

Type I: Essentially a boulevard, this arterial will have four to six lanes for through traffic, in addition to service lanes. Because of the wide right-of-way required, this design can only be used where clearance or new construction is involved. Only Market Street and Mantua Boulevard - 32nd Street are proposed for this kind of treatment.

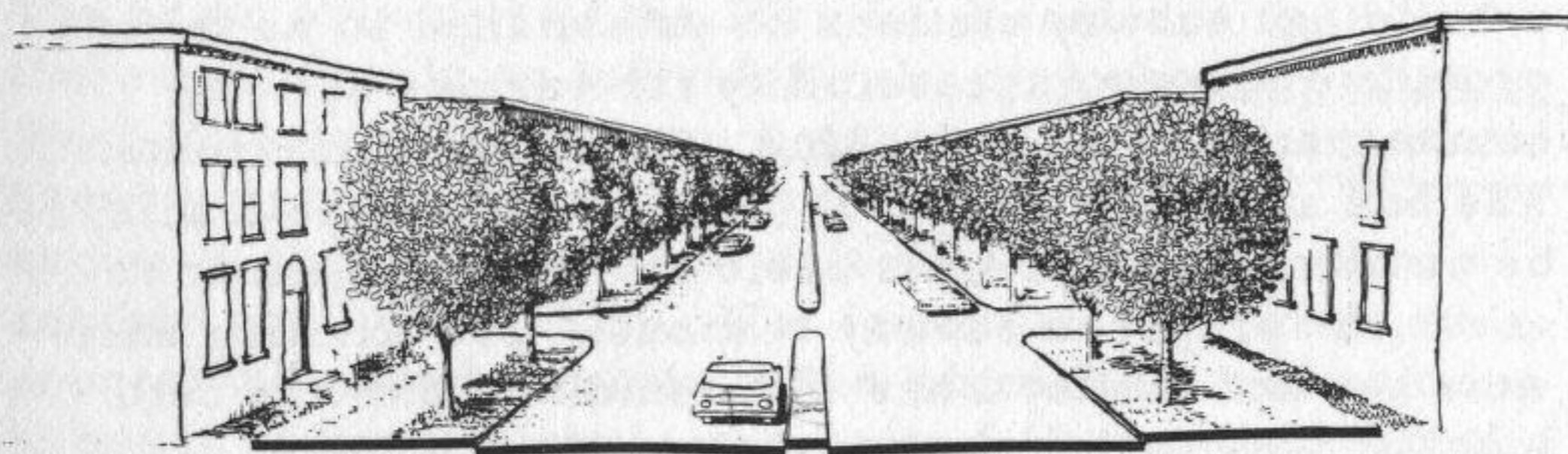


FIGURE 45 ARTERIAL TYPE II - RIGHT OF WAY 80'

Type II: Intended for use where condemnation is not justified, this cross-section has been designed within the existing 80-foot right-of-way common to West Phila-

delphia's major streets. The recommended design does not provide parking lanes nor permit access to adjacent properties, since arterial streets are intended to serve traffic rather than adjacent land uses. In situations where parking or access must be maintained, modification of this design is possible, at some loss in efficiency of circulation.

The Local Street System

Projection of 1980 traffic, and its allocation to collector and local streets, have not been carried to the same level of detail as similar analyses for arterials and expressways. Nevertheless, the implications of findings for roadways of greater capacity have application to the system of collector streets and to local residential streets as well.

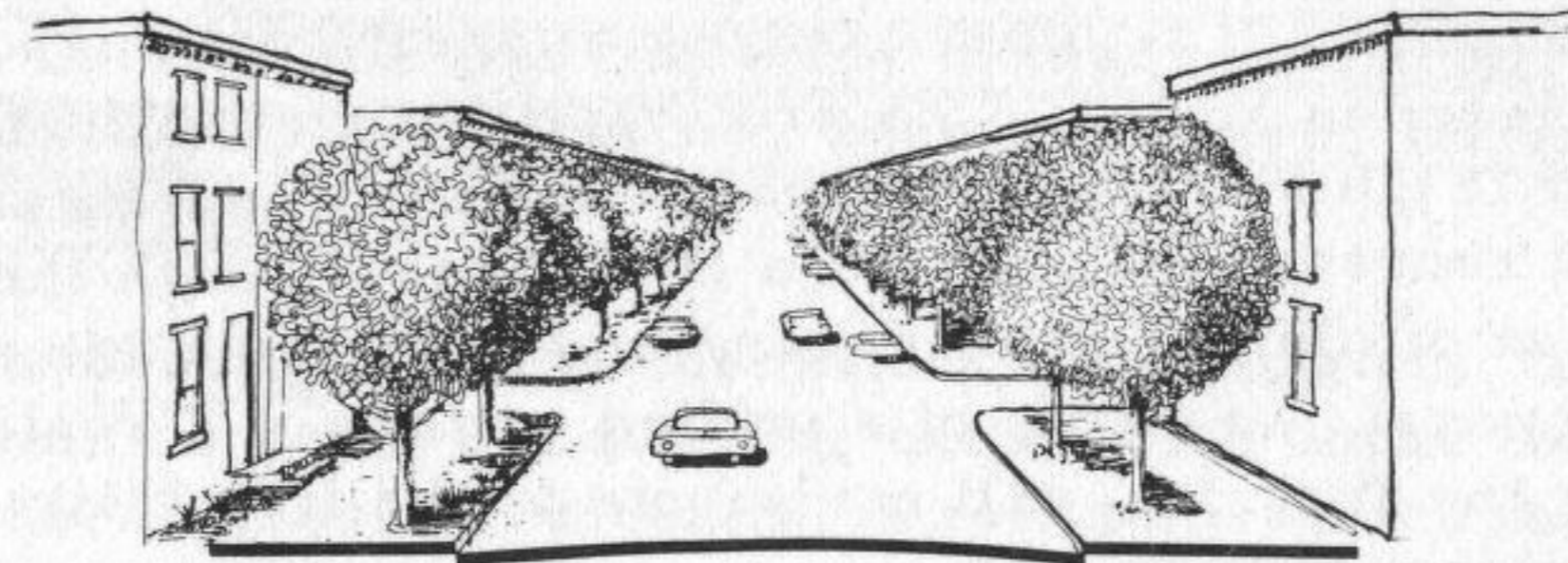


FIGURE 46 COLLECTOR - RIGHT OF WAY 60'

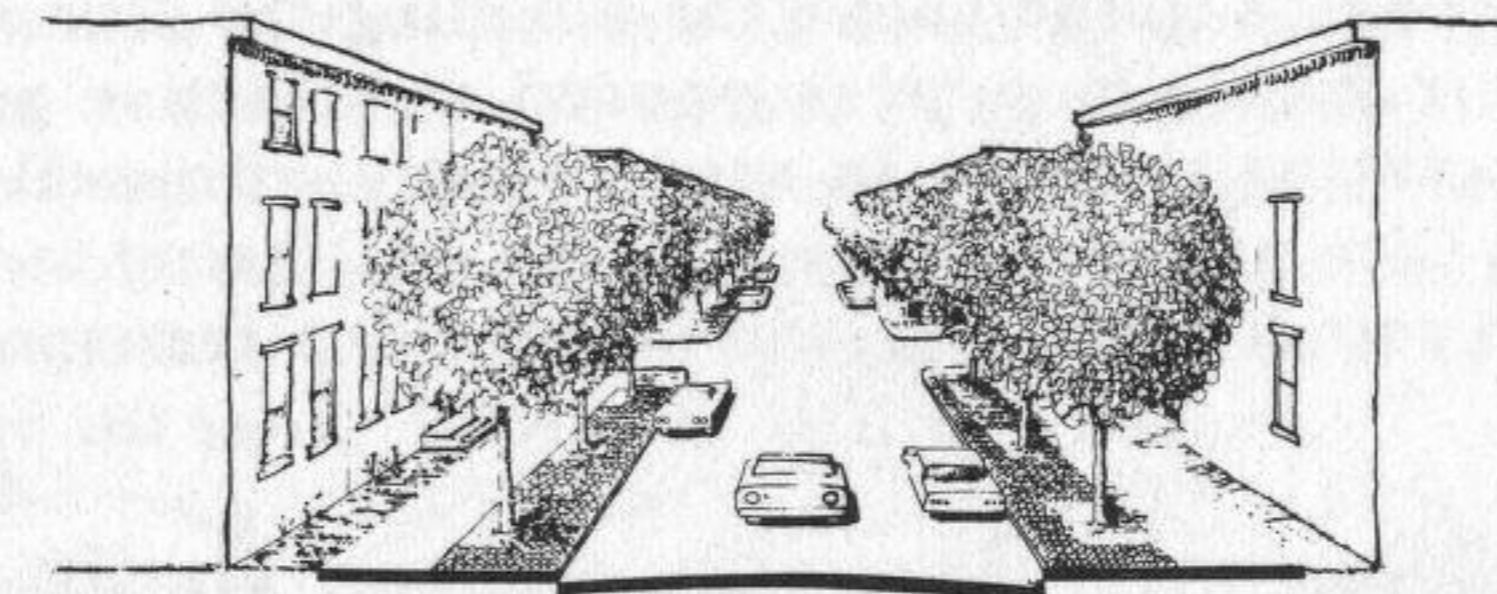


FIGURE 47 LOCAL - RIGHT OF WAY 50'

Level of Artery	Type of Traffic	Operating Speed	Capacity per Day	Intersections	Parking
Expressway	Through	45-50 mph	85,000	1 1/2 mile	None
Arterial Type I	Internal-External	35-40 mph	31,000	1/2 mile	Marginal Access
Arterial Type II	Internal & Internal-External	20-25 mph	18,000	1/4 mile	None
Collector	Internal	15-20 mph	5,000	each block	Permitted
Local	Internal	10-15 mph	2,000	each block	Permitted

Reduction in the number of arterials proposed for West Philadelphia does not imply the additional loading of collector streets with heavy traffic. On the contrary, collectors will be used for short trips of a local nature, while the arterials will carry the longer through trips traversing the District. The effect of the combined expressway and arterial systems will be to relieve collector streets of through traffic.

The local residential street plays an important role in the life of the District's people. It is often their major point of identification and orientation within the District. It is used for activities and operations centering about the home. It is often used for recreational purposes and pedestrian access. A prototype design is illustrated below (Figure 48) which illustrates how a pedestrian and recreational open area is created through the technique of closing unnecessary local streets. This type of proposal, as a part of a unified pattern of circulation for the District, will contribute to the liveability of its residential areas.

Public Transportation

The proposals listed above for handling the District's vehicular traffic have presupposed an effective public transportation system, in conformance with well-established City policy and support; its goal being to provide rapid, efficient, and inexpensive transportation.

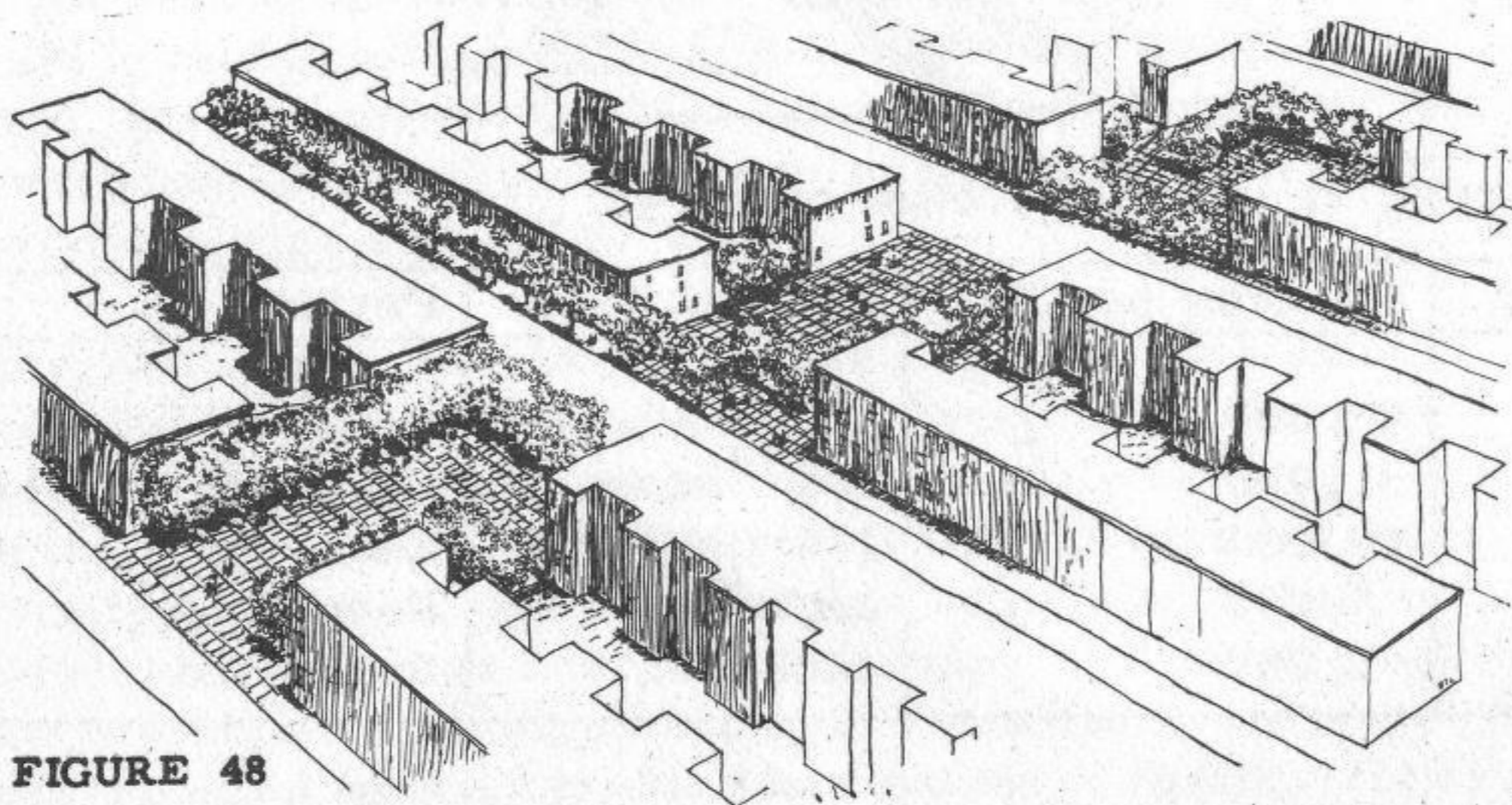


FIGURE 48

West Philadelphia is fortunately well served by such facilities today. In 1960 31.5 per cent of all daily passenger trips originating in the District (482,673) used the public transportation system. In addition, the Market Street Elevated serves a vital function in carrying passengers from Philadelphia's western suburbs to Center City - a function comparable to that of an expressway in its handling of through and long-distance traffic.

Because the system is so well-established and has proven itself over time, few changes are proposed here. The principle recommendation is rebuilding the Market Street Elevated between 45th and 69th Streets as a subway. Such rebuilding will replace the deteriorating elevated structure, improve the traffic flow on Market Street, and stimulate the redevelopment of Market Street west of 43rd Street. In keeping with the design concepts for Market Street, it is recommended that, at the time of rebuilding, subway stations be established so as to provide maximum accessibility for various activity concentrations: at 46th, 52nd, 57th, and 60th Streets. The bus and trolley network in West Philadelphia will be retained in its present basic north-south pattern to serve the proposed subway stations. The existing east-west bus and trolley lines will remain to provide both local service and access to Center City.

The commuter railroad, while of minor significance to West Philadelphia, is important to the city and region. The 30th Street Station is the point of convergence of all the suburban lines, making this major node even more accessible. The importance of this area will continue. In addition, a new stop on the commuter line is under consideration for the Convention Hall area. This proposal, if carried out, will considerably enhance the convenience of that facility.

Within the District, the major contribution of the railroad will be in the traffic it carries from Delaware, Montgomery, and Chester Counties which, in the absence of rail facilities would use - and overload - the proposed expressway and arterial systems.

LIVING

In the District Plan for Residence, there are modifications to each of the three basic elements of the Comprehensive Plan for Residence (A Plan for Residential Distribution, The Encouragement of Residential Groupings, and A Policy for Housing Quality). The special characteristics and future prospects of each housing area in West Philadelphia have been analyzed as key factors influencing the changes to be made in residential environment. Finally, emphasis has been placed on those actions or treatments appropriate to each subarea and the logical staging of such actions. Broadly outlined in the section on Housing Quality, this aspect is the principal subject of a companion report, The District Program.

Objectives

The basic objective of the Plan for Residence is to assure that every family or individual who may choose to live in West Philadelphia has an opportunity to satisfy reasonable housing wants in a good environment for living. The exercise of free choice in the selection of living areas is another goal of the Plan. The importance of public resources allocated directly to the educational and economic needs of the District's residents follows as an initial consideration. Statistics indicate the close relationship of poor housing quality to low income, lack of education, unemployment and, frequently, racial characteristics of the population. The success of a policy for improving housing quality will depend on parallel solutions to these major problems.

As a final objective, the treatment of unmet needs and present deficiencies in housing is tailored to the special characteristics of each subarea. A living environment which allows for considerable diversity in form, density and housing type is proposed. At the same time, this proposal is based on a firm foundation of standards for housing condition, for convenience and amenity, and

for the provision of basic municipal services and supporting facilities.

I. THE PLAN FOR POPULATION DISTRIBUTION

The purpose of this part of the Plan for Residence is twofold. One function is to designate areas for residential use; the other is to determine how many people will live in each subarea when the Plan is realized. The first serves to guide zoning regulations and the design of redevelopment areas, and as a service to the property-buying public. The second is based on the first, and serves to guide the location and character of many public and private facilities and services, such as sewers, libraries, schools and parks.

The term density, used in the following discussion, refers to the distribution of the dwelling units which house the population. "Gross" residential densities describe the ratio of residences to all land, including land in use as streets, for community facilities, for open space, and for other purposes. "Net" residential densities express a comparison of the number of dwelling units to the acres of land in residential use alone. The densities described below are net densities. In West Philadelphia, few changes in net residential density will result from the carrying out of the District Plan's proposals. The ratio of residences to all land, however, will be reduced.

Revisions to the Comprehensive Plan statement on population distribution stem from three types of changes:

1. Changes in transportation and their consequent effect on the location of other key activities. For example, the 52nd Street location for the Five-Mile Loop influences residential densities along its length and at points of interchange with the arterials which feed it.

EXISTING DWELLING DENSITIES

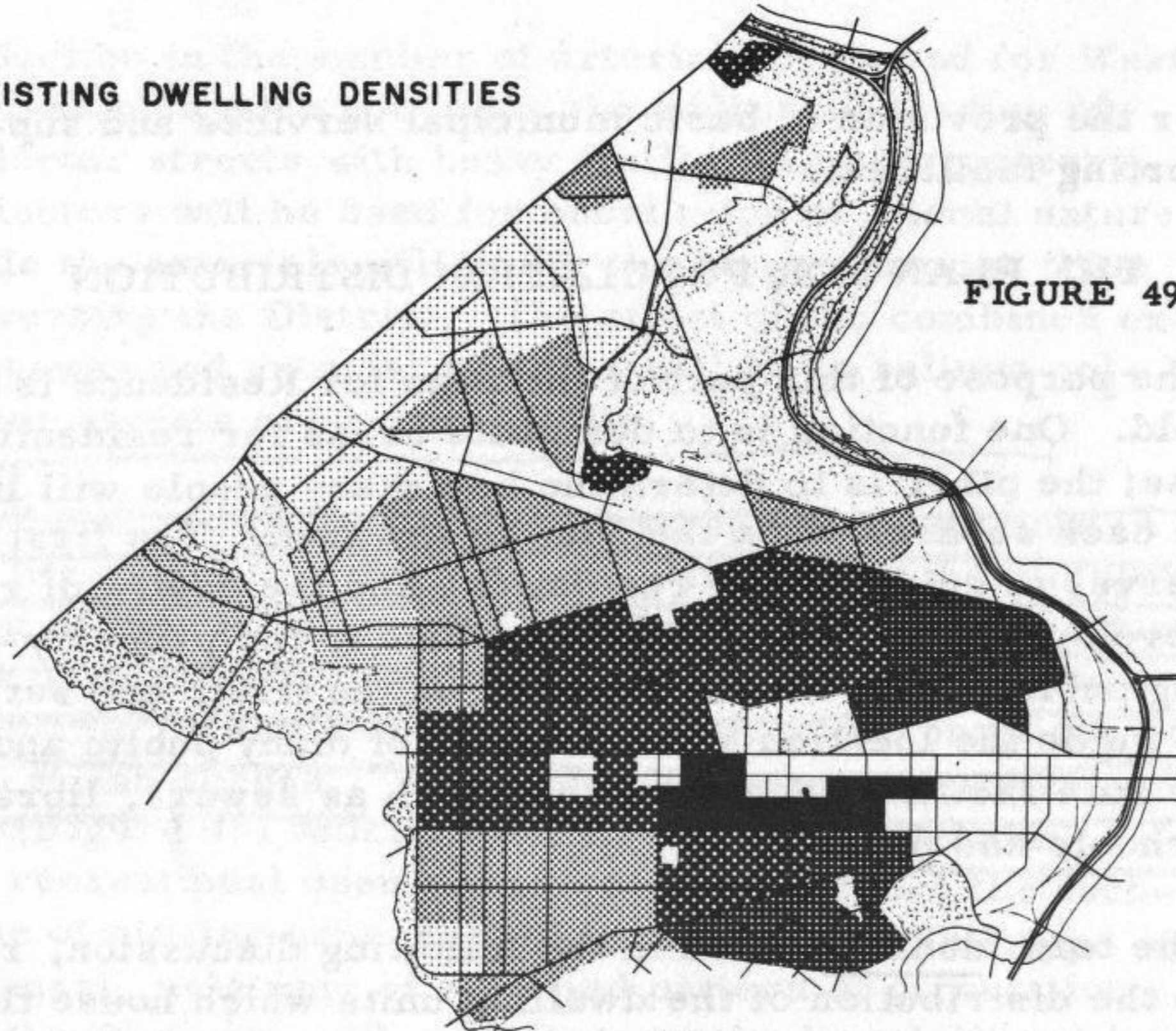


FIGURE 49

DWELLINGS PER NET RESIDENTIAL ACRE

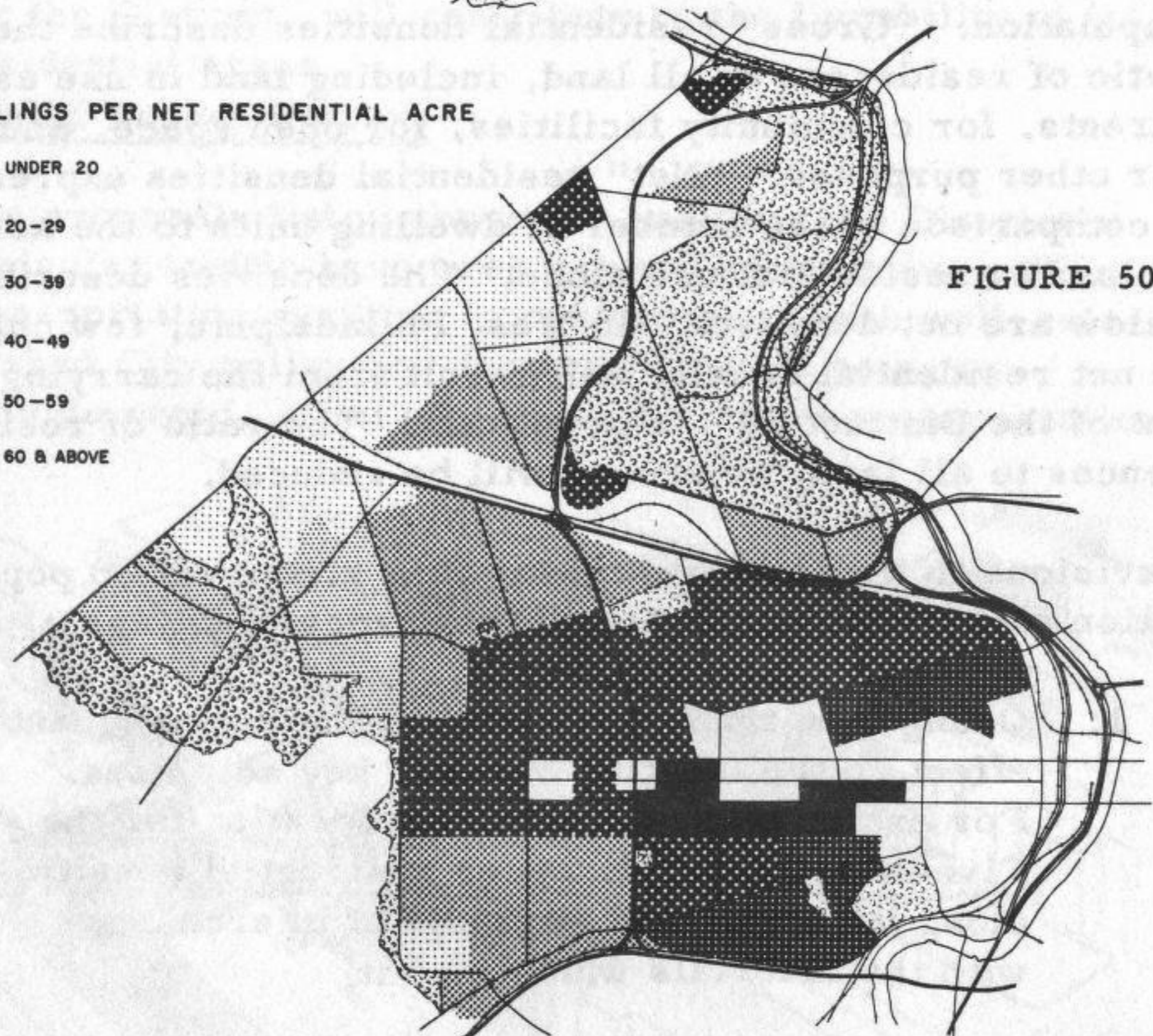
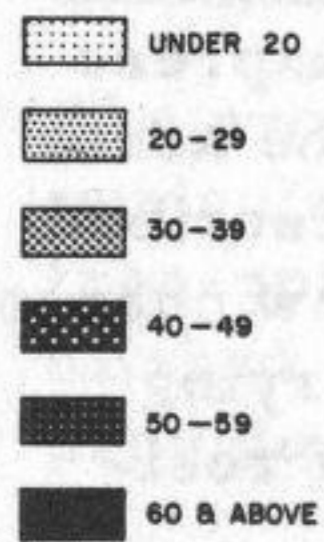


FIGURE 50

PROPOSED DWELLING DENSITIES

2. Consideration of urban design factors and the form of the District. Examples include the proposals for high density residence at the District's "gateways" and at activity points along Market Street, because of design criteria.
3. A general effort to reduce crowding of structures on the land and of people within dwelling units, especially in cases of conversion of structures from single to multi-family use.

A permanent ceiling is proposed to limit the crowding of dwellings in a given land area. Such an effort is already in process in areas under active renewal treatment, such as Haddington and West Mill Creek. In 1960, both these areas were occupied at an average density of 46 or more dwellings per acre, with over 25 blocks having 60 or more dwellings per acre. Reconstruction in these areas will range between 30 and 40 dwellings per acre for row houses; and for garden apartments, between 45 and 50 dwellings per acre. Selective reconstruction in the same new densities is proposed for the general area north of Market Street, east of 40th Street. This action also will have the effect of lowering net densities (Figure 49).

The shifts in density proposed for the reasons above result in a population capacity of 335,000 persons, using the same assumptions of family size contained in the Comprehensive Plan. The resulting total is 34,000 more than the present population and 13,000 less than that stated in the Comprehensive Plan. The figure includes estimates for removals from the housing supply, new construction, and conversions. Mapped on an area basis (Figure 50), the projected population capacity provides a basis for planning public facilities.

A number of alternate population capacities are allowed for within the density ranges recorded on the map. Variation depends on the number of dwelling units in use

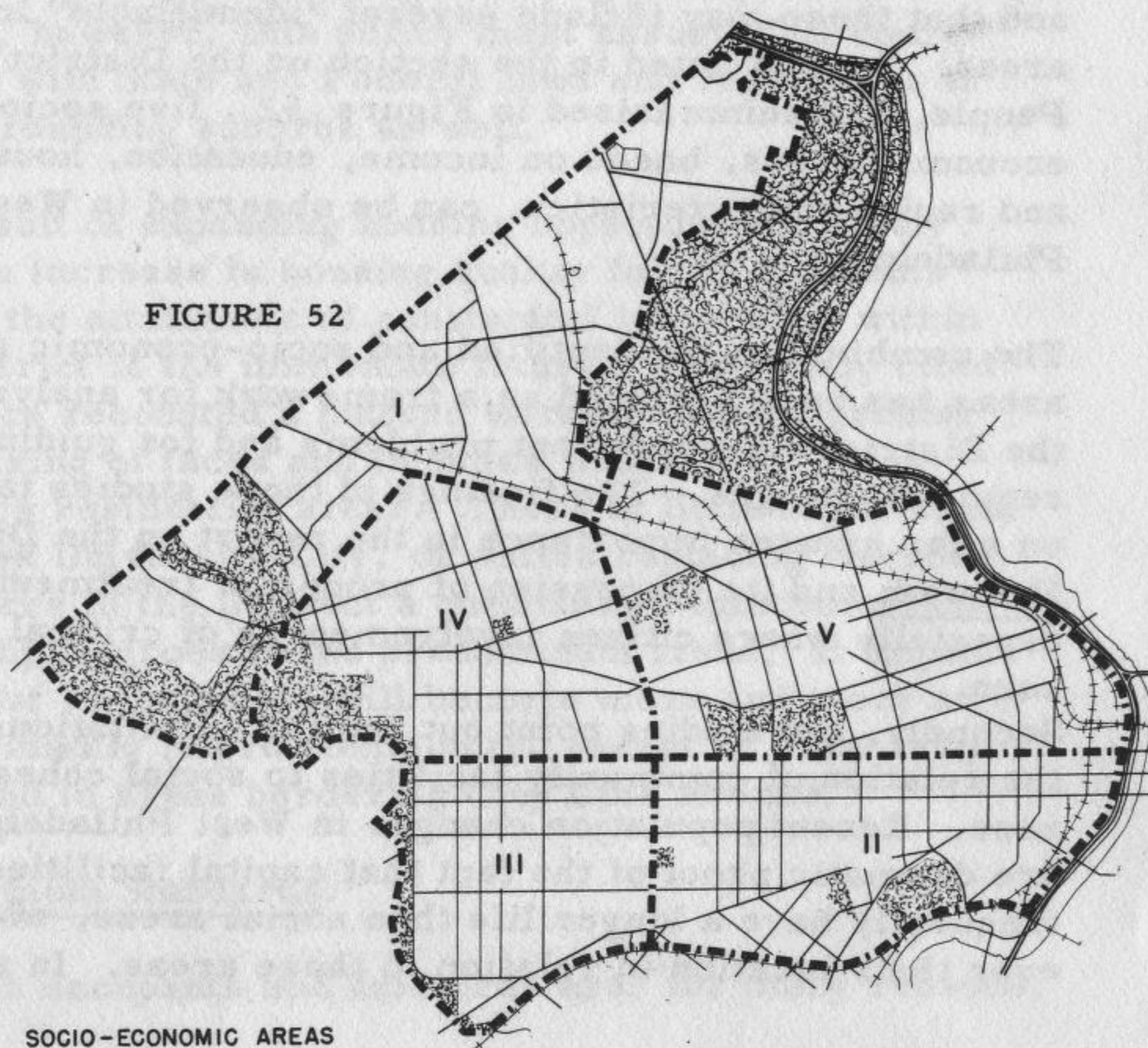
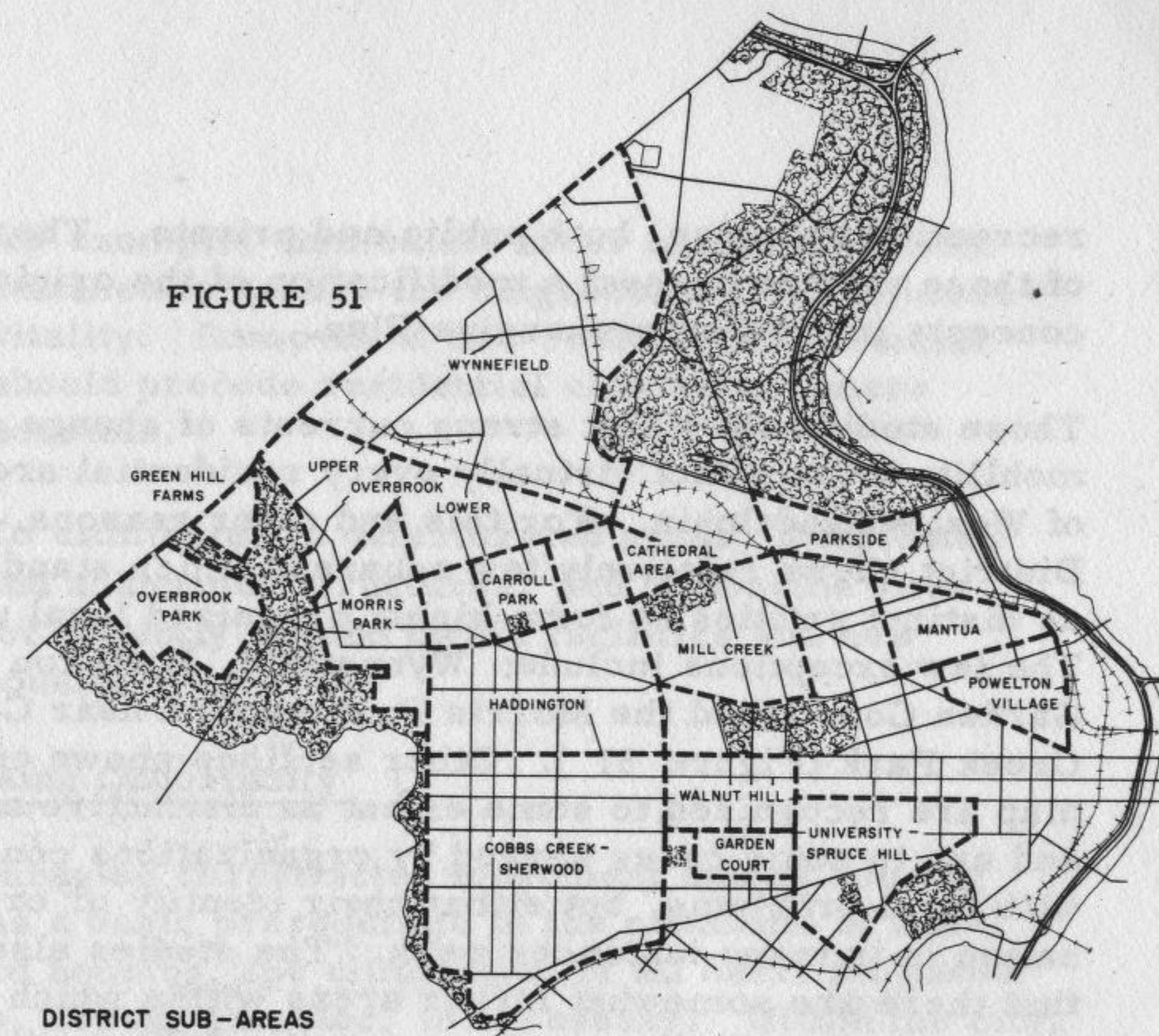
at any moment in time, and the number of people occupying each unit. The figure stated above, as the future capacity of the District, assumes maximum usage.

The map of recommended densities shows that blocks are generalized by groups of properties. There are numerous individual properties which exceed proposed density limits or do not conform to the predominant use shown for each block. There will be a discussion of commercial and industrial uses in this category in the sections on Working and Shopping areas that follow. Any removal of non-conforming uses will occur only as part of a comprehensive program of neighborhood improvement, and then only after the most careful study of each case in point.

II. THE ENCOURAGEMENT OF RESIDENTIAL GROUPINGS

The Comprehensive Plan contains proposals for three functional levels of residential units in the city: district, community and neighborhood. In the Comprehensive Plan, each level was designed to foster a progressively wider sense of community. Facilities such as health centers, playgrounds, and schools were outlined according to this organization of living areas in order to make these units more responsive to population needs, and to create an opportunity for participation in various activities and for association among residents.

The District Plan, a plan for a subarea of the city, has attempted to relate this general concept to the actual social fabric of West Philadelphia. With the assistance of the Health and Welfare Council, a series of studies has been made to determine the level of community identification existing in subareas of the District. Extensive interviewing and statistical analysis were undertaken, as well as the first complete inventory of the District's social resources, including churches, community organization, and all health, welfare, and



recreation agencies, both public and private. The results of these studies suggest a modification of the original concepts in the Comprehensive Plan.

Those studies show that strong currents of change and mobility today affect virtually every residential area of West Philadelphia. For this and other reasons, the District shows relatively few subareas which stand out as distinct entities or form highly organized local units. The few exceptions include: Wynnefield, Powelton Village, Garden Court, and the Morris Park section near Cobbs Creek Park (Figure 51). Other sections shown on the map are recognized to some extent as distinctive areas, and are in some cases served by organizations concerned with local problems, but either their identity or organization is in many instances weak. The studies also show that there are somewhat larger areas within which the population has similar socio-economic characteristics, and that these may include several "identifiable" local areas. As was noted in the section on the District's People, and summarized in Figure 52, five socio-economic areas, based on income, education, housing, and racial characteristics, can be observed in West Philadelphia.

The combination of identified and socio-economic subareas has been accepted as a framework for analyzing the District's development problems and for guiding required changes. The findings of those studies take on a far greater importance in the report on the District Program and its discussion of proposed treatment areas, especially where citizen involvement is of critical concern.

Secondly, the studies point out realistic limitations on the relation of community facilities to social cohesiveness. Recent population changes in West Philadelphia are dramatic proof of the fact that capital facilities frequently have a longer life than social areas, whatever their location in relation to those areas. In ad-

dition, the basic objective of providing services equally and impartially to all residents of the District may well work against designing proposed community facilities and their service areas for presently identifiable residential groupings.

For all those reasons, in the District Plan, there is a policy of avoiding, wherever possible, the disruption of existing strong neighborhoods. A policy of placing public facilities in accordance with the principles of accessibility already presented in the Plan for Transportation is similarly proposed. By adhering to these distinct principles, facilities like schools and playgrounds will remain in direct functional relation to the people they serve, but will be located according to objectives that are responsive to the changing requirements of the population.

III. A POLICY FOR HOUSING QUALITY

Since the City first employed extensive powers to renew Philadelphia, an increasing emphasis has been placed on the preservation and upgrading of existing housing. The policy of neighborhood density reduction through selective clearance, stressed in the Comprehensive Plan, is in accordance with this emphasis. Such practical considerations as cost, time, relocation, and the size of the task, support gradual, step-by-step changes.

The emphasis on aiding residents of the District to improve their own living conditions, proposed in the District Plan, is an outgrowth of the above approach. West Philadelphia would be in an enviable position if all signs of structural deterioration in housing were eliminated. A frontal attack on housing quality alone will not eliminate the causes and effects of social and economic deprivation, however.

For that combination of reasons, founded in policy, experience, and fact, the following policies for achieving housing quality are proposed:

1. The Acquisition and Re-use of Property

The primary client of this Plan is the family or individual presently living in West Philadelphia. All actions taken to carry out the Plan should, therefore, provide the family or individual with an improved opportunity to satisfy housing wants in a good physical environment. The rate of planning action possible to clear blight and to change land use will largely be controlled by the prior provision of housing units which meet those requirements. The objective should not be minimal relocation but a maximum opportunity for the District's residents to abandon substandard areas for improved surroundings.

Whenever residential properties are the subject of public condemnation, these actions will be justified by criteria which include, among others listed below, the kinds of improvement which studies have shown are necessary to the continuing well-being of West Philadelphia:

- a. To permit the location of uses with overriding non-residential purposes such as expressways, educational and hospital facilities, or industrial sites. The general limits of such expansion are marked on the Plan, with the exception of public schools, for which a plan remains to be completed.
- b. To improve large, essentially sound residential areas through the provision of basic public facilities, such as school classrooms and play space. In an area such as Cobbs Creek-Sherwood,

for example, immediate steps of this kind must be taken to assure the neighborhood of continued vitality. Removal of non-residential nuisances should precede residential clearance, where possible.

- c. To eliminate, in deteriorated areas, dilapidated and abandoned structures, and to provide sites for urgently needed public facilities and new housing.

2. Housing Opportunity

In encouraging unrestricted movement among housing areas as a basic prerequisite to the problems of substandard housing, the elimination of all barriers based on race, creed, or color, is necessary. Within the city, this merely reiterates long-standing policy; to be effective, however, this policy must assume full compliance with State and Federal laws and regulations in the surrounding suburbs as well.

The result of expanding housing opportunity is likely to be an increase in housing quality for all residents but not the attainment of substantial integration within the District in the immediate future. Previously cited statistics recounted a pattern working against greater intermixing of faces and incomes within West Philadelphia's residential areas. There is little experience, except in University City, of whites replacing Negroes. Elsewhere in the District a continuing replacement of whites by Negroes is the predominant trend. It implies that West Philadelphia will become more and more a predominantly Negro community, except in University City, and in areas bordering City Line Avenue.

3. Minimum Standards

Although occupants and landlords are, for many reasons,

not always willing or able to conform to the minimum standards set by the Housing, Fire, and Health Codes, those standards must be supported and all available means brought to bear to assure performance in attaining housing quality. Since codes are regulations of private action to produce physical end results, and since private actions are limited by motivation, habit and training, and financial capacity, the means of improved housing quality performance may be better secured through improvements in jobs, income, and education, rather than through improved code enforcement directly.

4. Treatment of Residential Areas

The residential environment changes continually. Treatment policy for the living areas of West Philadelphia recognizes both the factors of rate and degree of change in working toward the objectives previously noted. The proposed treatment policy for the District is outlined in Figure 53 and covers the period between today and approximately 1980. Specific actions designed to implement these general categories of treatment are the subject of the report on the District Program. An explanation of the categories shown in Figure 53 appears below:

A. Maintenance and Improvement

1. Preservation and Maintenance - care and maintenance of structures and the environment; improving structures above code standards on a voluntary basis; retaining almost all of the existing structures (98 per cent retention of structures has been used for planning purposes throughout areas so designated, but that figure does not preclude public action in isolated blocks which might exceed 2 per cent clearance of those blocks).



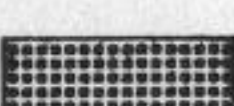


2. Preservation with Renovation - care and improvement of structures above code standards and improvement of the environment, relying where necessary on use of condemnation, but retaining a substantial portion of the structures (85 per cent retention of structures has been used for planning purposes throughout areas so designated, but that figure does not preclude public action in isolated blocks or groups of blocks which might exceed 15 per cent clearance of those blocks).

B. Reduction of Severe Conditions, Maintenance, and Gradual and Selective Reconstruction

Reduction in the frequency of Housing and Fire Code violations, improvement above code standards where possible, and improvement in the environment, relying where necessary on a range of public actions including condemnation, but retaining the majority of structures (60 per cent retention of structures has been used for planning purposes throughout areas so designated, but that figure does not preclude public action in isolated blocks or groups of blocks which might exceed 40 per cent clearance of those blocks).

C. New Construction

1. Total reconstruction for residential purposes.
2. Total reconstruction for non-residential purposes.

-  PRESERVATION AND MAINTENANCE
-  PRESERVATION WITH RENOVATION
-  REDUCTION OF SEVERE CONDITIONS
GRADUAL AND SELECTIVE RECONSTRUCTION
-  RECONSTRUCTION FOR RESIDENCE
-  RECONSTRUCTION FOR NON-RESIDENCE

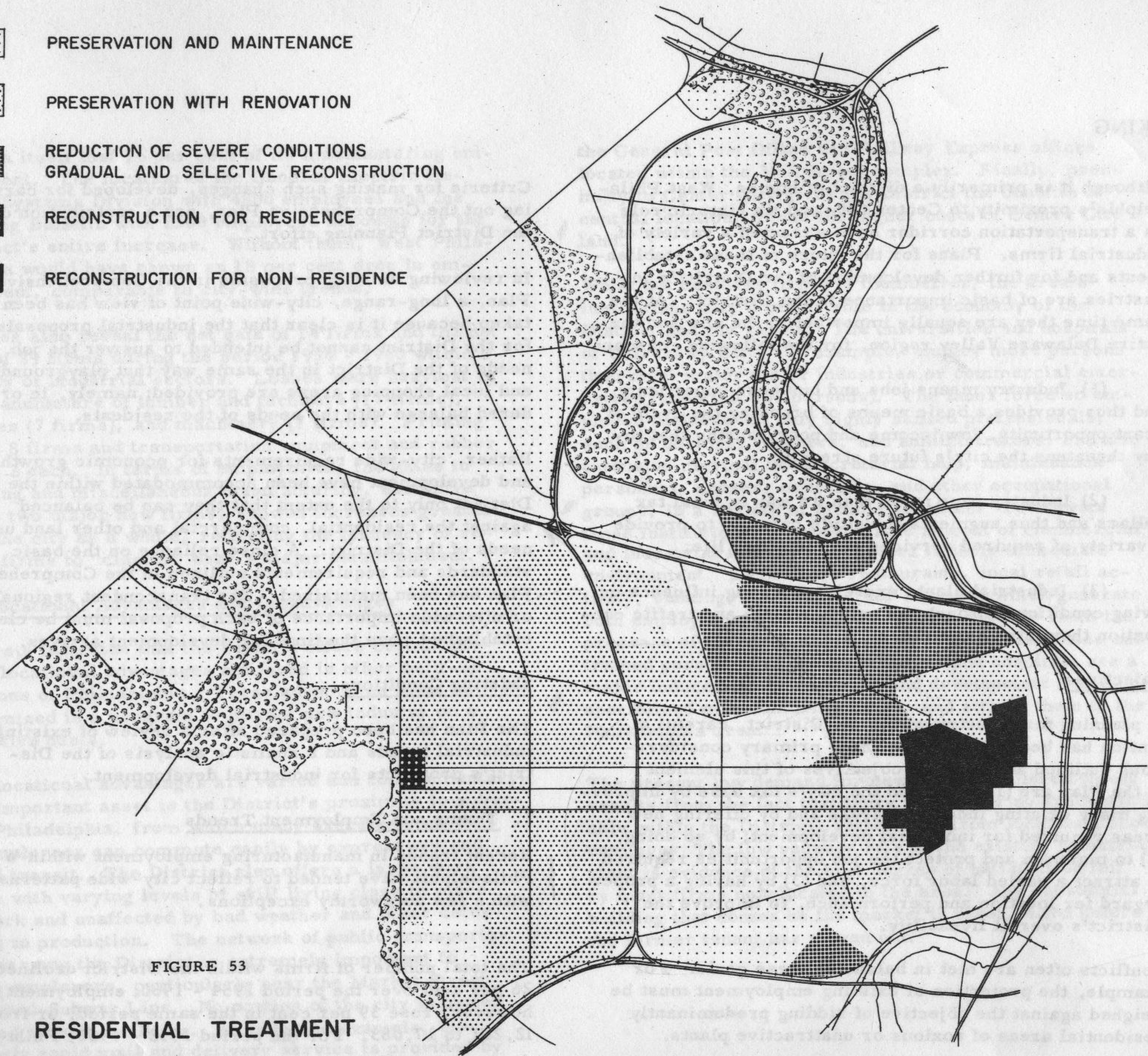


FIGURE 53

RESIDENTIAL TREATMENT

WORKING

Although it is primarily a district of homes, West Philadelphia's proximity to Center City and its historic role as a transportation corridor have attracted a variety of industrial firms. Plans for the future of these establishments and for further development of the District's industries are of basic importance to the District. At the same time they are equally important to the city and the entire Delaware Valley region, for the following reasons:

- (1) Industry means jobs and business opportunity, and thus provides a basic means of breaking the cycle of scant opportunity, low income and poor housing that today threatens the city's future strength;
- (2) Industry pays more than its way in local tax dollars and thus augments the city's capacity to provide a variety of required services affecting city life;
- (3) Industrial plants exercise a strong influence on living conditions through the noise, smells and traffic congestion they often generate.

Objectives

In planning for industry within the District, careful attention has been given to the three primary considerations outlined above. The objectives of this element of the Plan are (1) to expand the city's tax base by improving many existing industrial areas and by offering new areas required for industrial development; by so doing, (2) to maintain and protect the job opportunities required to attract a varied labor force, and (3) by having a proper regard for location and performance, to improve the District's overall liveability.

Conflicts often are met in balancing these goals. For example, the protection of existing employment must be weighed against the objective of ridding predominantly residential areas of noxious or unattractive plants.

Criteria for making such changes, developed for carrying out the Comprehensive Plan, are a contribution of the District Planning effort.

In reviewing existing proposals in the Comprehensive Plan, a long-range, city-wide point of view has been taken because it is clear that the industrial proposals for the District cannot be intended to answer the job needs of the District in the same way that playgrounds and local shopping areas are provided; namely, in ordered balance with the needs of the residents.

Rather, city-wide requirements for economic growth and development have been accommodated within the District only to the extent that they can be balanced against the residential, commercial and other land use needs of the District. A close reliance on the basic standards and requirements outlined in the Comprehensive Plan has been maintained. The transcendent regional or city-wide importance of each proposal must be clearly established when the time for development arrives.

Existing Conditions

The Plan has been prepared after a review of existing industrial trends and a realistic analysis of the District's prospects for industrial development.

1. Firms and Employment Trends

Recent trends in manufacturing employment within West Philadelphia have tended to reflect city-wide patterns with a few noteworthy exceptions.

The total number of firms within the District declined 26 per cent over the period 1954 - 1960; employment, however, rose 39 per cent in the same period, or from 12,261 to 17,083. For the period 1952 - 1960, Phila-

Philadelphia itself lost 16 per cent of its manufacturing employment. The location of the General Electric Re-entry Systems Division with 4800 employees and the Evening Bulletin with 2300 employees accounts for the District's entire increase. Without them, West Philadelphia would have shown an 18 per cent drop in employment, comparable to city-wide trends.

Figures also reveal the net gain of 14 firms and the net loss of 89 firms during the period 1954 - 1960 within a variety of industrial sectors. Losses were heaviest in the manufacture of lumber and furniture (17 firms), textiles (7 firms), and machinery (7 firms). Printing added 8 firms and transportation equipment and rubber added 2 each. In terms of employment, the gains in printing and miscellaneous manufacturing, exclusive of the two major new firms, showed increases greater than the city as a whole, reflecting the tendency of related firms to "cluster" near a major establishment.

2. Locational Advantages and Disadvantages

Analysis indicates that the District offers certain distinct locational advantages not found in other built-up sections of Philadelphia. These advantages must be recognized in a program to attract new industry on a selective basis.

The locational advantages are varied and complementary. One important asset is the District's proximity to suburban Philadelphia, from which many executives as well as employees can commute easily by expressway and rapid transit. The District also offers a large work force with varying levels of skill living close to place of work and unaffected by bad weather and other deterrents to production. The network of public transportation serving the District is extremely important to large employers, particularly near the Market Street Elevated-Subway Line. No portion of the city is better served by rail facilities. As only one example, extremely rapid mail and delivery service is provided by

the General Post Office and Railway Express offices located within the 30th Street complex. Finally, proximity to Center City gives the District the benefits of central location, minus the higher costs of Center City land.

While not business firms in themselves, the area's institutions play a major role in the economy of the District and the region. The universities and hospitals of University City, for example, employ more persons than most major major industries or commercial enterprises (about 10,000 persons). The labor force so employed includes not only highly skilled professionals, such as doctors, teachers, and administrators, but also extensive clerical and secretarial help, maintenance personnel, nurses, orderlies, and other occupational groups, in a variety of income brackets. To service those institutions, an appreciable amount of commercial and industrial activity has located in their immediate environment. Laundries, restaurants, local retail activity, banking, and many other services which generate both employment and tax dollars stem directly from the presence of the institutions. The research facilities and trained personnel of the universities and hospitals are a major inducement to research and development firms, or specialized manufacturing firms, and attract them to the Philadelphia area.

The present low demand for new industrial development results from the fact that there is little or no space available within the District, rather than from locational shortcomings. The low vacancy rate in the existing industrial plant is evidence of the high degree of satisfaction felt by most firms now located in the area. Any substantial building that comes on the market is taken, often before the former tenant has moved out.

Against those assets, however, the District faces certain competitive disadvantages when compared to other districts within the city and elsewhere in the region. While marked for improvement in the District Plan's transportation element, the present inadequacy of truck access tends to reduce industrial interest. The existence of cheaper land, largely undeveloped, available elsewhere in the city and region is a principal consideration. With the exception of the railroad yards and existing industrial areas, land cannot be marketed for development without considerable cost of assembly and site preparation. Existing governmental programs and financing aids do not permit the marketing of land at present competitive costs. The lack of prestigious locations for attracting new industry is an additional factor.

These prevailing and prospective conditions, while influencing the preparation of a long-term plan, have special importance in the staging of proposals for industrial use. In balance, the importance of long-term designations for industrial use suggests a relatively low priority for West Philadelphia in a city-wide program of industrial development and expansion, except in those few instances where the special combination of advantages dictates immediate action.

The Plan for Industry

Based on the preceding analysis, few changes in the principles and proposals established in the Comprehensive Plan are suggested for the District. Pending the outcome of city-wide studies, presently incomplete, no adjustment has been made in the acreage requirement presumed necessary to contribute to job opportunities in the region. The supporting standards of the Plan are regarded as generally appropriate in guiding locational decisions.

An important change to the Plan is proposed in the area of the 30th Street Station, adjacent to the University of Pennsylvania and Drexel Institute. Because of the unique advantages of this location, stemming from its accessibility to all parts of the region by a variety of transportation means, and from its closeness to two major institutions, its development as an industrial research center is proposed. The industrial and office-commercial activities that will locate here will be subject to standards of performance and design. While this complex will disrupt an existing residential area, as well as some businesses, it will afford substantial increases in job opportunity for many income groups. Its feasibility has been corroborated by a preliminary market analysis made by the Redevelopment Authority. The objectives are clearly in accord with regional and city-wide goals of economic growth, and outweigh the immediate costs of relocation of families and businesses.

The proposed system of expressways and arterials affords additional sites of high industrial potential, and all such possibilities have been reviewed. With the exception of those delineated, however, alternative land uses which do not require the high costs of redevelopment and relocation have been suggested in accordance with the total pattern of District objectives. Job opportunity for the District must be provided elsewhere in the city and region, in locations more suitable and more readily developed for such purposes. The resulting pattern is in balance with the general city-wide requirements established in the Comprehensive Plan.

While the industrial areas delineated in the plan include the major existing firms in West Philadelphia, approximately 180 manufacturing establishments scattered throughout the District, and employing more than 5,000 persons, are in areas designated for other than industrial use. In the Comprehensive Plan, relocation of these isolated industrial uses to planned industrial areas was called for over a period of time. Although they do not show on the summary land use map, the future of these firms is of prime importance. Detailed staging plans for these uses have yet to be worked out, and must be formulated on a city-wide basis.

In remapping the city for zoning purposes, it is strongly recommended that isolated industries for the most part be rendered nonconforming, so that control can be established over the pattern of isolated firms within the District and elsewhere in the city. This is the essential first step in moving toward the District Plan's overall objective of providing job opportunity within the context of a liveable environment, while assuring a respect for scattered firms providing employment. In the course of future study, it may prove valid to continue to designate some isolated uses for industrial purposes if adequately controlled by performance standards. It follows from these statements that a general policy of preparing new sites for a variety of industrial uses must precede stern measures to eliminate existing isolated industries which are deleterious to their surroundings.

Free-standing Commercial and Office Activity

In the Comprehensive Plan, standards were established for the location for free-standing commercial uses, encompassing a broad range of activity. These include

such enterprises as laundries, auto repair facilities, auto sales and junk yards. They also include offices, banks, furniture sales, and motels. The location requirements and performance characteristics of this wide variety of activities are far from uniform. The characteristics of these activities are more closely related to those of employment areas than shopping concentrations.

Analysis of the needs for accessibility, for protected lot area, for cheap or costly land, and for adjacency to a market of each of these functions, has been a part of the District Planning effort. Consideration of this combination of factors has lead to the following proposals:

The development of the 30th Street Station area as a complex of office activity, supporting commercial enterprises, and research industry. These proposals are incorporated in renewal plans for the University City area.

The retention of strong "free-standing" uses in the strip commercial areas which are to be rehabilitated, such as 60th Street and the Lancaster-42nd Street areas.

A policy of retaining many scattered commercial enterprises which provide a means of livelihood to residents of the district, pending developments at the city-wide level for eliminating, over a suitable period, those non-conforming industrial and commercial uses which detract from the pleasantness of the District's residential areas.

Conclusion

In presenting this element of the Plan, the basic relationship between job opportunities and the long-term improvement of physical and housing condition throughout the District is recognized. It is equally clear that the Plan for industry depends on improved educational and vocational resources designed to extend economic opportunity and to enhance the image of Philadelphia as an socially mobile city. The land use allocations specified in the Plan presuppose parallel attention to these areas and point up the importance of devoting sufficient resources to school and educational services.

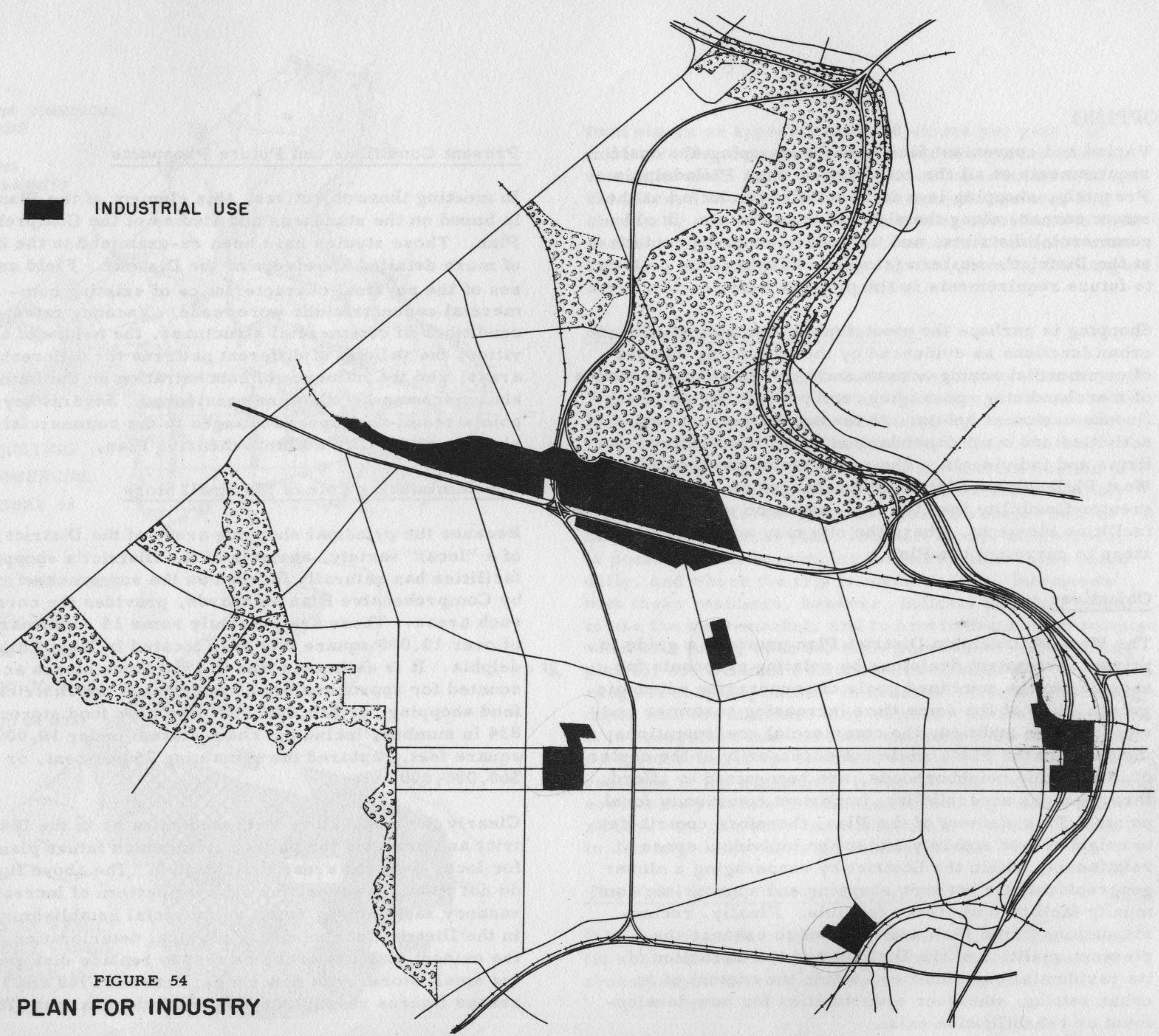


FIGURE 54
PLAN FOR INDUSTRY

SHOPPING

Varied and convenient facilities for shopping are basic requirements of all the residents of West Philadelphia. Presently, shopping is a daily activity conducted at the street corner, along the sides of busy streets, in old commercial districts, and in modern shopping centers at the District's western fringes. Adapting this pattern to future requirements is the purpose here.

Shopping is perhaps the most rapidly changing of all urban functions as evidenced by the continuing number of commercial zoning actions and by ever-changing modes of merchandizing, packaging, and processing which influence customer habits. At the same time, commercial activities are most dependent on the initiative of private firms and individuals. The commercial element of the West Philadelphia District Plan, therefore, allows greater flexibility than the transportation or community facilities elements, where the city may act in measured steps to carry out the Plan.

Objectives

The West Philadelphia District Plan provides a guide to private investment decisions by relating proposals for shopping to the combined goals of encouraging economic growth while at the same time increasing customer convenience. In addition, the commercial concentrations indicated in the Plan, while not necessarily at the center of identifiable neighborhoods, are recognized to afford, through mere accessibility, important community focal points. This element of the Plan, therefore contributes to neighborhood stability and to the individual sense of relationship within the District by encouraging a closer geographical tie between shopping and appropriate community facilities wherever feasible. Finally, recommendations in the Plan are intended to enhance the pleasant qualities of the District and the attraction of its residential communities, within the context of an urban setting, wherever opportunities for new development or rehabilitation exist.

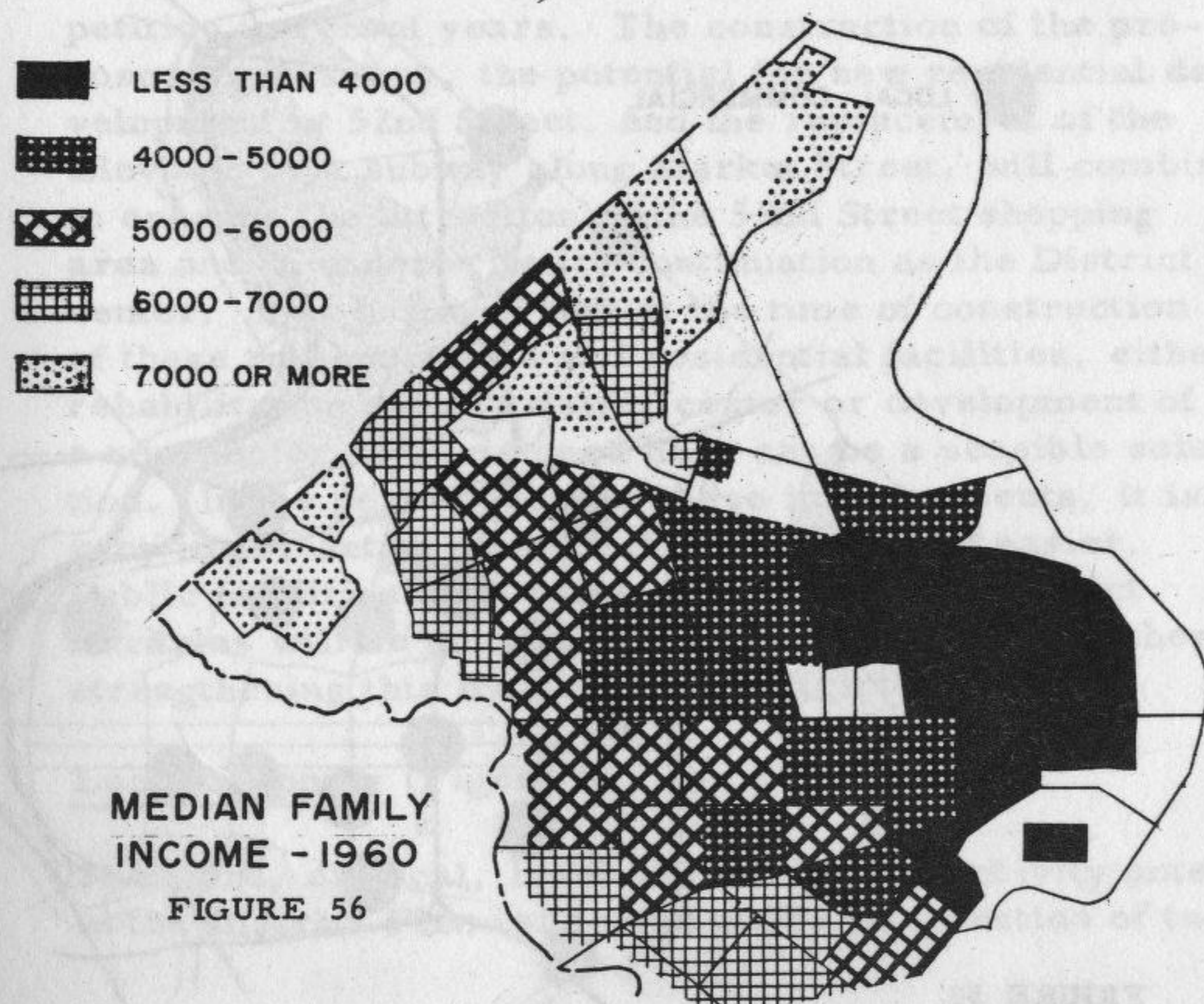
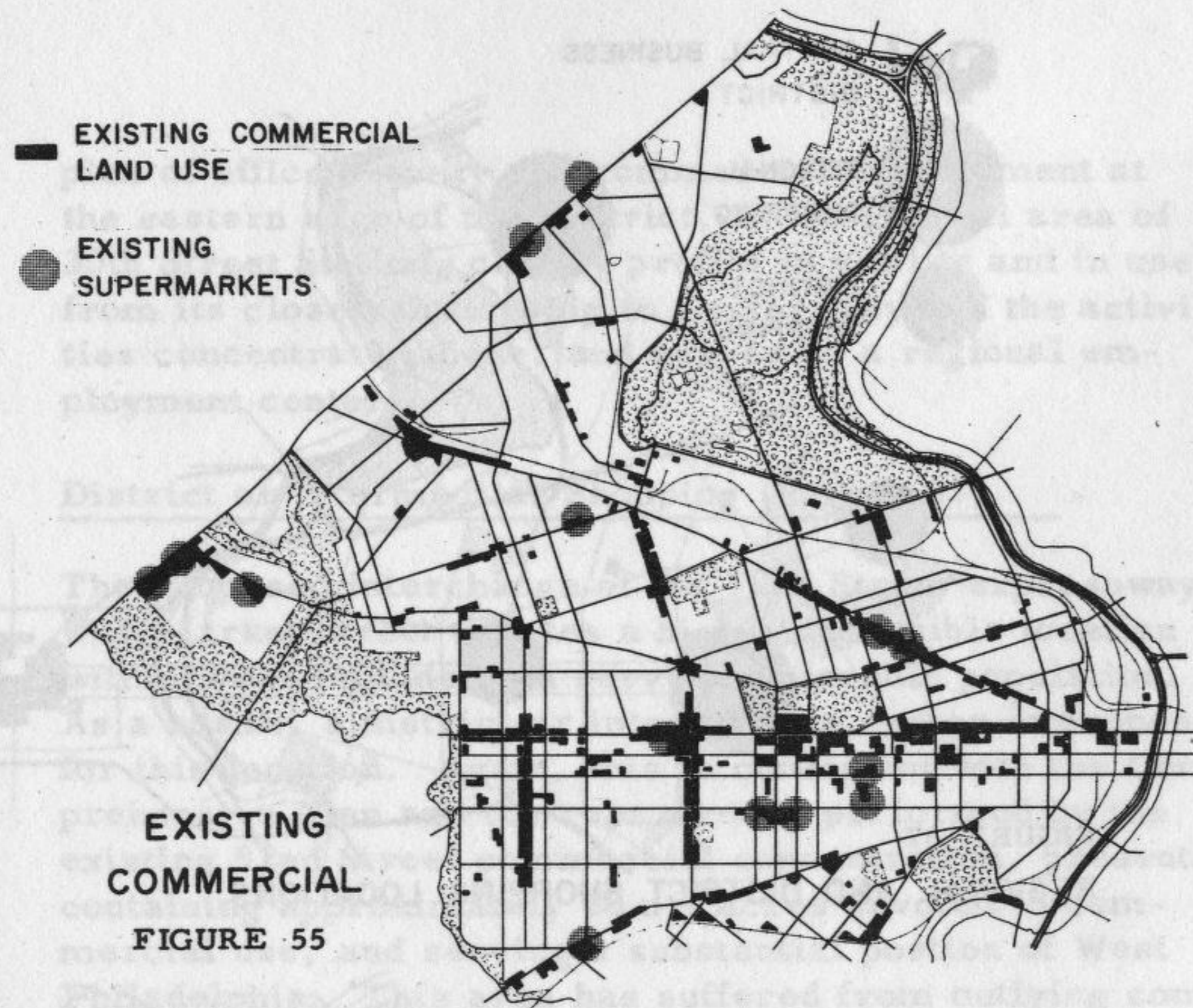
Present Conditions and Future Prospects

In meeting these objectives, this element of the Plan is based on the standards and studies of the Comprehensive Plan. Those studies have been re-examined in the light of more detailed knowledge of the District. Field analyses of the physical characteristics of existing commercial concentrations were made. Vacancy rates, conditions of commercial structures, the nature of activities, the validity of different patterns for different areas, and the influence of concentration on the immediate environment - all were considered. Several key points result in proposed changes to the commercial element of the City's Comprehensive Plan.

The Diminishing Role of the Small Store

Because the principal shopping areas of the District are of a "local" variety, analysis of the District's shopping facilities has naturally focused on the supermarket, which, by Comprehensive Plan standards, provides the core of such areas. There are presently some 14 supermarkets of over 10,000 square feet each located in West Philadelphia. It is estimated that in 1960 those stores accounted for approximately 25 per cent of the District's food shopping, or \$20,000,000. Smaller food stores, 834 in number, including chain stores under 10,000 square feet, captured the remaining 75 per cent, or \$60,000,000.

Clearly the small store still predominates in the District and provides the pattern from which future plans for local shopping areas must evolve. The above figures do not show, however, the striking pattern of increasing vacancy rates among small commercial establishments in the District, the resulting physical deterioration, and the evident inability of the market to replace disappearing small stores with new ones. Between 1948 and 1958 census figures reveal that West Philadelphia lost 376



food stores or approximately 38 stores per year. Similar trends are perceived in other categories of small stores as well. The competition of supermarkets and of the planned shopping center, increased auto use, and above all, recent shifts in population, contribute to that decline. The District Plan is based on a probable continuation of the trend and the logic of planning for larger, more concentrated shopping units.

Shopping Preferences and Income

Middle income and upper income residents, like those of Wynnefield and Upper Overbrook, today prefer to do their shopping in supermarkets and shopping centers where cash is required, to buy in quantity, and to use their cars for shopping trips. Residents of the eastern portion of the District, with considerably lower incomes, display a somewhat different pattern. Here the major bulk of daily shopping takes place in small stores where credit is possible, where shopping for necessities takes place daily, and where the trip is made on foot. Interviews with these residents, however, indicate that they prefer to use the supermarket, and to benefit from its economies, when able to pay cash for their purchases. An evolving plan for the District's future will accommodate a wide range of shopping habits in order to serve all the residents with the facilities they require. At the same time, it is recognized that the local shopping area anchored by a supermarket is apt to afford considerably greater convenience to the community it serves and, because of the economies possible in bulk merchandizing, make it possible for its patrons, especially those of lower income, to obtain greater value for money spent.

The Place of the Present Shopping Strip

It is not assumed in the Plan, however, that the automatic achievement of a series of local centers organized around supermarkets is possible or even desirable.

While physical deterioration and high rates of vacancy characterize many of the District's older strips, indicating their obsolescence, other such concentrations flourish. In a few cases, such as 48th and Spruce Streets or 42nd Street and Lancaster Avenue, new supermarket investments have been made. Recognizing the vitality of such areas and the continuing role that they must play, the retention of some shopping strips, accompanied by some upgrading to meet modern needs, is called for in the Plan.

Standards Used in the Plan

To meet the established objectives, while recognizing present patterns, standards have been set which relate the various types of proposed commercial areas according to function, size, and service areas, as well as to the system of accessibility set forth in the preceding Transportation Plan element. Standards governing trade area, floor space, and uses are taken directly from the Comprehensive Plan. The criterion of accessibility is a contribution of the District Plan's design concepts. These principles, taken together, have been of particular assistance in locating proposed facilities in relation to the revised arterial and expressway pattern for the District.

Regional Shopping (Figure 57)

As already noted the most accessible points of the region are at the intersections of major expressways and transit lines. East of the Schuylkill, Center City sits astride this complex and performs the dominant regional commercial function. The center at 69th Street plays a similar but subordinate role at the other end of the District. With these developments of regional importance in place, and consistent with the Comprehensive Plan, there is no requirement for a commercial concentration on a regional scale within West Philadelphia. The com-

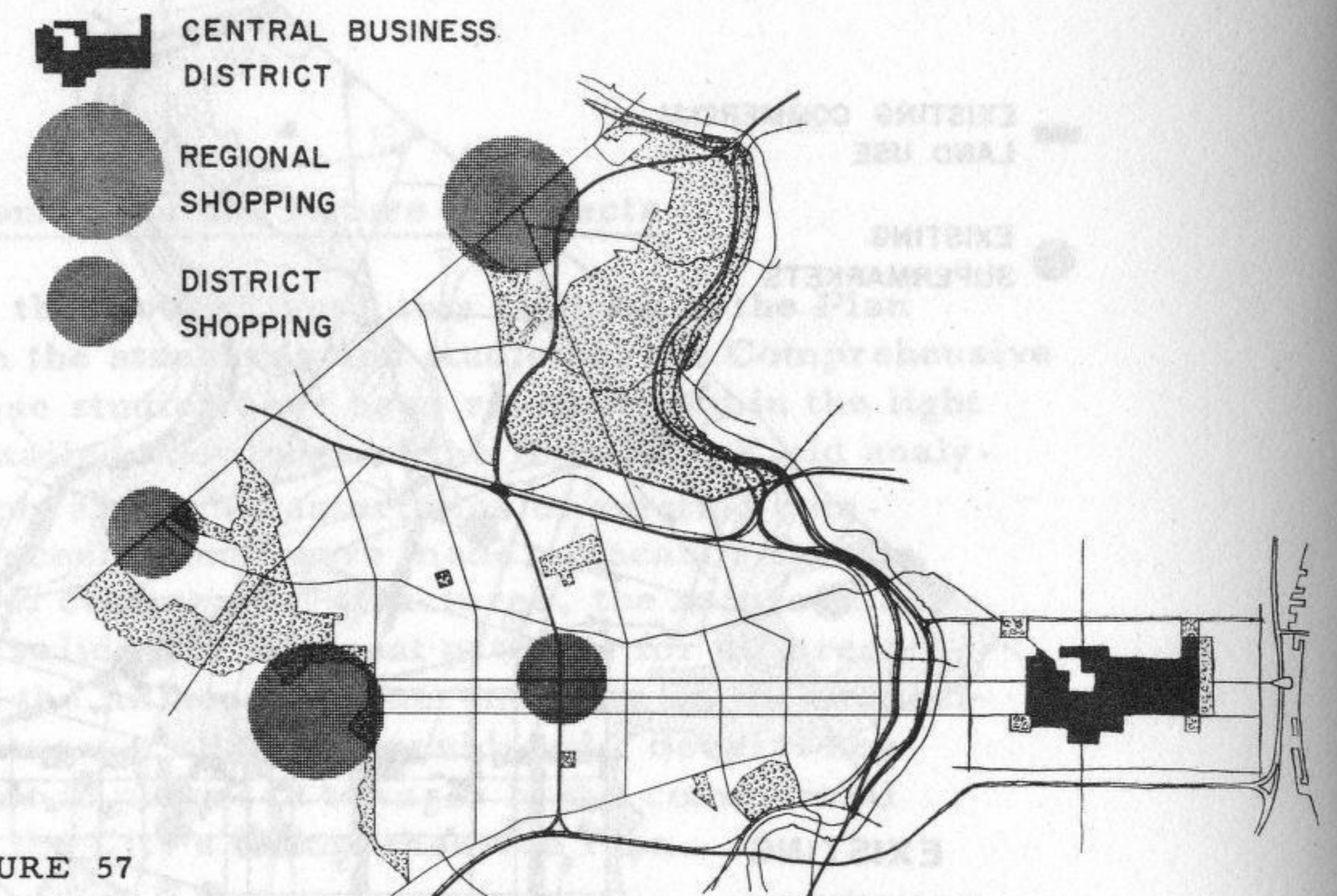


FIGURE 57
REGIONAL AND DISTRICT SHOPPING LOCATIONS

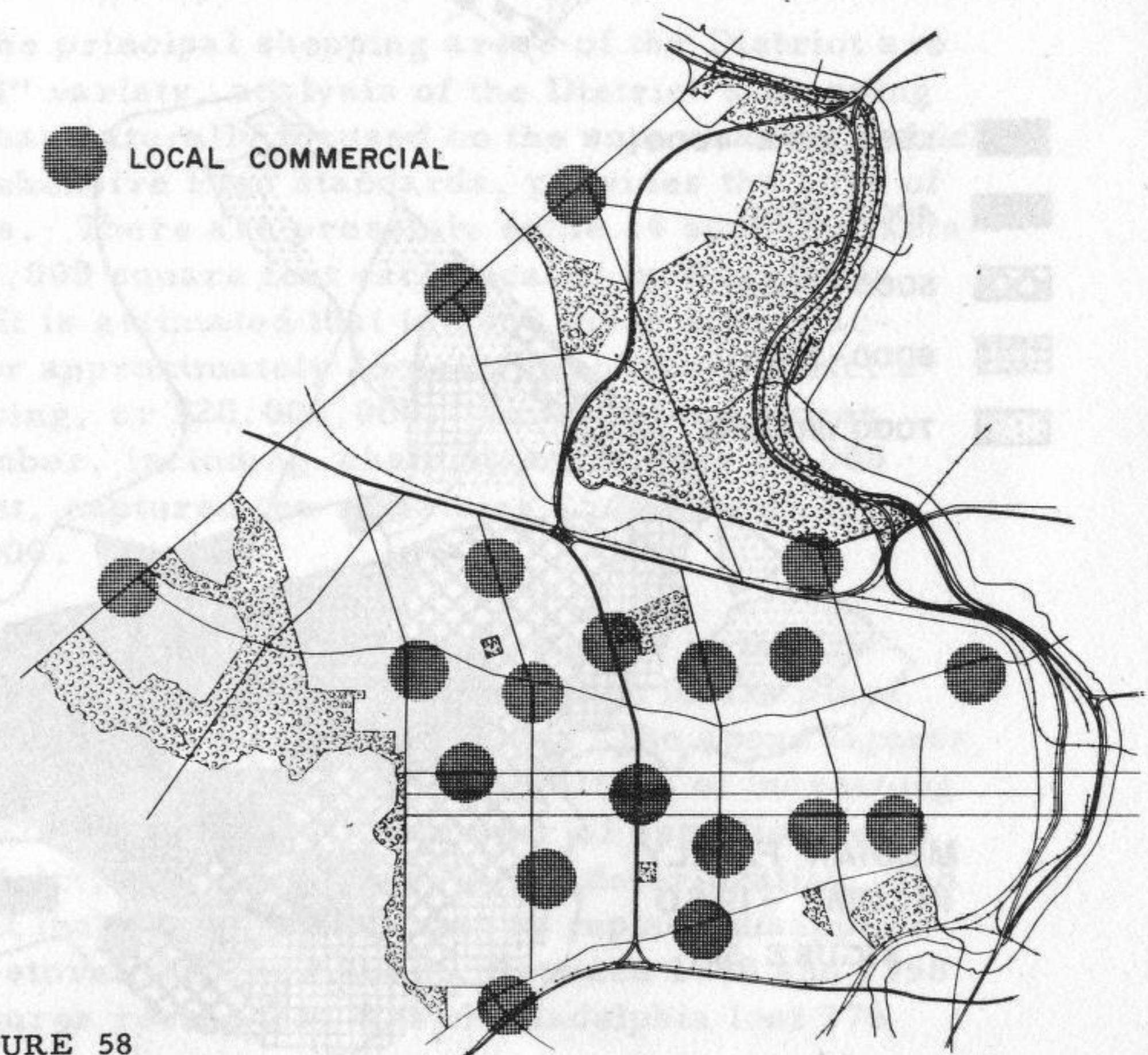


FIGURE 58
LOCAL SHOPPING LOCATIONS

plex of office activity and commercial development at the eastern edge of the District, in the general area of 30th Street Station, clearly profits in vitality and in use from its close relationship to Center City and the activities concentrated there, and serves as a regional employment center.

District or Intermediate Shopping (Figure 57)

The proposed interchange of the 52nd Street expressway with Market Street creates a highly accessible location within West Philadelphia serving a sizeable population. As a result, a district or intermediate center is proposed for this location. Again, this is consistent with the Comprehensive Plan and the role already performed by the existing 52nd Street commercial concentration, presently containing approximately 60 net acres devoted to commercial use, and serving a substantial portion of West Philadelphia. This area has suffered from outlying competition in recent years. The construction of the proposed expressway, the potential for new residential development at 52nd Street, and the replacement of the Elevated by a subway along Market Street, will combine to enhance the attraction of the 52nd Street shopping area and to underwrite its continuation as the District center. It is believed that at the time of construction of these transportation and residential facilities, either rehabilitation of the existing center or development of a new center as envisioned here can be a sensible solution. In the period prior to these improvements, it is very important to make parking and loading easier. Public facilities such as health centers and district libraries will be suitably located here as well, further strengthening this location as a district center.

Local Shopping (Figure 58)

The third, or local, level of commercial activity noted in the District Plan is located at the intersection of two

arterials, such as at 60th and Market Streets or 42nd Street and Lancaster Avenue. Accessibility is increased at such an intersection by adjacency to a transit stop. Shopping concentrations serving approximately 5,000 - 40,000 people, and comprising approximately 20,000 - 80,000 square feet of floor space, are indicated at these locations in the District Plan. These centers, consistent with Comprehensive Plan standards, are anchored by a supermarket. Some 17 such areas are planned for the West Philadelphia, of which 14 represent present facilities, many of them rehabilitated, expanded, or redeveloped and 3 represent new sites. There are, included within this grouping, the hearts of several existing strip commercial areas. A strong existing commercial area, already housing a group of important stores and located at the intersection of major arterials, can serve the population as a local commercial concentration.

Such an opportunity exists at 42nd Street and Lancaster Avenue, where a strong concentration of supermarkets and variety stores is located. By making adequate provision for parking, providing pedestrian walkways, and eliminating on-street loading and unnecessary curb cuts, this concentration can be strengthened and made more attractive without costly clearance. In addition, the Lancaster Avenue concentration will help strengthen the physical structure of West Philadelphia by serving as an "anchor" for the surrounding residential communities and as a focus of activity related to Market St.

Location of public facilities, such as branch libraries and health centers adjacent to the important stores, will effectively define the limits of major commercial development by interrupting the continuity of the "strip" and will add to the attractiveness of the central complex. In addition, retention of the many small stores which serve the local population will allow Lancaster Avenue to continue to serve a wide variety of tastes, incomes,

and shopping habits. A shopping area design based on retention, with the several environmental improvements mentioned above, will be far more beneficial to the area than extensive clearance.

Convenience or Neighborhood Shopping

Finally, the District Plan makes provision for smaller groupings of stores which cannot be reflected in any summary land use plan because such a plan is too general in scale. Here, policy, not physical location standards, must be spelled out. In providing Philadelphia with a shopping pattern suitable for a large city, the corner food store or the local pharmacy, the barber shop, delicatessen and other convenience outlets are considered essential. Such dispersed convenience centers must be highly accessible to the population and easily reached by foot or bus. For this reason, the continuation of such stores, with one concentration of approximately 4,000 square feet per block, in areas with a density of 50 persons per acre, is encouraged. Because of the individual nature of these enterprises, other community facilities cannot be related to them.

In making such a recommendation, it is recognized that control of this level of activity must be accomplished through intelligent zoning everywhere in the District and in concert with redevelopment actions when imminent.

Conclusion

The location of commercial concentrations in the District Plan is based on Comprehensive Plan standards. Considerations of urban design factors and of accessibility have, however, been stressed.

Because the carrying out of this element of the Plan depends, to a large extent, on private investment decisions, the designations on the maps are to be regarded as general. They indicate a desirable relationship of commercial floor

space to access and to the population served, combined with an evaluation of surrounding conditions in the District. Local conditions and income variations are the subject of studies now under way in the City's Community Renewal Program. The results of these studies will be reflected in programs to carry out the Plan.

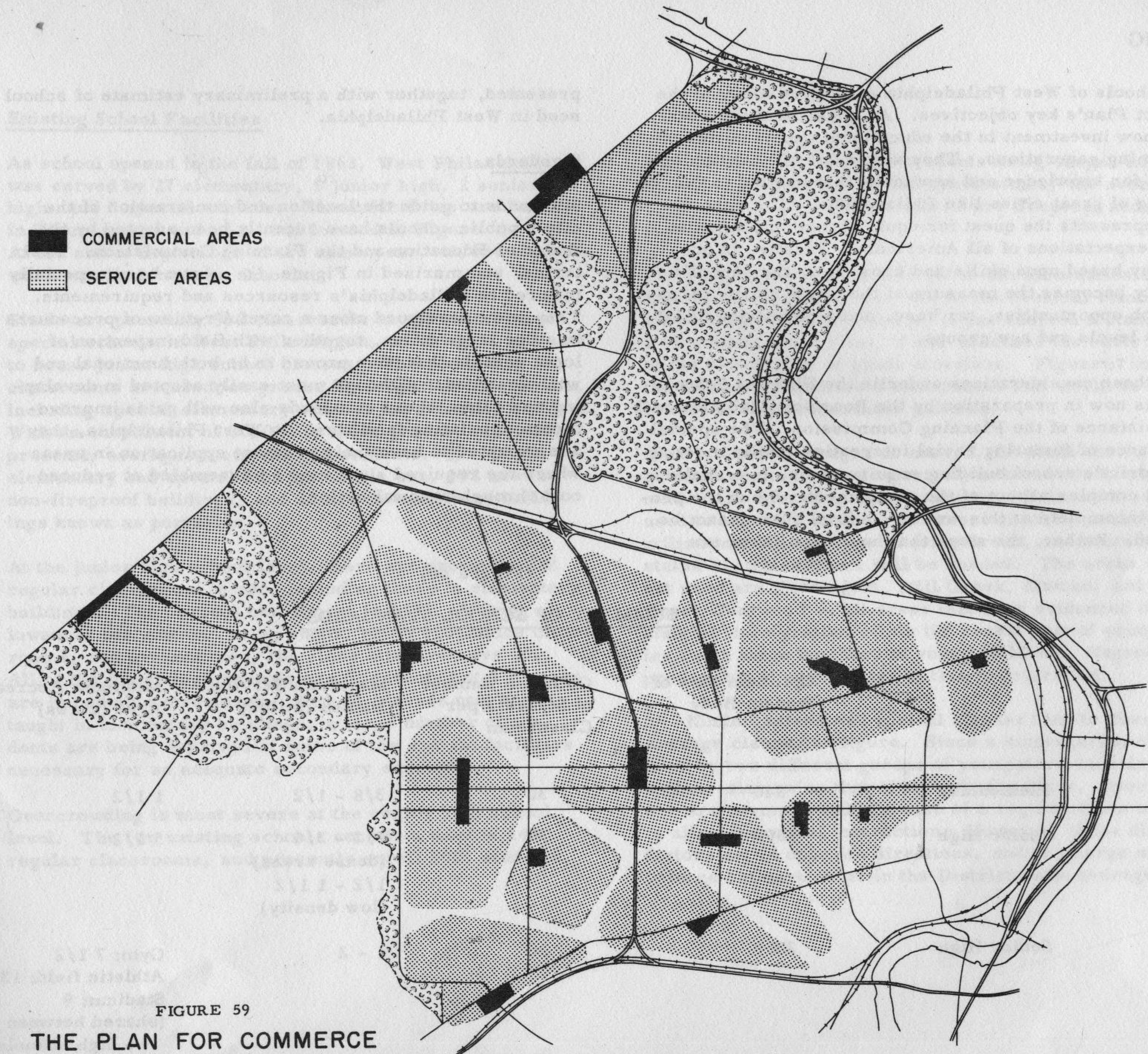


FIGURE 59
THE PLAN FOR COMMERCE

LEARNING

The schools of West Philadelphia symbolize many of the District Plan's key objectives. As physical landmarks, they show investment in the educational opportunities of the coming generations. They also mark the continuing search for knowledge and new ideas that has led to the building of great cities like Philadelphia. The school also represents the quest for equal opportunity and the rising expectations of all Americans. Finally, in an economy based upon skills and know-how, the school's capacity becomes the measure of the city's ability to attract job opportunities, tax base, and a population of all income levels and age groups.

All of these considerations underlie the Plan for Schools which is now in preparation by the Board of Education with the assistance of the Planning Commission. The special importance of fostering racial integration, while meeting the District's school building requirements, is a challenging and complex aspect of the assignment. Since the project is incomplete at this writing, a final Plan cannot be included. Rather, the steps that have been taken are

presented, together with a preliminary estimate of school need in West Philadelphia.

Standards

Standards to guide the location and construction of the city's public schools have recently been adopted by the Board of Education and the Planning Commission. Their terms, summarized in Figure 60, have been especially tailored to Philadelphia's resources and requirements. They were developed after a careful review of procedures in other large cities, together with field inspection of local schools that have proved to be both functional and well-designed. Although most easily adopted in developing new sites, these standards also will guide improvements to existing facilities. In West Philadelphia, they are expected to have their greatest application in areas where the required sites may be assembled at reduced cost through renewal action.

(Figure 60)

SUMMARY OF SCHOOL STANDARDS

	Optimum Size of Student Body	Optimum Number of Students per Classroom	Maximum Service Radius (miles)	Minimum Recreation Area (acres)
Elementary	840	30	3/8 - 1/2	1 1/2
Junior High	1500	30	1/2 - 3/4 (dense areas) 1/2 - 1 1/2 (low density)	5 1/2
Senior High	2250	30	1 - 2	Gym: 7 1/2 Athletic field: 13 Stadium: 9 (shared between two high schools)

Existing School Facilities

As school opened in the fall of 1963, West Philadelphia was served by 27 elementary, 5 junior high, 2 senior high, and 2 special schools. These facilities are listed in Figures 61 and 62 and located in Figure 68. At the end of September of the same year, 48,634 students were enrolled in these schools.

There are presently 912 classrooms in elementary and special schools in West Philadelphia, of which 31 are used to house junior high school classes. The remaining 881 classrooms are used for grades kindergarten through six, including special elementary classes for retarded children. With an enrollment of 30,065 in these grades, class size presently averages more than 34 students. ¹ Of the elementary and special classes now in use, 198 are in non-fireproof buildings, and 26 are in temporary buildings known as portables.

At the junior high school level, there are presently 228 regular classrooms in use, including those in elementary buildings. The current enrollment is 9483. Making allowances for students using shops, home economics classrooms, and gymnasiums, the class size averages 35. All of the junior high schools are fireproof, but 6 classes are in portable structures. With 31 classes now being taught in elementary buildings, a large number of students are being deprived of some of the special facilities necessary for an adequate secondary education.

Overcrowding is most severe at the senior high school level. The two existing schools contain a total of 149 regular classrooms, and presently enroll 8001 students.

With allowances made for students using shops, home economics classrooms, and gymnasiums, the average class size is 45. All structures are fireproof and permanent.

The School Board is committed to the elimination of all non-fireproof structures, and to the eventual removal of all portables. Furthermore, it has adopted a standard of a 30 student class size. It has endorsed the basic principle of the 6-3-3 form of grade structure. Figure 67 indicates the number of additional classrooms that would be needed in 1963 to implement these policies.

District-wide averages do not tell the whole story. Schools in some sections are desperately overcrowded, while others are operating under capacity. Unless buses are used to transfer students to excess capacity schools, underutilization will continue in some areas, and more than the stated 513 classrooms will be needed. The areas of greatest need are Haddington, Mill Creek, Mantua, and Cobbs Creek-Sherwood — all areas that have evidenced substantial in-migration within the recent past of young families, with large numbers of young children. Negroes have predominated over whites in this in-migration.

¹ Kindergartens and special classes tend to distort the average class-size figure. Since a kindergarten class is used by two different groups of youngsters each day, it has a class-size twice that of an ordinary class. Special classes are normally half the size of a regular class in order to allow individual instruction. However, these distorting factors act in opposite directions, and to a large extent balance out each other in the District-wide average.

(Figure 61)

PUBLIC PRIMARY SCHOOLS IN WEST PHILADELPHIA

School	Date of Opening	No. of Classrooms		Enrollment on Sept. 30, 1963					Physical Capacity by Stand.*
		Permanent	Portable	Kind.	Elem.	Special	Junior High	Total	
1. Anderson	9/63	34	0	144	936	11	102	1193	1020
2. Barry	1908	38	0	133	1405	33	0	1571	1140
3. Belmont	1927	32	2	69	1412	17	0	1498	960
4. Blankenburg	1923	28	0	70	809	39	0	918	840
5. Brooks	1918	21	0	68	854	17	0	939	630
6. Bryant	1903	42	0	194	1557	23	0	1774	0
7. Cassidy	1922	29	0	95	504	12	0	611	870
8. Drew-Kendrick	1952 1905	24 12	6 0	68	974	190	153	1385	720 0
9. Dunlap	1905	21	0	66	674	0	0	740	0
10. Gompers	1950	18	0	121	540	0	0	661	540
11. Hamilton	1904	21	6	121	1015	0	0	1136	0
12. Hanna	1908	38	0	129	1142	93	0	1364	1140
13. Harrington	1926	20	0	129	631	18	0	778	600
14. Harrity	1913	29	0	61	948	0	0	1009	870
15. Heston	1918	27	0	57	967	20	0	1044	810

(Figure 62)

School	Date of Opening	No. of Classrooms		Enrollment on Sept. 30, 1963				Total	Physical Capacity by Stand.*
		Permanent	Portable	Kind.	Elem.	Special	Junior High		
16. Holmes	1916	32	0	60	765	263	0	1088	960
- Huey (Destroyed by fire; students transported by bus out of District)				60	1004	18	0	1082	0
17. Lamberton	1948	46	0	195	956	0	0	1151	1380
18. Lea	1914	33	6	140	1165	0	273	1578	990
19. Leidy	1891	19	0	59	891	0	0	950	0
Leidy Replacement	9/63	34	0						1020
20. Longstreth	1905	18	0	136	425	0	0	561	0
21. Mann	1922	31	0	119	478	17	0	614	930
22. McMichael	1895	29	6	127	1527	43	327	2024	0
McMichael Replacement	10/63	50	0						1500
23. Overbrook	1905	18	0	102	548	0	0	650	0
24. Powel	1961	12	0	57	318	0	0	375	360
25. Rhoads	1960	33	0	140	1018	49	161	1368	990
26. Washington	1929	41	0	138	1458	30	0	1626	1230
27. Wilson	1959	23	0	64	574	29	69	736	690
28. Miller (special)	1886	18	0	0	0	359	0	359	0
29. Catto (special)	1960	<u>15</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>367</u>	<u>0</u>	<u>367</u>	<u>450</u>
TOTALS:		886	26	2,922	25,495	1,648	1,085	31,150	20,640

* Physical Capacity by Standards = 30 x (Total classrooms - Portables - schools built prior to 1906). This figure states the capacity of each building if all rooms were used as regular classrooms. If a room is used as a kindergarten, its capacity rises from 30 to 56; if it is used for a special class, its capacity reduces to 18.

(Figure 63)

PUBLIC SECONDARY SCHOOLS IN WEST PHILADELPHIA

School	Date of Opening	Regular	Shops & Home Econ.	Portable	Enrollment on Sept. 30, 1963	Physical Capacity by Stand.*
Junior High:						
30. Beeber	1931	38	7	0	1593	1370
31. Sayre	1950	40	14	6	2482	1550
32. Shaw	1923	39	8	0	1786	1420
33. Shoemaker	1925	38	10	0	1714	1420
34. Sulzberger	<u>1923</u>	<u>36</u>	<u>10</u>	<u>0</u>	<u>1908</u>	<u>1350</u>
TOTALS:		191	49	6	9,483	7,110
Senior High:						
35. Overbrook	1924	73	15	0	4276	2740
36. W. Philadelphia	<u>1911</u>	<u>76</u>	<u>12</u>	<u>0</u>	<u>3725</u>	<u>2770</u>
TOTALS:		149	27	0	8,001	5,510

* Physical Capacity is determined using the following formula:

$$C = (P + 3) (R + fS)$$

Where C = Capacity

P = Students per classroom

R = Number of regular classrooms

S = Number of shops and home economics classrooms

f = Fraction of class accommodated by a shop or home economics classroom

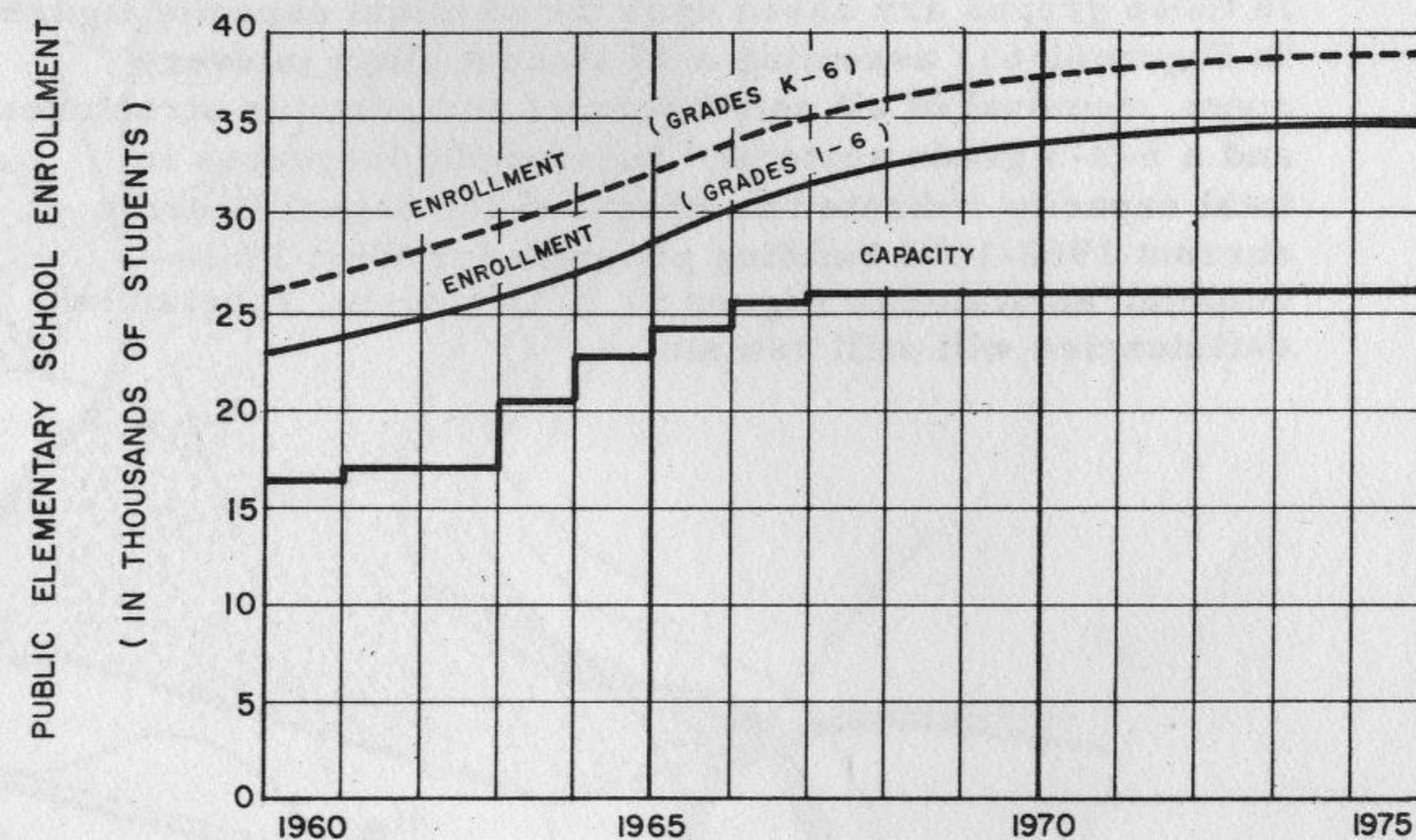
The students per classroom is increased by 3 to allow for 3 students using the gymnasium for every P number of students in classrooms. The standards establish P = 30. The School Board Staff used f = 1/2 for Junior Highs and f = 2/3 for Senior Highs.

Future School Needs

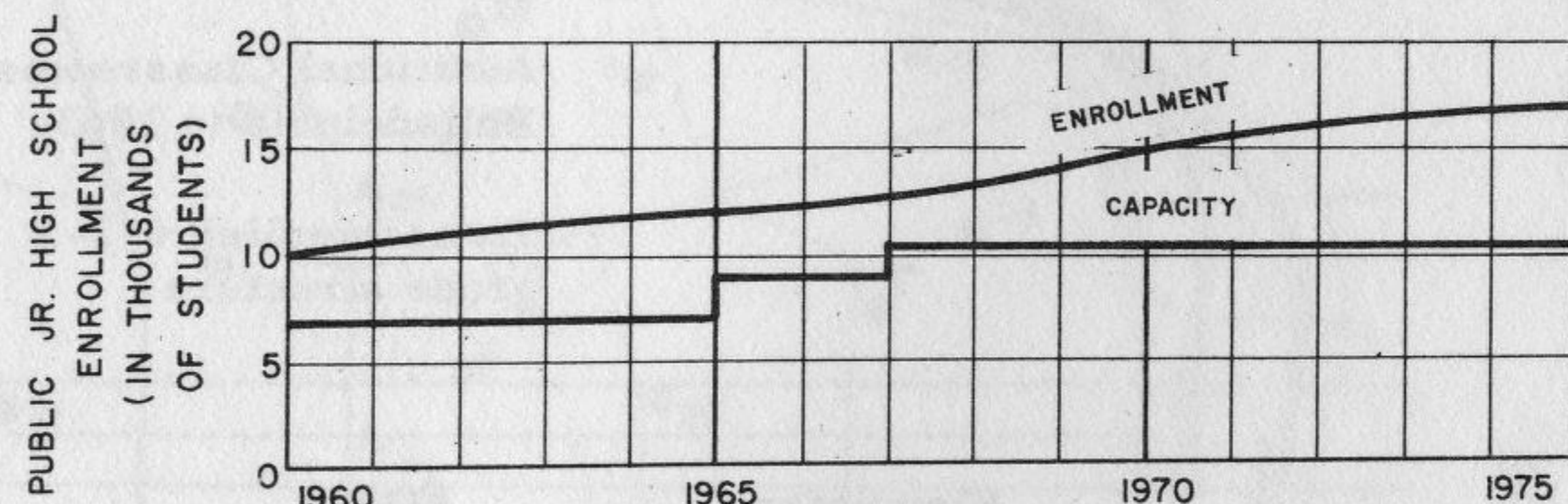
In developing a plan for schools, an estimate of future enrollment must be added to this picture of existing needs. The City Planning Commission used a computer-programmed model to determine probable public school enrollments on a census tract basis for each year through 1975. The Educational Research staff on the Board of Education developed similar estimates independently for the year 1980. The two sets of figures were compared and revised, and a set of estimates was mutually agreed upon as a basis for a long-range school building program.

In general, the projections show an upswing in school-age population throughout the District. With the exception of the census tracts along City Line Avenue, all tracts will witness some gain in public school enrollments. The greatest increases are expected in the area west of 45th Street from Market Street south to Kingsessing Avenue, in Mantua, and in the area just north of Haddington. Elementary school enrollments should reach 34,800 by 1975, an increase of 30 per cent over the 1963 figure. In addition, kindergarten enrollment should exceed 3200 in 1975, placing an additional load on elementary classroom space. Junior high enrollments are expected to rise to 16,900 by 1975, a rise of 60 per cent over 1963 figures, reflecting the maturing of the large number of pre-school children already living in the District as well as those of young families expected to move in. Senior high school enrollments should increase by 85 per cent, reaching 14,800, again reflecting the maturing of the large number of young children who presently reside in West Philadelphia.

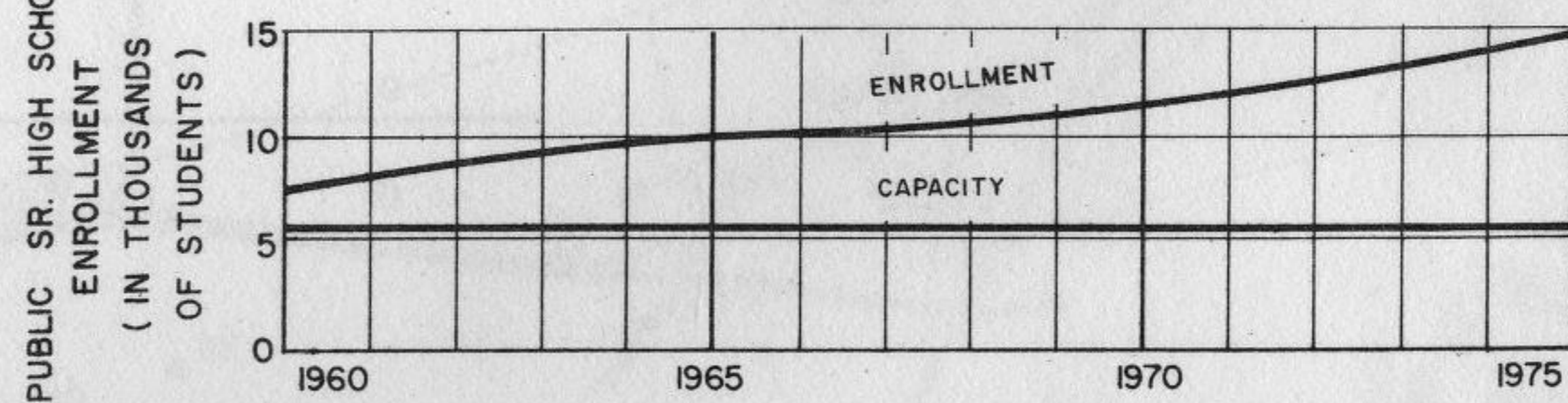
PUBLIC ELEMENTARY SCHOOL ENROLLMENT PROJECTION — FIGURE 64



PUBLIC JUNIOR HIGH SCHOOL ENROLLMENT PROJECTION — FIGURE 65



PUBLIC SENIOR HIGH SCHOOL ENROLLMENT PROJECTION — FIGURE 66



The public school enrollment projections are summarized in Figures 64 , 65 , and 66 . The capacity lines in these graphs are based upon the physical capacity figures in Figure 61-63, assuming a 30 student class in every room, removal of all non-fireproof and portable structures, and a 6-3-3 grade system. The stepped increases in total capacity indicate the effects of the School Board's current 1962-1964 building program for West Philadelphia, as stated in Figure 69 . Obviously, substantial deficiencies will still remain.

In addition to the 513 classrooms needed in 1963, an additional 270 elementary, 210 junior high, and 210 senior high classrooms will be required in 1975.

These figures become the basis on which a long-range school construction program must be based; they represent a preliminary statement of the requirements for a school plant which, by meeting adopted standards, fulfills the objective of providing a full range of educational opportunity.

(Figure 67)

Additional Classrooms Required in West Philadelphia in 1963

	To accomplish 6-3-3 grade structure	To eliminate non-fireproof & portable structures	To reduce class size to 30	Total Classrooms Needed
Elementary	-31	224	121	314
Jr. High	31	6	79	116
Sr. High	0	0	83	83
Total	0	230	283	513

- EXISTING ELEMENTARY
- ELEMENTARY UNDER CONSTRUCTION
- ▲ EXISTING JR. HIGH
- △ JR. HIGH UNDER CONSTRUCTION
- EXISTING HIGH SCHOOL

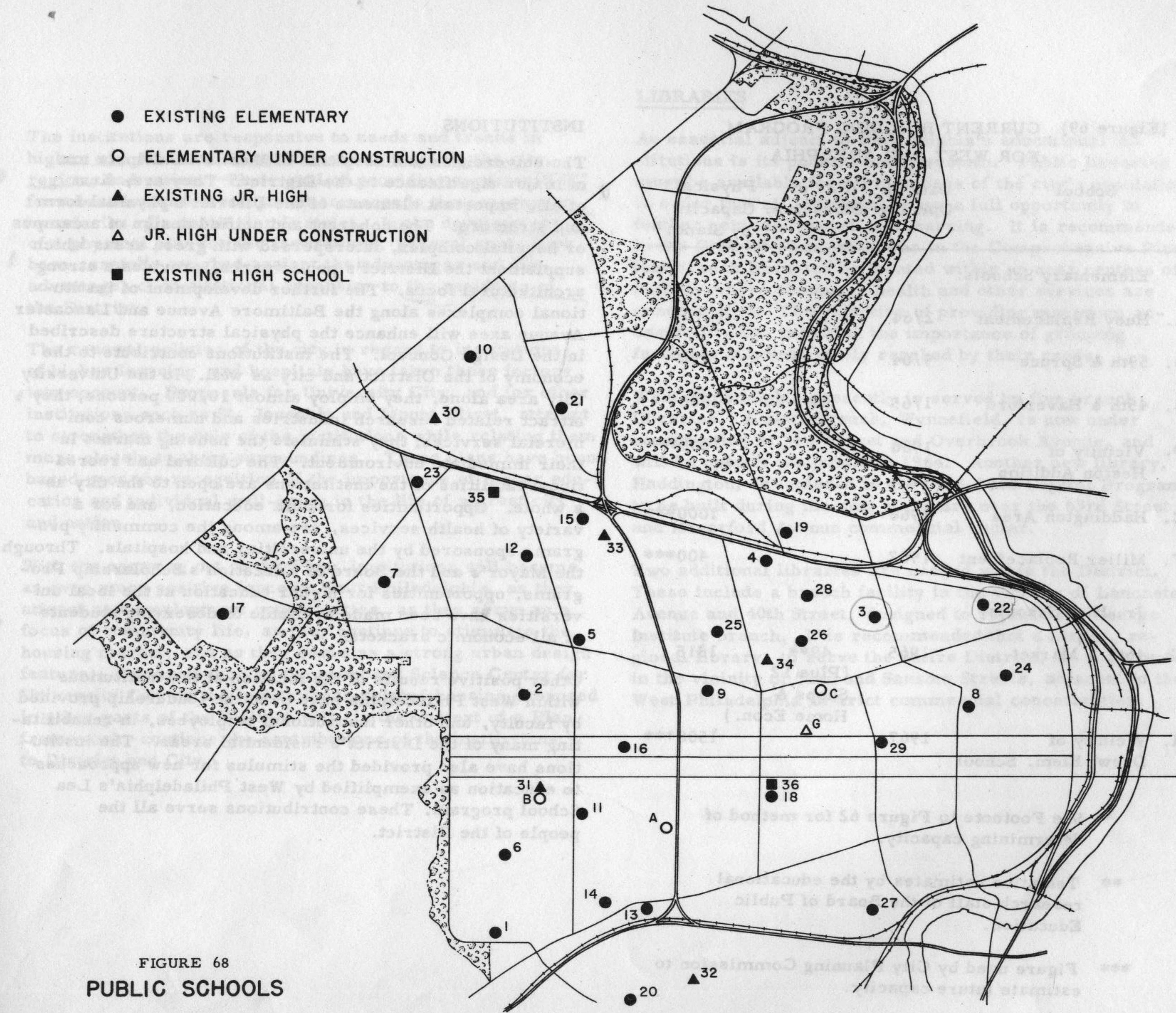


FIGURE 68
PUBLIC SCHOOLS

(Figure 69) CURRENT BUILDING PROGRAM
FOR WEST PHILADELPHIA

School	Date of Opening	No. of Classrms.	Physical Capacity by Stand.*
Elementary Schools:			
A. Huey Replacement	2/64	39	1170
B. 59th & Spruce	9/64	35**	1050
C. 45th & Haverford	1/65	46**	1380
D. Vicinity of Heston Addition	1966		800***
E. Haddington Area	1966		1000***
F. Miller Replacement	1967		400***
Jr. High Schools:			
G. 46th & Market	1965	49** (Plus 12 Shops & Home Econ.)	1815
H. Vicinity of Drew Elem. School	1967		1500***

* See Footnote to Figure 62 for method of determining capacity.

** Tentative estimates by the educational research staff of the Board of Public Education.

*** Figure used by City Planning Commission to estimate future capacity.

INSTITUTIONS

The universities and hospitals of West Philadelphia are of major significance to the District. They are, first of all, important elements of the District's physical form and structure. The coherent and unified design of a campus or hospital complex, interspersed with green areas which supplement the District's public parks, provides a strong architectural focus. The further development of institutional complexes along the Baltimore Avenue and Lancaster Avenue axes will enhance the physical structure described in the Design Concept. The institutions contribute to the economy of the District and city as well. In the University City area alone, they employ almost 10,000 persons; they attract related research industries and numerous commercial services; they stimulate the housing market in their immediate environment. The cultural and recreational facilities of the institutions are open to the city as a whole. Opportunities for adult education, and for a variety of health services, are among the community programs sponsored by the universities and hospitals. Through the Mayor's and the Board of Education's Scholarship Programs, opportunities for higher education at the local universities have been made available to deserving students of all economic brackets.

Other positive results of the location of the institutions within West Philadelphia have been the leadership provided by faculty, and other institutional employees, in rehabilitating many of the District's residential areas. The institutions have also provided the stimulus for new approaches to education as exemplified by West Philadelphia's Lea School program. These contributions serve all the people of the District.

The institutions are responsive to needs and trends in higher education and in health care throughout the city, region, and nation. Their goal of providing opportunities for education and development transcends the geographic boundaries of a particular District. In the development of a physical plan for the institutions, general goals have been carefully weighed against the advantages and disadvantages of institutional expansion to the residents of the District.

The renewal policies of the city in regard to institutions of higher learning and hospitals have taken these factors into account. Proposals for University City, and for other institutions such as St. Joseph's and Mount Olivet, attempt to strengthen the role of the institutions while relating them more closely to their surroundings. These plans have been based upon the recognition of the importance of higher education and individual well-being in the life of a great city and nation.

With the carrying out of the Plan, institutions will become an even more positive force in West Philadelphia, as they attract new employment opportunities, as they serve as a focus of community life, as they continue to stimulate the housing market, and as they serve as a strong urban design feature. Features such as the proposed Science Center for University City or the institutional-related housing proposed in other parts of the District will, in the context of a Plan framework, continue the contributions of the institutions to District and City.

LIBRARIES

An essential adjunct to Philadelphia's educational institutions is its public library system. Public libraries must be available for all members of the city's population in order that all individuals have a full opportunity to further personal growth and learning. It is recommended in the District Plan, as it was in the Comprehensive Plan that branch libraries be located within or near centers of activity where shopping, health and other services are concentrated. The objective of providing maximum accessibility has indicated the importance of grouping facilities at points easily reached by their users.

West Philadelphia presently is served by five branch libraries. A sixth branch, Wynnefield, is now under construction at 54th Street and Overbrook Avenue, and will be open to the public in 1964. Another new library, Haddington, is included in the 1963-1968 Capital Program, to be built during the next six years near the 63rd Street and Haverford Avenue commercial center.

Two additional libraries are needed within the District. These include a branch facility in the vicinity of Lancaster Avenue and 40th Street, designed to replace the George Institute branch. It is recommended that a larger, regional library, to serve the entire District, be constructed in the vicinity of 52nd and Sansom Streets, adjacent to the West Philadelphia District commercial concentration.

PLAYING

The vital importance of providing sufficient space for the recreational use of all the city's population, from toddlers to the elderly, is recognized in the City's Comprehensive Plan. For this reason, an extensive and systematic increase in areas of open space in order to meet human needs for physical and mental refreshment and outdoor exercise, and in order to inject greenery and elbow room into the city's built-up neighborhoods, is specified in the Plan.

The Plan for Recreation for West Philadelphia is based on these same goals. Proposals made in the Plan are intended to provide maximum convenience of access and equality of service to all areas of the District.

Standards

Similarly, the Recreation Plan for West Philadelphia is built to the same recreation standards which are found in the Comprehensive Plan. These standards were developed by the Planning Commission's Technical Advisory Committee on Recreation, in close cooperation with the Department of Recreation, and are summarized in Figure 70 on the opposite page.

The district planning process provided an opportunity to re-examine the application of Comprehensive Plan standards to West Philadelphia, with particular reference to events since the publication of the Comprehensive Plan and the more detailed knowledge of the District now available. Figure 72 shows the District Plan for Recreation which grew out of this review.

Playgrounds

The most important basis for providing good service is the delineation of a service area which meets the standards of walking distance and convenience of access.

The proposed expressway and arterial system has been taken into account in delineating service areas for playgrounds. The proposed expressways will act as barriers between areas (especially for children) by the nature of their physical design, as will most of the proposed arterials because of the large volume of traffic they will carry. Consequently, service areas were drawn so as not to require children to cross major barriers, and several playgrounds originally proposed in the Comprehensive Plan were shifted to more central locations within these service areas. For example, this is the case with the playground originally intended at 53rd and Spruce Streets, within one block of the now proposed 52nd Street Expressway. The revised location for this facility is at 54th and Spruce, which is more central within its logical service area, bounded by 52nd and 57th Streets, both major traffic carriers.

Similar reasoning has resulted in the shift of four other playgrounds from their locations as proposed in the Comprehensive Plan. In order to provide adequate service to the District, while respecting considerations of walking distance and convenience of access, six new playgrounds are made a part of the District Plan's proposals. The playground at 54th Street and Girard Avenue is an example of such a facility.

FIGURE 70 - RECREATION AREA STANDARDS:
PLAYGROUNDS AND PLAYFIELDS

Type of Recreation Area	Size	Service Area	Development
1. Playground—Type A	3-8 Acres	1/4 mile radius. Serves 11,000 to 12,000 people	Intensively Developed to Accommodate Maximum Users on Limited Space <ul style="list-style-type: none"> - Apparatus areas for pre-school and elementary school children. - Spray pool. - Hard-surfaced area for informal games: dodgeball, kickball. - Building for year-round activities with game and club rooms, meeting rooms, rest rooms, office and storage space. - Quiet recreation area, landscaped with benches. - Hard-surfaced area for a number of organized court games: basketball, volleyball, handball. - Turf area for softball.
2. Playground—Type B	4-8 Acres	3/8 mile radius. Serves 11,000 to 12,000 people	Less Intensively Developed <ul style="list-style-type: none"> - Same elements as in Type A playground, but in different proportions. Fewer hard-surfaced areas for court games might be provided, but larger turf area.
3. Playground—Type C	6-8 Acres	1/2 mile radius. Serves 11,000 to 12,000 people	Extensively Developed <ul style="list-style-type: none"> - Same elements as in Type B playground, with larger turf areas for baseball or football. Other facilities might be added according to space available and community interest.
4. Playfield	8-20 Acres	Serves 5 or 6 play-ground service areas.	Extensively Developed <ul style="list-style-type: none"> - Turf areas for softball, baseball, football. - Hard-surfaced areas for court games. - Park area for quiet recreation, with picnic area where feasible. - Recreation building containing auditorium, gym, swimming pool, kitchen, plus features of playground recreation building. - Ice and/or roller skating rink - Automobile parking area. - Lighting for evening use. - May include playground.

Six of the playground proposals derived from service area considerations do not meet the standards for size of site. They are proposed as neighborhood facilities supplementary to larger recreation facilities nearby. A precedent for this secondary level of facility is found in the proposal for a 2.3 acre site at 61st Street and Girard Avenue which was approved by the Technical Advisory Committee on Recreation as a limited neighborhood facility to augment the more extensive facilities at the Haddington Recreation Center, 57th Street and Haverford Avenue.






Two of the playgrounds proposed in the Comprehensive Plan have been relocated because land previously available has been taken for another purpose. For example, the playground proposed at 54th and Diamond Streets is a relocation because its previously proposed location has been built upon.

Playfields

The playfield proposals of the District Plan reflect those of the Comprehensive Plan with two changes. The expansion of Tustin Playground at 60th Street and Columbia Avenue to playfield size is no longer proposed. Haddington Recreation Center at 57th Street and Haverford Avenue is being expanded into a playfield-size facility and will serve the area previously to be served by Tustin. Secondly, it is now recommended that the wooded area adjacent to the Lee Recreation Center at 44th Street and Haverford Avenue be developed as a park, rather than for active recreation, and that a playground be developed instead on the previously proposed park site at 46th Street and Haverford Avenue.

Parks

With the exception of the addition of a local park, adjacent to the Lee Recreation Center, the District Plan does not depart from the Comprehensive Plan's park proposals. Six local parks are provided, all of them (except the one mentioned above) existing. West Philadelphia contains no district parks, nor are any proposed. It is, however, well provided with regional parks. Fairmount, Cobbs Creek, and Morris Parks serve a dual function for the District by providing both open space within easy access to all its residents, and extensive regional recreational facilities. These parks constitute one of the major amenities of the District, and are a prime asset to its residential areas.

-  PARKS
-  PROPOSED PARKS
-  EXISTING PLAYFIELDS
-  PROPOSED PLAYFIELDS
-  SERVICE AREAS

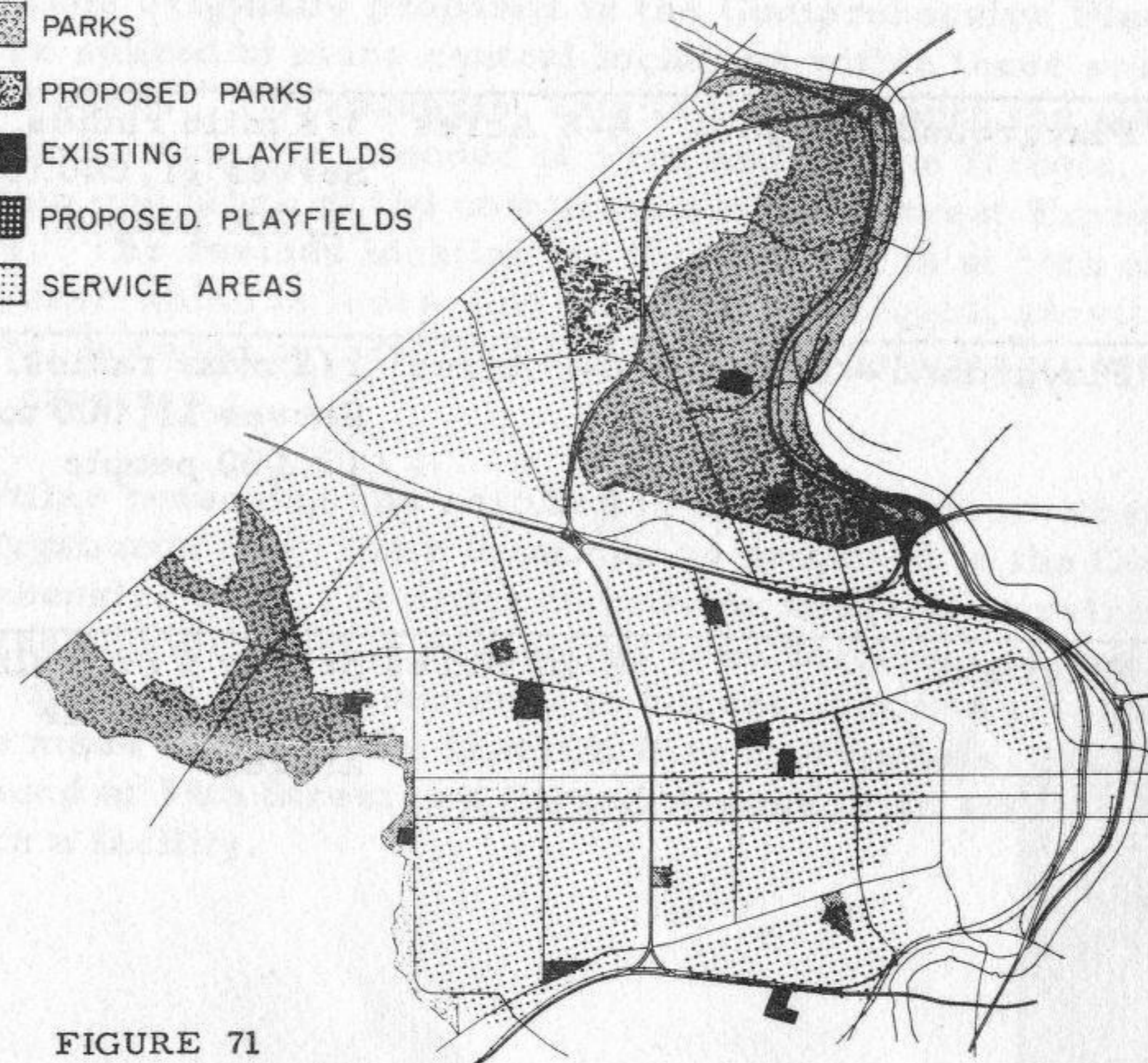


FIGURE 71
PARKS & PLAYFIELDS

- EXISTING PLAYGROUNDS
- ▣ PROPOSED PLAYGROUNDS
- ▤ SERVICE AREA

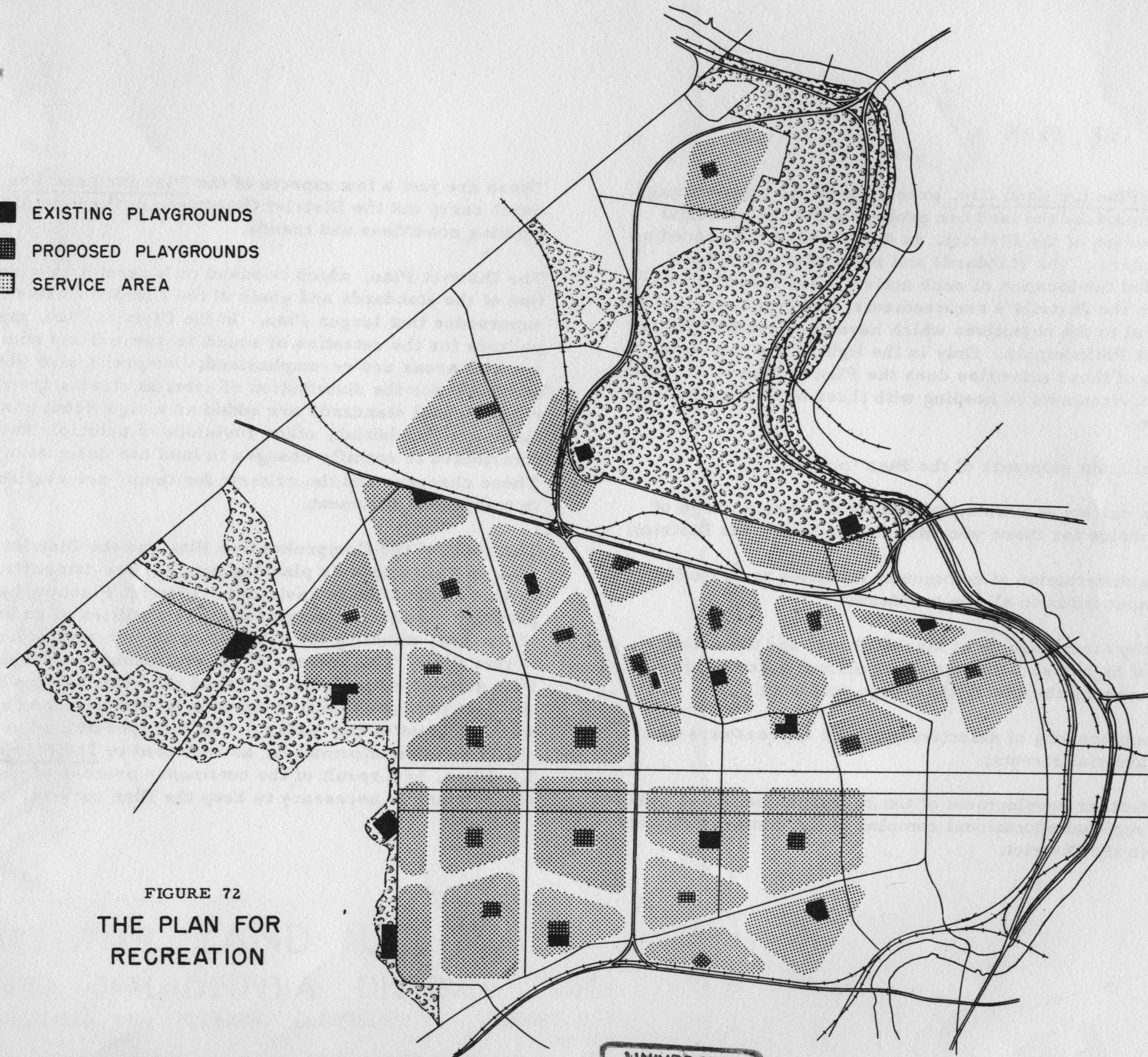


FIGURE 72
THE PLAN FOR
RECREATION

UNIVERSITY
of
PENNSYLVANIA
LIBRARIES

LAND USE PLAN

The Plan for Land Use, presented on the opposite page summarizes the land use proposals for the principal activities of the District, as described in the preceding chapters. The standards and principles which have guided the location of each activity have flowed directly from the District's requirements, and from constant referral to the objectives which have been established for West Philadelphia. Only in the light of the interrelationship of those activities does the Plan's attempt to achieve an environment in keeping with those objectives become clear.

Significant elements of the Plan include:

a variety of residential areas, offering a range of choice for those who wish to live within the District;

a distribution of community facilities to be easily accessible to all the residents;

the strengthening of Market Street and the location of high-rise buildings at significant gateways to enhance the District's design potential;

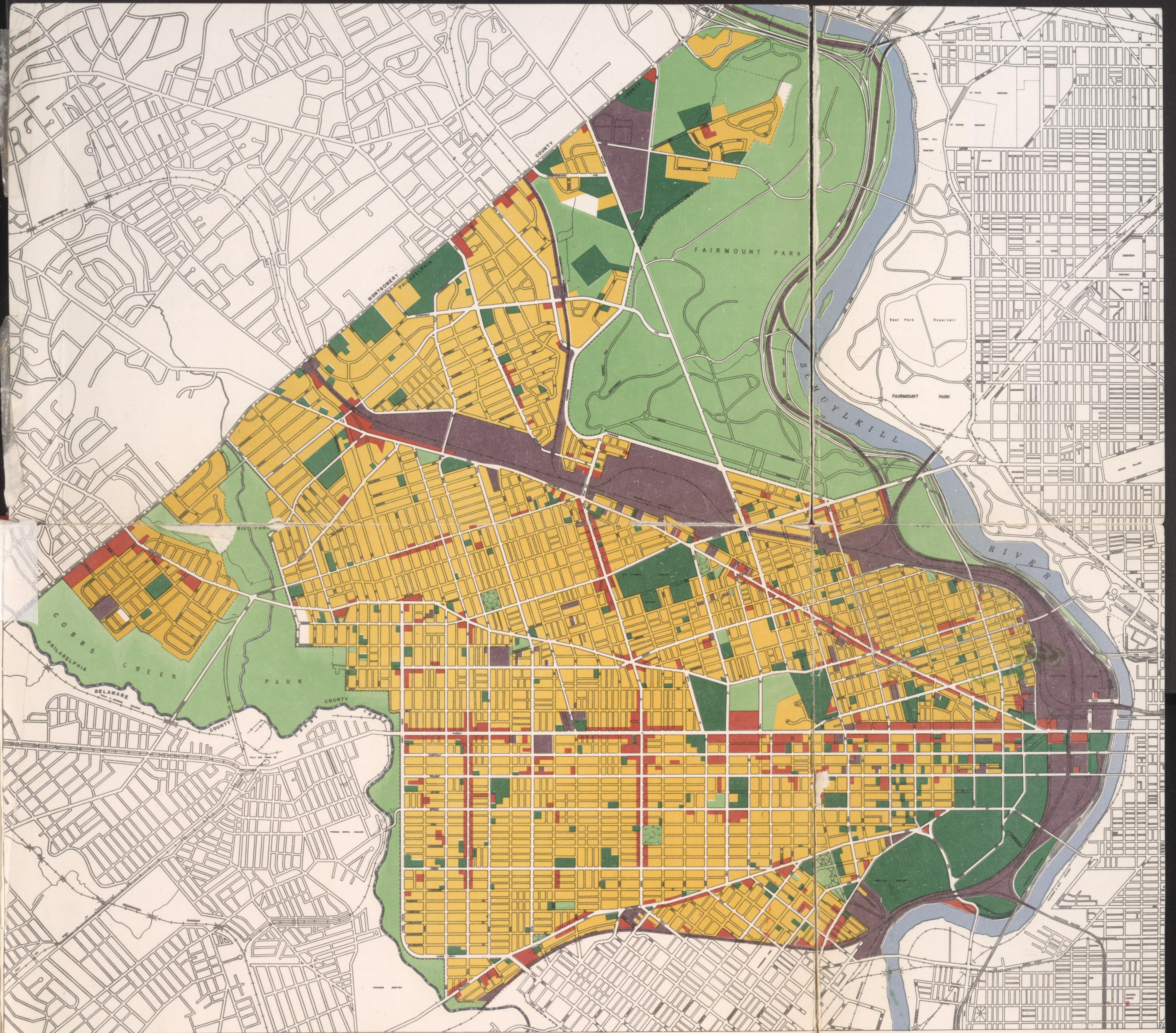
a hierarchy of selectively placed expressways and arterial streets;

further development of the research-industrial and regional educational complex at the eastern entrance to the District.

These are just a few aspects of the Plan for Land Use which carry out the District Objectives in the light of existing conditions and trends.

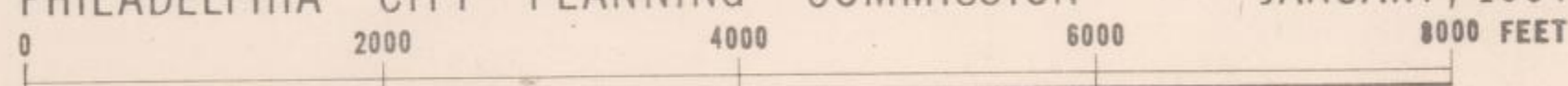
The District Plan, which is based on a careful re-examination of the standards and goals of the Comprehensive Plan, supersedes that larger Plan. In the District Plan, major policies for the retention of sound residential and commercial areas are re-emphasized; Comprehensive Plan standards for the distribution of arterial streets are revised; school standards are added as a significant new element. In addition, other revisions of principle have contributed to specific changes in land use designation. These changes, and the criteria for them, are available in a separate document.

The roles of the Comprehensive Plan and the District Plan in Philadelphia's planning process are demonstrated by this explanation of revisions. District Planning has provided significant insights into the realities of an area of the city, affecting the application of city-wide policies to that area. The process of re-evaluating Comprehensive Plan standards, policies, and land use relationships in the light of those realities ensures its effectiveness as an instrument of city policy. The incorporation of new objectives and information, as reflected in The Plan for Land Use, is a result of the continuous process of revision which is necessary to keep the Plan current.



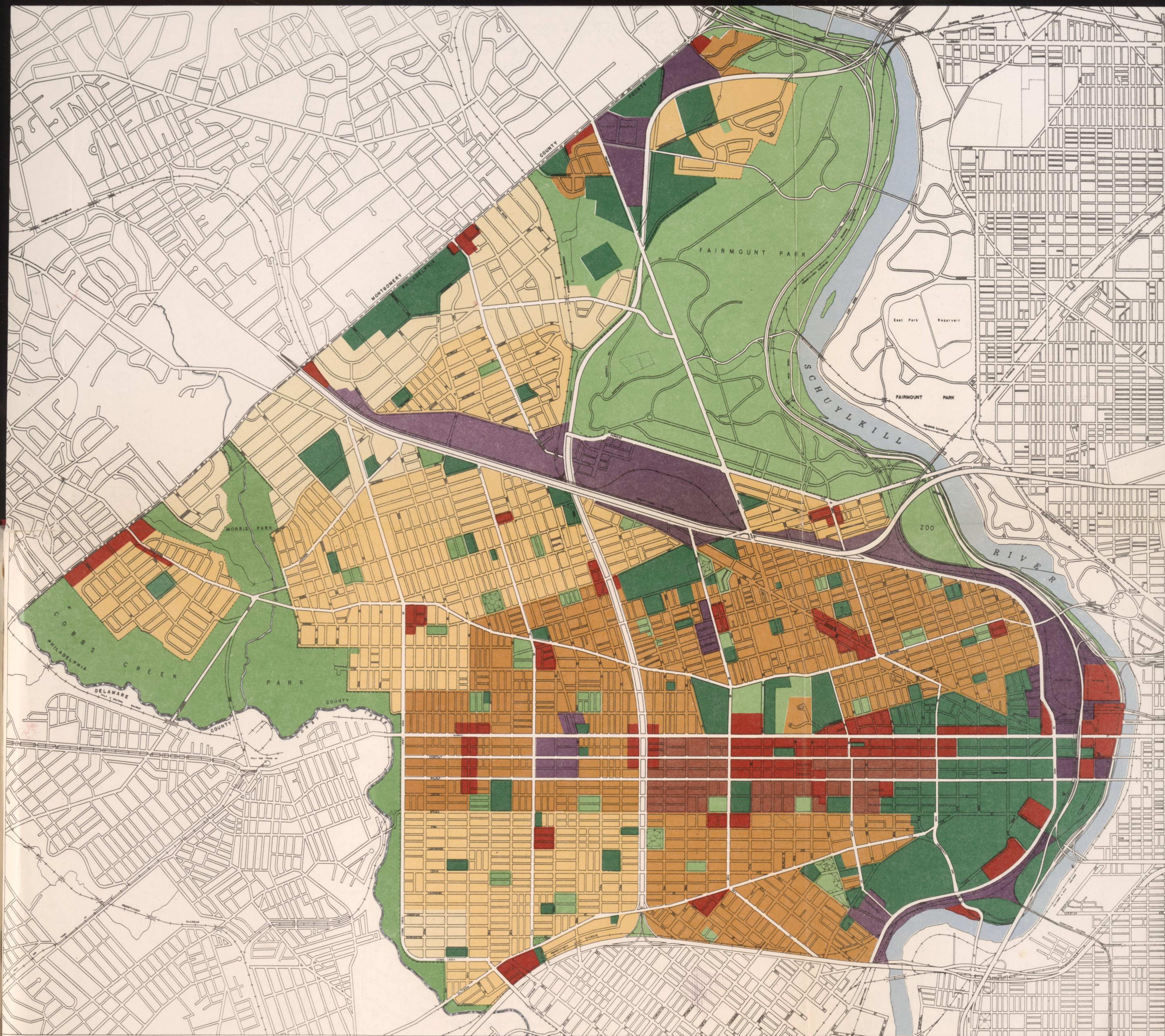
**EXISTING LAND USE
WEST PHILADELPHIA DISTRICT PLAN**

PHILADELPHIA CITY PLANNING COMMISSION — JANUARY, 1964



- RESIDENCE
- COMMERCE
- RECREATION

- INSTITUTIONS
- INDUSTRY — TRANSPORTATION & UTILITIES



**THE PLAN FOR LAND USE
WEST PHILADELPHIA DISTRICT PLAN**

PHILADELPHIA CITY PLANNING COMMISSION — JANUARY, 1964

0 2000 4000 6000 8000 FEET

RESIDENCE (Dwelling units per net residential acre)

- under 20
- 20 to 39
- 40 to 59
- 60 and over

- COMMERCE
- RECREATION
- INSTITUTIONS
- INDUSTRY — TRANSPORTATION & UTILITIES

ACKNOWLEDGEMENTS

Many individuals and organizations, both public and private, have contributed valuable information during the preparation of the District Plan. The City Planning Commission gratefully acknowledges the assistance of the contributors noted below, and of any sources accidentally omitted from the following list.

More than 350 neighborhood associations, churches, and other social and cultural institutions responded to questionnaires about their activities and the areas they serve. A number of community representatives helped to identify neighborhood and community boundaries within West Philadelphia. Key informants from Mantua and Lower Overbrook were interviewed more intensively on community structure. Some 1200 random sample interviews were held with residents throughout the remainder of the District for the same purpose. These studies were performed under the direction of the Health and Welfare Council's Research Department as a part of the City's Community Renewal Program.

Discussions held with a number of private agencies and committees and their staffs have also contributed to the Plan. These groups include:

Citizens' Council on City Planning
Health and Welfare Council (West Area)
Neighborhood Garden Association
Philadelphia Housing Association (West Philadelphia Housing Committee)
University City Coordinating Committee
University of Pennsylvania Planning Office
West Philadelphia Chamber of Commerce
West Philadelphia Corporation
West Philadelphia Realty Board
West Philadelphia Schools Committee

Archdiocese of Philadelphia (School System)

Finally, the Commission is indebted to many governmental agencies and departments, and to their officials.

Board of Public Education
Board of Revision of Taxes
Commission on Human Relations
Department of Licenses and Inspections
Department of Public Health
Federal Housing Administration
Members of City Council
Philadelphia Housing Authority
Philadelphia Industrial Development Corporation
Redevelopment Authority of the City of Philadelphia
Streets Department, City of Philadelphia