





















The City of Philadelphia's emergency response to combat the opioid crisis

Recovering Together



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Photos by City of Philadelphia and courtesy of Melissa Romero for Curbed Philly

LETTER FROM MAYOR

Fellow Philadelphians,

Last October I signed an executive order establishing an emergency response to combat Philadelphia's growing opioid epidemic. As a result, 35 City departments, agencies, and offices came together to implement the Philadelphia Resilience Project, an effort led jointly by the Managing Director's Office and the Office of Emergency Management (OEM).

The Resilience Project was born out of the need to approach the opioid crisis and street homelessness in new, innovative ways. In order to be successful, we needed to better understand the devastating impact drugs have on our communities. We also needed to break down silos between City agencies, form new partnerships, and ensure residents are involved each step of the way.

We approached this work with the goal of supporting residents living in neighborhoods ravaged by drugs, crime, and homelessness, as well as individuals suffering from addiction. No area has been more acutely impacted than the Kensington/Fairhill neighborhoods, so that's where we decided to focus our initial efforts. This area experienced the most opioid-related overdoses and had the greatest impact on quality of life for residents.

Utilizing the extensive groundwork laid by the Office of Homeless Services, the Mayor's Task Force to Combat the Opioid Epidemic, and OEM's expertise in interagency coordination and emergency management, we were able to hit the ground running, focusing on seven goals we refer to as "Mission Areas."

I am proud of the progress we've seen over the last eight months. The Resilience Project has helped increase access to services that were already working — like low-barrier shelter and treatment. It also spurred new approaches and helped us deliver services more effectively and efficiently. Throughout it all, countless City staff, elected officials, community organizations, residents, and business leaders have committed to being a part of the recovery of the Kensington and Fairhill communities.

Through the Resilience Project, we successfully and humanely closed all major encampments, provided more housing and treatment for those struggling with substance use disorder, created Safe Corridors for our



children to walk to and from school, expanded Police Assisted Diversion, and beautified neighborhoods through large-scale community cleanups and art projects involving hundreds of volunteers.

But we also know that our work is far from done. The opioid crisis is not just a Kensington problem—it's a Philadelphia problem and a national crisis. While the epidemic is mostly concentrated in the Kensington section of our city, drug addiction, homelessness, blight, and crime are occurring citywide. Our administration has decided to extend the Resilience Project beyond the current time line in the executive order to allow City departments to continue its focused efforts on Kensington, while also introducing what is working to other sections of the city.

We would not have been able to make these great strides without the support of City Council—especially Councilmembers Quiñones-Sanchez and Squilla whose districts and constituents have been most impacted. I am also especially grateful to our community partners, service providers, civic associations, business community, and each and every resident who has provided valuable input and support in this fight.

There is still much more that needs to be done—but I am confident that we are on the right path. In 2018, we saw an eight percent reduction in fatal overdoses than the year prior, and we attribute this to our outreach and education programs, treatment accessibility, and availability of naloxone which reverses overdoses.

In order to sustain and accelerate this progress, we must continue to work together in a unified front against a crisis that has impacted not just our city, but our entire country. It's my hope that in the years to come, we will recover from the epidemic and show the world exactly how resilient Philadelphians are.

In service,

Mayor Jim Kenney

LETTER FROM THE COMMUNITY ADVISORY COMMITTEE

Mayor Kenney's executive order establishing the Philadelphia Resilience Project called for the creation of a "Community Advisory Committee" to inform and help guide the City's work. We appreciated this because we -community residents, neighbors, civic leaders, and business people – are the leaders and main stakeholders, the people dealing with the situation day in and day out, the experts on our own neighborhood. As the nation struggled with a rising epidemic, Kensington, Fairhill, and Harrowgate have been deeply impacted. The neighborhood is our home.

We recognize that City government cannot overcome these challenges alone. We know that we all need to work together in new ways. During our first convening, it was clear that all of us—residents, City officials, service providers, and representatives of community organizations—share a commitment to helping our neighborhoods recover from this crisis. We are resilient. And we are stronger together.

We have provided support and guidance based on our experience and a deep understanding of our community. Over the last eight months, we have seen signs of progress and are optimistic for the future. The dedicated 311 line to help address our service requests has helped improve response times. The large community cleanups haven't just removed tons of trash, hundreds of abandoned vehicles, and thousands of discarded needles—they have also brought a renewed sense of hope to the community. Fencing and securing vacant lots has activated safe public spaces for community members. Additionally, clearing the large encampments was both the humane and right thing to do.

Despite this progress, we also know we have much more to do. That's why we must continue to expand:

- Programs that promote homeownership, invest in existing housing stock, and prevent displacement of longtime residents
- Services for those experiencing homelessness and struggling with addiction

- Business development and mentoring services
- Network creation to support at risk youth
- Employment opportunities for residents

We look forward to continuing our work with the extension of the executive order enacted by Mayor Kenney, and we thank him and his cabinet for their leadership. We will work through 2019 and beyond to ensure our community thrives.

Philadelphia Resilience Project Community Advisory Committee Members:

Hector Ayala, Hispanic Community Counseling Services

Jose Benitez, Philadelphia Prevention Point

Danny Cortez, Nueva Esperanza

Rep. Angel Cruz, PA House of Representatives 180th District

Ramon Cruz, Department of Behavioral Health and Intellectual disAbility Services

Carolina DiGirorgio, Congreso

Shannon Farrell, Harrowgate Civic Association

Maria Gonzales, HACE

Pastor Richard Harris, Somerset Neighbors for Better Living

Rep. Joseph C. Hohenstein, PA House of Representatives, 177th District

Jeff Kuhn, Shift Capital

Katherine Levins, Temple University Health System

Casey O'Donnell, Impact Services

Susan Post, Esperanza Health Center

Councilmember Maria Quiñones-Sánchez, Philadelphia City Council, District 7

Councilmember Mark Squilla, Philadelphia City Council, District 1

Senator Christina Tartaglione, State Senate, 2nd District

Felix Torres-Colon, New Kensington CDC

Kimberly Washington, Frankford Community Development Corporation

EXECUTIVE SUMMARY

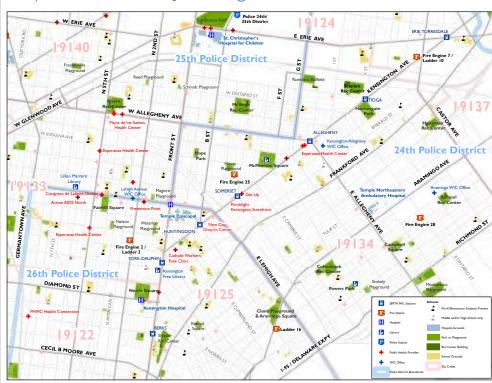
About the Philadelphia Resilience Project

In fall 2018, the City of Philadelphia recognized that despite heroic efforts by homeless outreach teams, the closing of two large encampments and significant resources and efforts by scores of City departments, agencies, community partners, and residents, Kensington and surrounding neighborhoods were facing extreme challenges stemming from the opioid crisis.

Fatal and nonfatal drug overdoses, street homelessness, drug sales, crime, blight, and HIV transmission were on the rise. Therefore, on October 3, 2018, Mayor Jim Kenney signed an executive order to launch an emergency response to combat the opioid crisis.

This executive order leveraged the emergency management model to activate 35 City departments, agencies, and offices to collaborate on an effort dubbed the Philadelphia Resilience Project. It focused on the neighborhoods most acutely impacted by the epidemic. The Resilience Project called for departments to break down silos, try new things, and accelerate the speed of current initiatives already proven to be successful.

Map: Resilience Project Target Area



Within weeks, more than 100 immediate-, short-, and long-term goals were established to address the following seven "Mission Areas":

- Clear major encampments.
- 2. Reduce criminal activity.
- 3. Reduce the number of unsheltered individuals.
- 4. Reduce trash and litter.
- 5. Reduce overdoses and the spread of infectious diseases.
- 6. Increase treatment options.
- 7. Mobilize community resources.

Cross-departmental teams met daily, charged with balancing the need to help people suffering from substance use disorder (SUD) and/or experiencing homelessness as well as residents also suffering from quality of life issues related to the epidemic.

EXECUTIVE SUMMARY

Mission Area	Key Accomplishments	What's Next
Clear major encampments	Cleared all large encampments	 Transition this Mission Area to create and implement a community and economic development strategy Finalize policy to prevent and address future encampments
Reduce criminal activity	 Expanded Police Assisted Diversion program to the East Division Launched Safe Corridors program in six schools Installed 1000 LED street lights and additional cameras Launched a warrant initiative resulting in 180 arrests and getting \$262,000 worth of narcotics and 20 guns off the street 	 Recruit volunteers and expand Safe Corridors program to more schools Continue interagency work focused on identifying and taking down violent mid- to high-level drug trafficking organizations Coordinate with the implementation of the Philadelphia Roadmap for Safer Communities, a citywide violence prevention strategy Develop new strategies to disrupt the public sale and use of narcotics
Reduce the number of unsheltered individuals	 Expanded emergency and temporary housing to 220 beds Added 210 long-term housing opportunities for those most in need Provided 45,000 bed nights for over 500 people 	Grow the number of low-barrier, permanent supportive housing units in Philadelphia with a target goal of 250 per year citywide
Reduce trash and litter	 Hosted seven large-scale volunteer cleanups Removed more than 600 abandoned vehicles Launched new programs to remove discarded needles Started weekly street sweeping program 	 Continue widespread cleanups Install 10 more large needle drop boxes this summer Expand "Doors and Windows" painting citywide Launch a volunteer ambassador program
Reduce overdoses and the spread of infectious diseases	 Conducted nearly 2,500 HIV tests in Kensington Distributed opioid prescribing guidelines to more than 16,000 healthcare providers by mail, and 1,300 by direct in-person outreach Provided all Fire Department ambulances with "leave behind" naloxone to distribute after responding to overdose calls 	 Expand needle exchange programs Continue distribution and training of naloxone Support the establishment of Overdose Prevention Sites
Increase treatment options	 Launched Treatment Availability Database (TAD) which provides real time information about availability of beds Made policy changes to increase MAT accessibility across the system Expanded "warm handoffs" at Temple Main and Episcopal campuses Contracted with First Step Staffing to connect individuals in recovery to entry level employment Created an EMS Alternative Response Unit (AR-2) staffed by paramedics and case managers to offer "warm hand-offs" after responding to an overdose 	 Expand our 24/7 capacity Increase the number of hospitals making "warm handoffs" into treatment Adopt additional provider payment strategies that incentivize high quality care Continue to identify and rapidly address barriers to care
Mobilize community resources	 Formed and convened Community Advisory Committee Recruited hundreds of volunteers Hosted 25 community and civic meetings Launched dedicated bilingual "311 pod" to resolve quality of life service requests faster 	 Work with the community on plans to sustain the Resilience Project beyond 2019 Raise public and private funding to leverage local investment and support community organizations

EXECUTIVE SUMMARY

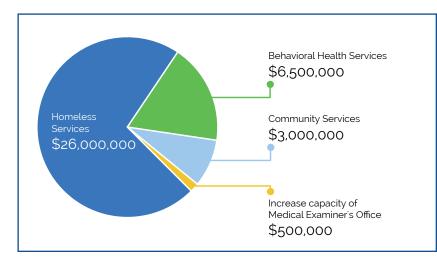
Looking Ahead

Kensington's challenges did not appear overnight and cannot be solved overnight. When the Resilience Project began, the City invested nearly \$8 million in new funding throughout Fiscal Year 2019 on behavioral health, homeless, and community services. Mayor Kenney also called for \$36 million in new funding dedicated to the Resilience Project in his Five Year Plan (FY20-24).

Mayor Kenney extended the Philadelphia Resilience Project's executive order through December 31, 2019. Over the next six months, the City will continue working toward the goals of the seven mission areas, with an emphasis on:

- Working with the community and establishing cross-sector partnerships to sustain the Resilience Project beyond 2019.
- Raising public and private funding to leverage the City's investment.
- Developing and implementing a three year community and economic development plan for the Kensington/Fairhill area.
- Expanding successful aspects of the work into other neighborhoods with similar needs. (For example, CLIP's Doors and Windows program will expand citywide.)
- Coordinating with the implementation of the Philadelphia Roadmap for Safer Communities, a citywide violence prevention strategy.
- Combining the efforts of the City's Opioid Action Team.
- Developing new strategies to disrupt the public sale and use of narcotics.

FY20-FY24 Resilience Project budget \$36 million in New Funding



Represents new funding for this initiative. Does not represent investments related to Police, Fire/EMS, L&I, Office of Emergency Management or other services that City departments provide from existing budgets.

TIMELINE

1/19

cleanup

Nomeless Dutnead 215-232-1984

1/31

encampment

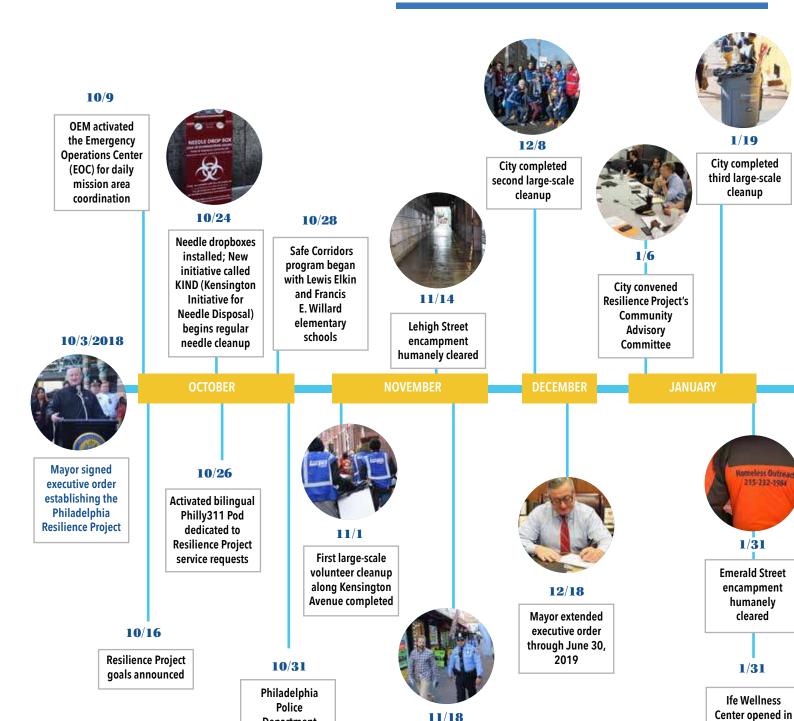
humanely cleared

1/31

Ife Wellness

partnership with

Self, Inc.



Department

(PPD) hosted

community

events and

increased patrols

for Halloween

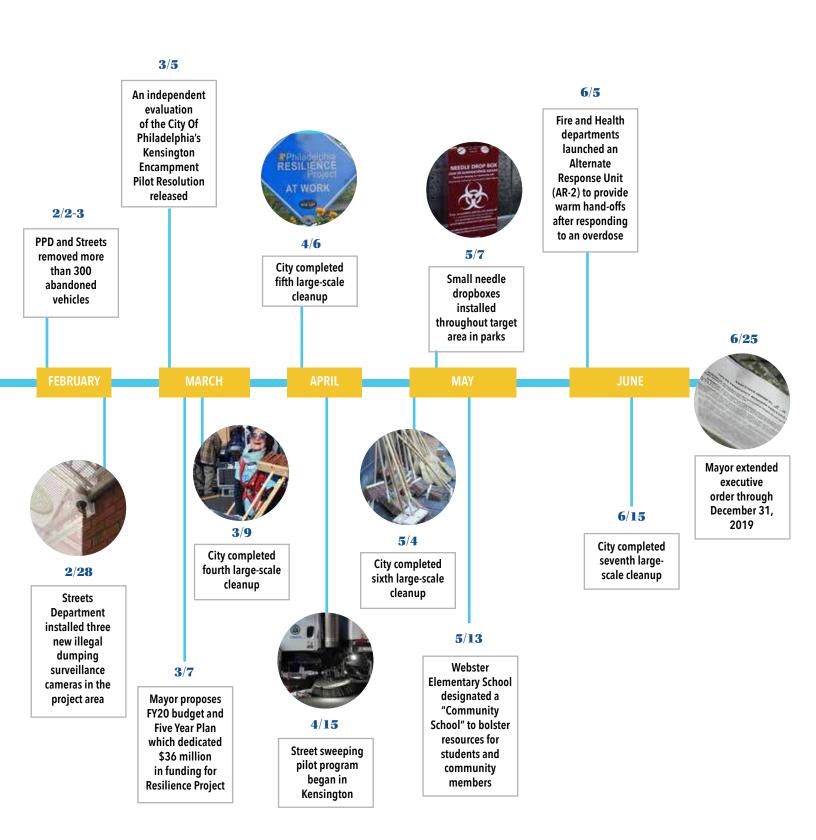
11/18

Police Assisted

Diversion program

began in the East

Division



IMPACT BY THE NUMBERS



35 City agencies and departments working together

400+

meeting hours of weekly coordination by the executive leadership

team

100 Shelter beds added

45,115 shelter bed nights serving 548 individuals at fives sites.



large homeless encampments humanely and effectively closed since October 2018

2,000+ people received free overdose awareness and reversal training (citywide)

114 Businesses receiving SafeCam cameras

1,142

6 Schools participating in Safe Corridors program

750+ Individuals diverted through Police Assisted Diversion

1,000 LED lights installed along Kensington Avenue



Vacant lots cleaned 606 Abandoned vehicles removed Graffiti abatements

completed



Community service projects completed

Large-scale City-led volunteer cleanups

Doors and windows painted on vacant properties

376 Tons of trash cleaned

Illegal dumping surveillance cameras installed

Tickets issued for illegal dumping

> 84 Illegal dumps cleaned

1,467 Inlets cleaned

120 "Clean and Seals"

completed of vacant

properties

24,000+ Needles removed from streets

25 advisory committee

Total volunteers at the



Individuals immunized

Alternative Response Unit created





IN THE NEWS





Clear Major Encampments

One of the starkest, most visible realities of the opioid crisis involved four large encampments in the Kensington and Fairhill neighborhoods. What made Philadelphia's situation unique was that, unlike in other major cities, these encampments formed in a dense residential neighborhood.

Residents on their way to work and children on their way to school witnessed unacceptable scenes: open drug use, overdoses, criminal activity, and other conditions that jeopardized the health of both local residents and the few hundred people living in the encampments. For those in the encampments, conditions were dangerous.

Constant wounds and infections from intravenous drug use, exposure to the elements, and all the other miseries that accompany combined homelessness and substance use disorder were rampant. One encampment resident described life there like the movie *Groundhog Day*, where the same day repeats over and over again.

The City observed that other major cities approached the issue with force and did not decisively close encampments. People simply

moved to another area that was frequently more isolated, leading to even more dangerous situations and, presumably, overdose deaths. It also created distrust between the government and the very people who needed help and access to services.

We knew we had to do something different.



MISSION ONE



Accomplishments To Date

Philadelphia crafted a humane, effective resolution pilot in early 2018.

We established a list of people living there, not by number but instead by name. In fact, we found that people in the encampments wanted to be found, to be seen. This allowed us to coordinate services — like housing, health services, and treatment — in a more effective, efficient way.

We used this knowledge to systematize the process in a step-bystep way and close the encampments compassionately and permanently.

Focus on homeless outreach.

Outreach teams comprised of experts as well as people with lived experience with homelessness and substance use disorder visited the encampments day in and day out to establish relationships with people there, especially in the lead up to each encampment's planned closure. They worked hard to convince as many people as possible to accept help while still respecting them as human beings.

Focus on engaging local neighborhoods. The City also regularly met with local neighborhood groups to hear directly from them their concerns relating to the encampments and to find workable solutions for everyone. In fact, area civic associations identified "clearing the encampments" as their highest priority when they met with City officials.

As a result, the City developed a concrete process that addressed both the needs of the surrounding community and those who needed help. We identified which encampments existed and had to be closed and communicated this clearly to anyone in them at least 30 days before we closed each encampment. Our outreach team regularly and repeatedly explained what would happen and when to expect it. We also posted bright orange notices around the encampments in English and Spanish with the same information, and notified the media of the timeline.

Outreach worked around the clock to get as many people as possible to accept help before the closure date. Prior to closing each encampment, we added new "no barrier" emergency housing resources sufficient to house each individual in the encampment. On the closure dates, dozens of City workers, including outreach teams, visited the encampments to try to get anyone still there to accept help. They also brought along storage containers, offering to store, at no cost, any belongings that weren't a danger to health or safety.

On November 14, 2018, the Lehigh Street Encampment was cleared.

On January 31, 2019, the Emerald Street encampment was cleared.

They have not been re-encamped.

Lessons Learned

When independent researchers from the University of Pennsylvania analyzed the way the City resolved its first two encampments, they noted that the City's unified approach and focus on offering help to encampment residents defined Philadelphia's strategy.

Since spring 2018 when the encampment pilot started, two thirds of all the people we've interacted with have accepted some form of help, whether it's housing or drug or mental health treatment. And about half are in housing or treatment.

While closing the two remaining encampments is a visible success of the Philadelphia Resilience Project, as well as the culmination of efforts that started before the project began, independent researchers noted that the City still struggles to provide adequate low barrier housing options for those experiencing opioid-related homelessness. Likewise, while researchers point to the by-name list as one of the most decisive and important aspects of the City's plan, they also say that Philadelphia still has work to do in terms of data gathering.

The City continues to work at improving data sharing and has been expanding shelter beds since the start of the Resilience Project, including by expanding available beds and opening the Ife Wellness Center and Sacred Heart.

MISSION ONF



Next Steps

Because the large encampments are cleared and a new citywide encampment policy is being finalized, the goal of Mission Area one is evolving. It will now be focused on community and economic development, which will address the opportunities to convene and coordinate the plans of the community development corporations including HACE, New Kensington CDC, and IMPACT Services, and the plans of the City (currently managed by the Department of Planning & Development and the Department of Commerce) while responding to policing and code enforcement opportunities. An actionable community and economic development plan will be produced and implemented over one to three years.

"The outreach workers are doing amazing work. Now, I'm doing outreach and was there for the closure. It's sad to see people still out there like I was, but the City is now creating options that work. Hopefully others will come in like I did."



- Dante Jones, previously lived in one



Before





Reduce Criminal Activity

While Kensington has long been a blue-collar neighborhood with resilient residents who take pride in their community, this section of the City and its residents have also been impacted by drug-related crime for decades.

The goal of Mission Area Two (MA2) is to reduce crime and improve public safety in and around the Resilience Project target area. From the start, reducing crime has required complex and nuanced approaches in an area where hundreds of homeless individuals lived in encampments, and where long-time residents express a range of emotions like frustration, fear, anger, and even apathy.

Staff representing law enforcement, health and human service agencies, the Department of Commerce, the justice system, the School District of Philadelphia, and state and federal agencies worked together to develop holistic and collaborative approaches to reducing crime.

Data-informed law enforcement initiatives aim to reduce shootings, target drug dealers, address residents' and area businesses' safety needs, and engage community members to help keep area children safe.





Accomplishments To Date

Focus on improving public safety. The Police Department assigned small teams of officers to work a special service detail to focus on crime prevention in and around encampments. Their work helped sharpen the focus of law enforcement partners' trying to prevent and solve crimes, while also targeting drug dealers and violent criminals. The Police and Sheriff's Departments conducted a warrant initiative in the Resilience area targeting people who were wanted for various crimes. During the initiative, 180 people were arrested while narcotics valued at \$262,000 and 20 guns were taken off the street.

MA2 is also part of "The Kensington Initiative" a collaborative partnership led by the State Attorney General's office in partnership with the Federal Bureau of Investigation (FBI), Philadelphia Police, Homeland Security and SEPTA Police. The intelligence-led partnership focuses on large scale narcotics investigations to take down violent mid- to high-level drug trafficking organizations.

We established a Safe Corridors program to support children's safety as they walk to and from school. The Resilience target area is home to 15 schools. While traveling between home and school, thousands of children have passed encampments, drug dealing, drug use, and other behaviors and problems that are associated with the opioid epidemic. It was unhealthy and unsafe. We partnered with the School District of Philadelphia to recruit parents and other community members to be trained and volunteer for the Safe Corridors program. The volunteers' presence in the neighborhood and near schools helped provide safe passage as well as a feeling of safety for children. So far, 48 volunteers have been trained to cover six of the schools. They proudly wear their identifiable Safe Corridors vests as champions of our children's safety.

Focus on violence prevention. In partnership with the City's Office of Violence Prevention, nearly \$60,000 in community investment grants were awarded in June 2018 to individuals and organizations serving the Resilience target area. These grants will support quality programs that engage youth and promote leadership development and anti-violence.

The Business Security Camera Program—operated by the Department of Commerce year-round and citywide—normally reimburses up to 50 percent of the total eligible costs. The reimbursement levels were

expanded for the Resilience Project service area to encourage increased utilization of the program, and the results have been promising. Commerce is providing full reimbursement for cameras purchased and connected to the Philadelphia Police Department's SafeCam program for businesses and schools in the Resilience area. More than 100 installation projects are in the pipeline or completed as of the first week of May. So far, 41 projects have been completed. Another 34 projects have been approved and will begin installation soon. There are 39 more installation projects currently pending approval. Restaurants, doctors' offices, service providers, food markets, banks, day cares, and more have taken advantage of the opportunity.

The Streets Department and PPD have installed 50 new street lights at known drug and opioid use hot spots to deter illegal activity. These lights help brighten the commercial corridors in Kensington.

Focus on quality of life issues that impact crime. Law enforcement identifies vacant lots and properties that are being used for illicit activity and coordinates with the Department of Licenses & Inspections to have them investigated, and when appropriate secured.

REDUCE CRIMINAL ACTIVITY



Philadelphia Police led an initiative to remove 606 abandoned automobiles from the Resilience area. Abandoned cars and trucks provide hidden space for criminal behavior while contributing to a depressed look and feel of a community.

Captains of police districts in the Resilience area organized a safe Halloween trick-or-treat and hayride event for area children. They also increased bike patrols in the neighborhoods to help keep other trick-or-treaters safe.

Focus on compassionate enforcement. The Police Assisted Diversion (PAD) program diverts people who have been arrested for low level offenses away from the criminal justice system. Instead it directs them toward supportive, peer-based social services that are customized to meet their health and social needs. People are also referred to PAD when not facing arrest, through social referrals by community members, community-based organizations, and police officers.

Our Co-Responder pilot involves teams of behavioral health professionals, peer specialists and members of the Police Assisted Diversion program as well as the special police service detail. Co-responder teams have engaged more than 750 people in the Resilience area since its inception. The teams respond, in real time, to quality of life calls from people in the community. People with complex, unmet mental health and substance use disorder needs are connected with providers of comprehensive supportive services. The benefits of this model are being praised by law enforcement, people receiving direct services and members of the community.

Lessons Learned

We faced a challenge when trying to recruit volunteers for Safe Corridors because people were afraid they would become the target of drug dealers. Some were also concerned that people might see them as law enforcement informants. We learned that we need to better explain to people that the goal of this program is to protect children and to champion public safety, but not to be law enforcement officers. We also need other parents and community members to help recruit volunteers, and find ways to incentivize participation.

We also learned that collaborative work involving various agencies and community members is a strong recipe for successful outcomes. Having decision makers at the table provides the fuel needed to keep things moving forward.

Next Steps

Moving forward, we will expand and strengthen the initiatives and collaborative inter-agency partnerships focused on large scale narcotics investigations and reducing crime in the Resilience target area. We will continuously evaluate these initiatives and programs, to determine and reinforce what works and adjust what needs changes in order to work better.









Reduce The Number Of People Who Are Unsheltered

When the City observed that the numbers of people on the street in Kensington dramatically rose to over 700 in summer of 2018, it helped to catalyze the Philadelphia Resilience Project. Prior to that date, Philadelphia had dramatically slowed the rate of growth of the city's overall street homeless population by 86 percent over three years, so it was clear that what was going on in Kensington was unusual and driven predominantly by America's opioid crisis. The numbers were overwhelming and the City had to act.

Thanks in part to the City's efforts under the Philadelphia Resilience Project, the current street homeless population in Kensington is about half what it was in summer 2018. While this shows serious progress made, it also means that there are still hundreds of people on the street there.

In partnership with neighbors, nonprofits and other city agencies, we worked diligently to ensure that appropriate resources were available across the city's homeless services system while also working to provide options at existing sites and bringing online new sites, including the Ife Wellness Center on Girard Avenue and Sacred Heart. In this area specifically, we added a total of 100 beds to what we already had, about 120, for a total of about 220.

Currently, we have five sites fully online to serve those with opioid-driven homelessness: the Kensington Navigation Center (Prevention Point), Point of Refuge (Prevention Point), Encampment Respite (One Day At A Time aka ODAAT), Sacred Heart (Project HOME), and the Ife Wellness Center (SELF, Inc.).



Accomplishments To Date

From the start of the Philadelphia Resilience Project to late May 2019, five dedicated sites served 548 people, representing a total of 45,115 bed nights. These sites were regularly at maximum capacity.

But the services provided at these sites go far beyond a place to sleep. The street homeless population in and around Kensington includes people who typically have long histories of behavioral challenges, including human trafficking, repeated contact with the criminal justice system, and involvement with the child welfare system.

So, across the five homeless service sites, providers focus on programs to meet basic needs including meals, showers and laundry as a pathway to more intensive therapeutic services starting with community meetings, case management, housing assessments and linkages, state ID referrals, medication-assisted treatment induction, legal aid, wound care, primary care, overdose prevention, arts programming, behavioral health outpatient services, HIV care, Hepatitis C care, support groups, financial literacy programs, trauma-informed supports, GED and literacy programs, family reunification services and mediation, immunizations, low barrier employment connections, and other services.

Essentially, we've revolutionized the way we think about reducing the unsheltered population in part by approaching the causes of homelessness holistically and providing critical services that can move people out of the neighborhood and into treatment and recovery. This supports them in their unique journey while recognizing the path isn't always a linear process.

One of the most successful low barrier housing programs is through Pathways to Housing PA. When people are referred to this program, including from the five dedicated sites, they find supportive services along with housing. When we looked at the numbers for referrals to this program, it showed remarkable results. Out of 122 people housed for more than six months: 79, or 65 percent, were on medication-assisted treatment (MAT); five were totally abstinent; and, 53 were receiving primary health care services.

It's important to note that when housing was provided to those living with substance use disorder, two thirds of them made the decision on their own to seek treatment after being stabilized through housing.

For many others, family reunification is the most effective path for them. And for some, residential drug treatment or behavioral health treatment is the best path forward.

In other words, we help people move on toward self-determination and recovery in the way that works best for them to address the root causes of opioid-driven street homelessness.

Lessons Learned

Our experience at slowing the growth in the unsheltered population shows that we can help people move on, but we still struggle to provide adequate housing options for everyone. For instance, the City's Housing Action Plan, released in October 2018, and the Office of Homeless Services five-year strategic plan, Roadmap to Homes, both estimate that Philadelphia needs 2500 additional supportive housing units to meet current demand. And while the number of people who are homeless on the street in Kensington has, indeed, fallen over the past year, we still need to work to identify sources of inflow and aggressively develop steps to reduce it.

Next Steps

We plan to continue to grow the number of low-barrier, permanent supportive housing units in Philadelphia with a target goal of 250 per year across Philadelphia as set out in the City's Housing Action Plan. We'll continue to work closely with our provider community to develop a diverse array of programming to meet people where they're at even further.

REDUCE THE NUMBER OF PEOPLE WHO ARE UNSHELTERED











Accomplishments To Date

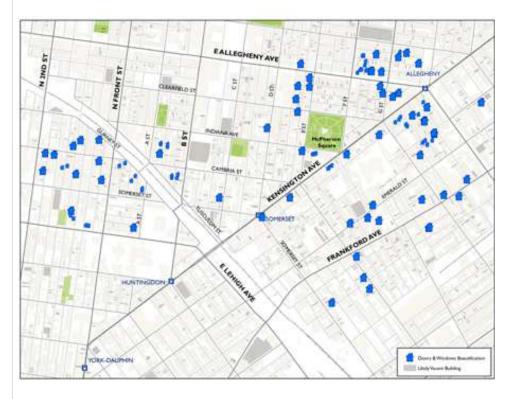
Reducing Trash and Litter. MA4 has led seven large-scale cleanups by recruiting more than 900 volunteers. Each cleanup brought together City employees, Kensington residents, and members from the larger Philadelphia community. MA4 is also assisting in installing 12 needle drop boxes within Resilience Project boundaries, along commercial corridors and in recreation centers. Seven drop boxes are installed along Kensington Avenue (Huntingdon to Tioga), one additional large kiosk is installed at Frankford Transportation Center, and there are four smaller kiosks also installed in parks. These drop boxes help keep discarded needles off the street. So far, more than 5,000 needles have been collected through these boxes alone.

CLIP also partners with the Health Department and the Office of Homeless Services to educate food providers and provide assistance through its Community Partnership Program. CLIP provides the necessary tools and supplies as well as trash pickup for the providers to clean up after feeding people experiencing homelessness.

Part of the work of MA4 is to empower community groups to take on the cleaning responsibilities and reduce trash and litter on their blocks. So far, CLIP has provided supplies for 183 individual groups to complete their own cleanups. Community groups are able to borrow tools and request special trash pickups through the Community Partnership Program.

Beautifying the Community. One of the biggest ways that CLIP is able to beautify the blocks of Kensington is through its unique doors and windows program that was started during the Resilience Project. This program paints the facades of vacant properties to give the illusion of being occupied. CLIP crews stencil the outline of doors and windows on the building after it has been cleaned and sealed by L&I. Seventy-two properties have been painted to date, and there are plans to expand the program citywide in Fiscal Year 2020.

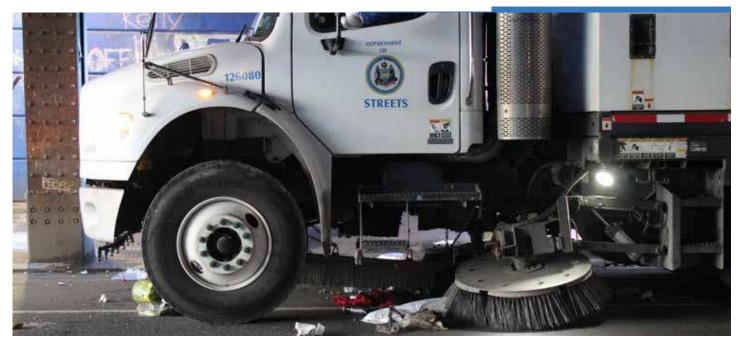
Map: Doors and Windows Painted in the Resilience Project Area



REDUCE TRASH AND LITTER

MISSION FOUR





As described in MA2, Safe Corridors is a volunteer program to maintain safety around schools. Volunteers patrol routes around schools at the start and end of the school day or to keep watch from their homes or businesses. Volunteers often work in teams, sharing information and reporting any suspicious or unusual activities. MA4 supports Safe Corridors by working with schools in the Kensington area to make sure these corridors are blight-free.

To stem the flow of illegal dumping, the Philadelphia Police Department hired two environmental crimes detectives to ramp up illegal dumping investigations and enforcement. The Environmental Crimes Unit within PPD monitors cases of repeat dumpers and works with the District Attorney's Office to bring charges which could include fines, restitution, vehicle seizure or service hours. In addition, CLIP has issued 154 illegal dumping tickets for \$150 to residents who improperly dispose of their trash.

In coordination with the Philadelphia Police Department, the Streets Department installed 1,000 LED lights along the Kensington Avenue corridor to improve safety and deter crime.

As part of a larger citywide pilot, Kensington now has weekly mechanical street cleaning within the boundaries of 2nd Street to Aramingo Avenue, from Tioga Street to Lehigh Avenue. Streets Department workers equipped with backpack blowers and hand brooms clean the day after the area's trash collection. Mechanical brooms follow cleaning crews once debris is blown off sidewalks and curb lines.

An innovative program spearheaded by MA4 is Kensington Initiative for Needle Disposal (KIND), which officially launched in November 2018. This is a collaborative effort between IMPACT services and Prevention Point Philadelphia (with funding from the Philadelphia Health Department) to 1) provide cleanup of drug paraphernalia and other litter, overdose response and training, and the distribution of naloxone and information about local resources, and 2) create a source of income for community members. KIND has four field staff dedicated to this effort and has removed 19,375 needles from the streets.

REDUCE TRASH AND LITTER

MISSION FOUR



Doors and Windows Painted in the Resilience Project Area

Before



1,142
Vacant lots cleaned

606
Abandoned vehicles removed

24,443
Graffiti abatements completed

376
Tons of trash cleaned

154
Tickets issued for illegal dumping

120
"Clean and Seals"
completed of vacant
properties

931
Total volunteers at the cleanups

84
Illegal dumps
cleaned

1,467Inlets cleaned

After







72Doors and windows painted on vacant properties



129
Miles cleaned by mechanical brooms









Accomplishments To Date

Reducing overdose deaths. The most important thing accomplished that MA5 oversaw was a drop in overdose deaths citywide. In 2017, Philadelphia experienced 1,217 overdose deaths, but in 2018, saw 1,116 overdose deaths—a reduction of eight percent. While research into the distribution of these deaths is ongoing, Kensington has been the epicenter of these deaths, so we expect that the drop seen citywide was also reflected here.

Reducing nonfatal overdoses.

Nonfatal overdoses have similarly seen a drop in the most recent quarters. In the fourth quarter of 2018, reported nonfatal overdoses were lower than any time since 2016. The first three months of 2019 saw the number of nonfatal overdoses drop even lower. More research is needed on the cause of these drops, but it is encouraging to see this reduction.

Reducing Hepatitis A. Due to the high risk of an outbreak of Hepatitis A among those experiencing homelessness, outreach teams have been visiting Kensington to provide free Hepatitis A vaccines to those at risk and working with providers to ensure access to the vaccine. To date, 370 individuals have been immunized either through street outreach or providers, and the Health

Department has found no cases of Hepatitis A in the community. The Health Department has also stepped up surveillance to ensure that any cases that are identified will not spread to others.

Addressing HIV transmission. The Health Department has noted an increase in new cases of HIV in people who inject drugs, more than doubling between 2016 and 2018. In response to this, the AIDS Activities Coordinating Office has been working with partner agencies to increase the number of HIV tests in the Kensington area. Nearly 2,500 HIV tests have been conducted in Kensington since November 2018. In addition, inmates within Philadelphia Department of Prisons are tested for sexually transmitted diseases, including HIV, during intake. In preparation for release, an inmate who tests positive will receive a supply of medication, a prescription and information on how to continue treatment once they return to the community.

Increasing access to Naloxone.

Naloxone is the life-saving antidote to an opioid-induced overdose. The Health Department and key partners have distributed 78,000 doses of the antidote to first responders, partner organizations, and community members since May 2017. More than 2,000 people have undergone free overdose awareness and reversal training. Between January 2018 and April 2019, City responders have administered more than 5,200 doses of naloxone to people experiencing an overdose. In addition, the Philadelphia Department of Prisons has provided 6,500 naloxone kits since October 2017.

Establishing guidelines for opioid **prescribing**. The opioid crisis began as a result of drug manufacturers pushing doctors to prescribe opioids. To combat this crisis long-term, the Health Department has engaged in a strategy to educate the members of the health care community on safe opioid prescribing practices. The City has published guidelines for primary care doctors and surgeons for prescribing opioids, as well as tapering guidelines to help people who are already using opioids to wean safely. These guidelines were distributed to more than 16,000 health care providers by mail, and individual, in-person outreach to more than 1,300 provider offices. These efforts have been successful, as the number of opioid prescriptions dispensed to Medicaid beneficiaries has dropped by more than half from the 4th quarter of 2016 to the 4th quarter of 2018.

REDUCE OVERDOSES & THE SPREAD OF INFECTIOUS DISEASES

MISSION FIVE





Lessons Learned

The goals of MA5 cannot be achieved by the City alone. The City of Philadelphia can implement programs and incentives and spend every day in the field working to reduce overdoses, but ultimately, we can only do so much. The greatest lesson learned is that we need to continually involve our partners. Partnerships with community groups, advocacy organizations, hospitals, insurance payers, residents, people with opioid use disorder, friends, and family members all have valuable input and can help develop ideas and ensure that the City's efforts succeed.

Next Steps

MA5 is making significant progress in reducing overdoses, but much work remains. The fatal overdose rate is still more than three times the homicide rate in Philadelphia and is completely unacceptable. The City continues to provide naloxone to first responders and community organizations. We also continue to train residents to spot an overdose and reverse it. Enhanced surveillance and connection to care for Hepatitis A and HIV will similarly continue.

"The City's efforts in Kensington have enabled us to identify partners, build relationships, and flood the zone with naloxone. Keeping people alive is the first step in fixing things."

- Allison Herens, Harm Reduction Coordinator. City of Philadelphia



Increase Treatment Options



The goal of Mission Area Six (MA6) is to increase the availability of and access to effective treatment options. Staff representing the Department of Behavioral Health and Intellectual disAbility Services (DBHIDS), Philadelphia Department of Public Health, Managing Director's Office for Health and Human Services, and the Law Department came together to form MA6.

The work of MA6 touches many lives. National and Philadelphia data indicate that 1 in 5 people experience some form of mental illness and/or substance use disorder (SUD). In 2018, over 715,000 Philadelphians were eligible for Medicaid. At the same time 150,000 people participated in treatment funded by DBHIDS and Community Behavioral Health (CBH), and more than 31,400 individuals utilized SUD treatment services—more than 16,620 of whom were treated for opioid use disorder (OUD).

This publicly funded treatment network includes more than 175 separate clinical programs to treat people with SUD and/or mental illness. These contracted entities comprise over 2,000 beds, including inpatient hospital programs, residential programs for rehabilitation and detoxification, and halfway houses. In addition to the bed-based services, services of varying levels of intensity are also offered within ambulatory or community-based settings. These services include outpatient and intensive outpatient programs, partial hospitalization, and services designed to keep participants in community settings, such as case management and peer specialist services.

In the area of OUD, the most effective treatment is Medication Assisted Treatment (MAT). MAT is the use of medications such as methadone, buprenorphine, and vivitrol in combination with counseling and behavioral supports. Research has demonstrated a 75 percent reduction in mortality in patients treated with buprenorphine versus patients treated with psychosocial interventions alone. Therefore, much of our work is focused on increasing the availability of and use of MAT at all levels of care.

Given this landscape, MA6 has deployed five key strategies:

- 1. Launch the treatment availability database
- 2. Expand warm hand-offs to treatment and services
- 3. Embed withdrawal management into all levels of care
- 4. Enhance the quality of SUD treatment
- 5. Provide sustained housing, recovery, and vocational supports

These strategies are underway across the city, but the Resilience Project has allowed for rapid cycle deployment and learning in Kensington, with the experiences there informing citywide work.



Accomplishments To Date

Medication Assisted Treatment (MAT) Policy Changes: In order to increase access and options for patients, CBH changed several policies across its system of providers:

- Ending prior authorization requirements for short term SUD treatment.
- Requiring residential providers and halfway houses to provide MAT compatible services, and all SUD providers incorporate MAT options into treatment planning for individuals.
- Requiring all providers to make MAT available by 2020, and
- Requiring providers to adopt additional policies to increase access such as expanding night and weekend hours and a more flexible approach to ID.

Additionally, the Treatment
Availability Database was launched
on the DBHIDS website
(www.dbhids.org/MAT), which
provides near real-time information
about the availability of beds, for those
needing residential level of care.

Increased Venues for MAT: We have also increased the number and types of sites offering MAT. Mobile outreach capacity in the Kensington area was expanded through

Prevention Point Philadelphia, which has been using a mobile outreach team to offer MAT inductions, and Merakey is engaging individuals on a daily basis and utilizing innovative approaches, such as Uber Health.

The DBH-funded NET Access Point is a new 24/7 walk-in site accepting members with a full range of SUDs and withdrawal symptoms for assessment and stabilization with MAT. MAT inductions are also now occurring in at least three Emergency Departments, including Temple Health Episcopal Campus, Temple University Hospital, Penn Presbyterian, and Einstein.

These changes have resulted in an increase in the number of individuals in treatment. The number of individuals participating in MAT for OUD increased from 9,156 distinct members in 2017 to 10,690 distinct members in 2018—a 16 percent increase.

In May 2019, CBH also issued three new Requests for Proposals (RFP):

- Addictions Outpatient for Underserved Areas RFP
- 2. Mental Health Outpatient RFP
- 3. Addictions Residential RFP

As a result of the RFP process, Gaudenzia opened a new cooccurring program offering MAT on May 1, 2019 at 1306 Spring Garden St. which offers 32 beds and is taking 24/7 SUD assessments.

Reportedly, three-quarters of the 28,000 people incarcerated in Philadelphia each year have a SUD. As a result, in February 2018, the Philadelphia Department of Prisons (PDP) began a MAT expansion pilot at Riverside Correctional Facility, and later expanded into the male facilities in September of 2018. In April 2019, PDP shifted from prescribing buprenorphine to the use of Suboxone, a combination of buprenorphine and naloxone. The PDP enrolls about 275 patients in the Suboxone program a month, and expects to treat over 3,300 patients over the next twelve months. Cognitive Behavioral Therapy is also offered with all three types of MAT provided by the PDP (buprenorphine, methadone, and naltrexone). At release, patients are given five days worth of Suboxone pills.

Withdrawal Management:

Withdrawal management is being phased into the network across all levels of care working towards the goal of having all providers offer this service. Withdrawal management is currently being offered in the community through





several providers including PHMC Pathways to Recovery, Merakey, and Wedge Recovery Centers in Narcotic Treatment Programs, partial hospitalization, outpatient, and Centers of Excellence.

Housing and Vocational Supports:

Stable housing and employment are key to recovery from SUD. To expand access to housing and vocational supports, Recovery House capacity has been expanded to 470 slots, including new low barrier opportunities. DBHIDS has contracted with First Step Staffing to connect individuals who are in recovery, and may also have a history of homelessness and/or incarceration, to entry level employment.

Warm Hand-Offs: The ROSE
Project was expanded to operate
at both Temple University Hospital
and Temple Health Episcopal
Campus, utilizing Certified Recovery
Specialists to provide warm handoffs to behavioral health treatment.
Member Services representatives
and Certified Peer Specialists were
deployed to the Mural Arts Storefront
to facilitate treatment access.

Another effort to increase warm hand-offs comes from a grant-funded partnership between the Philadelphia Fire Department, DBHIDS and the Health Department. Through this new, innovative initiative, a paramedic and a case manager respond to overdoses together in a marked Fire Department SUV known as AR-2 (for "Alternative Response Unit"). AR-2 staff can offer patients an immediate spot in a treatment facility; for those not ready for treatment, AR-2 offers free naloxone and information on how to get care. AR-2 began a soft rollout in April 2019, engaging with 23 clients in its first five weeks; four accepted treatment. A dedicated epidemiologist and social worker help track client interactions with AR-2.

Lessons Learned

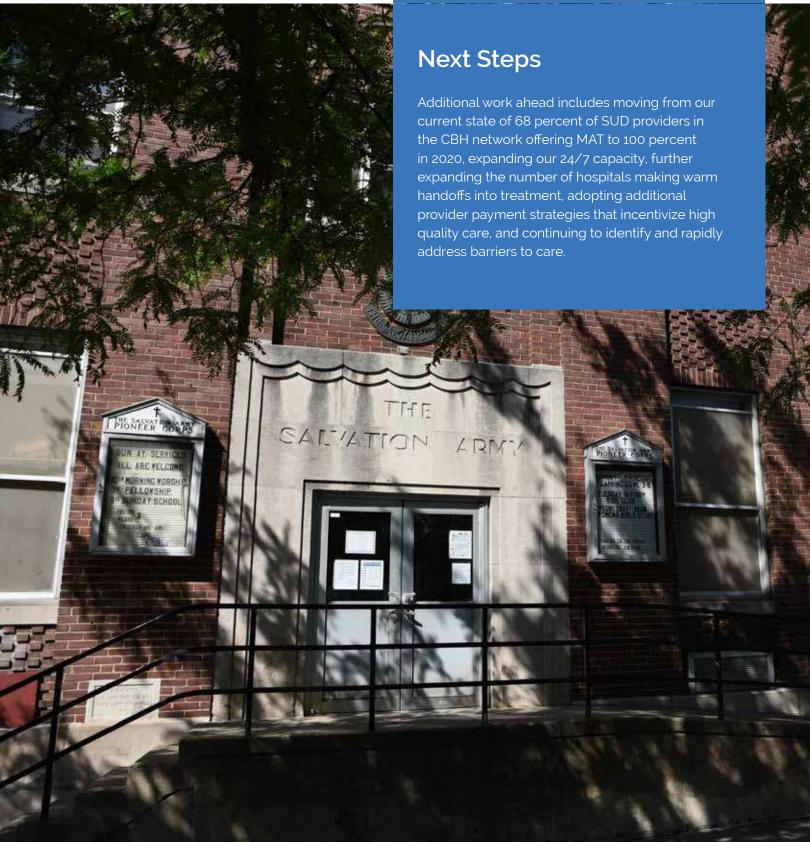
Reducing barriers to treatment access has required both policy change and new flexible programming that takes services to where individuals are, and harnesses the expertise of individuals with lived experience. The combination of these two levers has helped more than 1,500 individuals access MAT from 2017 to 2018.

What Is A Warm Hand-Off?

The City defines a warm hand-off as the confirmed arrangement of one or more behavioral health services with acceptance by both the individual and provider. We encourage programs to employ individuals with lived experience as Certified Recovery Specialists (CRS) or Certified Peer Specialists (CPS) to connect with individuals about their experiences accessing services and facilitate warm hand-offs.

MISSION SIX













Accomplishments To Date

Hosting Community Meetings and Increasing Community Engagement. By hosting two types of community meetings in Kensington, we've been able to share Resilience Project resources and updates with the community while also staying attuned to community needs and challenges. Past meetings have included presentations by the State Attorney General Josh Shapiro; President and CEO of Hispanic Community Counseling Services (HCCS), Hector Ayala; City agencies, including Mural Arts, Office of Emergency Management (OEM), and Community Life Improve Program (CLIP); and other community leaders.

El Barrio Es Nuestro (The Community is Ours) Meetings. This monthly meeting provides residents with updates on the progress of the Philadelphia Resilience Project. The meeting also acts as a space where community members can share their concerns and develop solutions in partnership with the City, community organizations, and leaders. Topics have included crime reduction, mural design workshops, and more.

Community Engagement Academy.

The Community Engagement Academy is hosted weekly at Willard Elementary in Kensington. These meetings provide attendees with vital information that promote health, wellness, and safety on topics related to trauma and mental health care, fire safety protocol, adult education, and more.

Collaboration with Community Organizations, Local Artists, and Mural Arts Philadelphia. In collaboration with HACE, Impact Services, and MA7, artist Calo Rosa and Mural Arts facilitated the painting of the B Street Bridge between Gurney and Tusculum Streets—also known as Transformation Bridge—in Kensington. Residents joined an El Barrio es Nuestro meeting to participate in a workshop and provided feedback on the bridge designs. For aesthetic cohesion in the neighborhood, Calo designed three additional murals on the A Street, Mascher Street, and Front Street bridges. Currently, two have been completed and two are in progress. All four murals will be finished in time for an annual block party in Kensington hosted by MA7 in conjunction with HACE. The Mural Arts Guild Program, which provides job training for young people coming home from prison, is providing support to complete each of the projects.

In addition to leading the mural projects, Calo hosted a paint day at the Visitation School on Kensington

and Lehigh Avenues. He also hosted an artist workshop with senior residents from HACE's Somerset Villas.

Additionally, MA7 is working with Mural Arts and artist Henry Bermudez to create a new mural located on the underpass at Kensington and Lehigh Avenues. Henry is a world-renowned artist from Venezuela who moved to the United States in 2003 and lives in the Kensington area. Throughout the years, he has been commissioned by Mural Arts on several major projects. Mural Arts and Henry hosted a community session to receive feedback from community members will continue to update residents on the progress of the mural and will share the final design in June.

Community Advisory Committee. In order to ensure that the Resilience Project achieves each of its goals, MA7 established the Community Advisory Committee, which includes community members, organizations, and elected officials who advise each Mission Area and provide guidance to promote the success of the project.

MOBILIZE COMMUNITY RESPONSE

MISSION SEVEN



Philly 311's Pod for the Resilience Project. A 311 "pod" was established to address specific concerns within the Kensington and Fairhill neighborhoods. Residents are able to reach the dedicated Resilience Project team at Philly311 by calling 3-1-1 and pressing option 4 when prompted.

Areas of concern include vacant lots and buildings, litter and illegal dumping, abandoned cars, and discarded syringes on streets. The pod, managed by a team of four bilingual staff members, has proven to be successful as residents are getting quality of life service requests resolved faster. The average business days to close these requests has reduced by:

Abandoned Cars: 46 days

Street Cave-in Repair: 34 days

Street Ditch Repair: 12 days

Illegal Dumping: 2 days

Rubbish Collection: 2 days

Sanitation Violations: 1 day

Street Light Outage: 3 days

Vacant House Clean & Seal: 30 days

Vacant Lot Clean-up: 15 days

Reducing Barriers and Increasing Access to Services.

The Resilience Project has been intentional about reducing language barriers that prevent people from accessing resources, programs, and services. MA7 translates emails and flyers into Spanish to reach and encourage full participation in the Kensington and Fairhill communities, which are majority Spanish-speaking. Individuals leading this Mission Area are also bilingual and are able to communicate with residents to build trust and address their specific concerns.

Lessons Learned

During the activation of MA7, we learned how to build stronger and more effective relationships between the City, community organizations, and residents.

It can be challenging to earn buy-in and trust from community members, however, MA7 found that demonstrating a unified effort between the Resilience Project and local organizations that were already effecting change in the community made residents more likely to engage. Working with organizations to provide localized, needsbased services improved community engagement and developed closer relationships between residents and the City.

In light of the diversity of the neighborhood, MA7 also implemented a multi-pronged outreach strategy, utilizing digital media, community meetings, flyers, and canvassing to engage residents, volunteers, and community partners.

To ensure that the community was aware of the progress being made, MA7 provided frequent updates on the status of work being done across Mission Areas to improve the quality of life in the Kensington and Fairhill neighborhoods. The Resilience Project team also sought feedback from the community to inform further development of services and initiatives that would help revitalize their neighborhoods.

To provide a safe and welcoming place for residents to share their thoughts and ideas, MA7 held weekly and monthly meetings. Those meetings were also used to develop realistic solutions that would produce measurable results that could be seen and easily implemented by the community after the executive order activation.

MISSION SEVEN



Next Steps

Our goal is to ensure that our work in the community is sustained. To do that, we are recruiting block ambassadors in partnership with Mission Area Four. These ambassadors will work alongside City partners and organizations to facilitate meetings with the support of the Resilience Project. Ambassadors will also be given a stipend from MA4 to support their work in the community.

MA7 is developing a fundraising plan with the support of a consultant to raise resources to support community and partner organizations already working to provide services and assistance to the Kensington and Fairhill communities. These grants will be awarded to organizations providing a variety of services that also address the goals of each Mission Area.

"Through the Philadelphia Resilience Project, we have been able to create supports that incorporate a person-first approach and maximize safety, awareness, participation, and utilization of services. This initiative motivates members of the community to be active partners in keeping our neighborhoods safe and clean. It also provides a vehicle to voice community needs and wants. This goes beyond conventional community engagement, and is about a deeper partnership with people in pursuit of a better quality of life. We know that the eradication of this epidemic will take more time, effort, and commitment, but we now have the support of new leaders in our community from decisionmakers to service developers to front line workers and volunteers."



- **Hector Ayala,** President and CEO of Hispanic Community Counseling Services



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Community Behavioral Health (CBH)
Community Life Improvement Program
(CLIP)

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Department of Behavioral Health & Intellectual disAbility Services (DBHIDS)

Department of Commerce

Department of Public Property

District Attorney Office (DAO)

Division of Housing and Community Development (DHCD)

Free Library of Philadelphia

Law Department

Licenses & Inspections (L&I)

Managing Director's Office (MDO)

Managing Director's Office-Criminal Justice Public Safety

Managing Director's Office-Health & Human Services

Managing Director's Office-Community Services

Mayor's Office of Communications

Mural Arts Philadelphia

Office of Emergency Management (OEM)

Office of Homeless Services (OHS)

Office of Innovation & Technology

Office of Performance Measurement

Parks & Recreation (PPR)

Philadelphia City Planning Commission

Philadelphia Department of Public Health (PDPH)

Philadelphia Fire Department – Emergency Medical Services (PFD-EMS)

Philadelphia Housing Development Corporation

Philadelphia Land Bank

Philadelphia More Beautiful Committee (PMBC)

Philadelphia Police Department (PPD)

Philadelphia Prison System (Prisons)

Philadelphia Redevelopment Authority (PRA)

Philadelphia Water Department (PWD) Philly 311

Department of Planning & Development School District of Philadelphia (SDP) SEPTA

Streets Department

Town Watch Integrated Services (TWIS)

State and Federal Partners

Pennsylvania Attorney General

Drug Enforcement Agency (DEA)
Federal Bureau of Investigation (FBI)
U.S. Attorney's Office - Eastern District of
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Civic Associations, Community Organizations, Congregations:

East Kensington Neighbors Association

New Kensington CDC

Kensington Neighborhood Association

Harrowgate Civic Association

HACE

Impact Services

Somerset Neighbors for Better Living

Huntingdon Emerald Neighbors

South Port Richmond Civic Association

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Kensington Independent Civic

Association

Members of the Community Advisory Committee

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