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*pel*

**HISTORY AND FEATURES OF  
PHILADELPHIA GOVERNMENT**

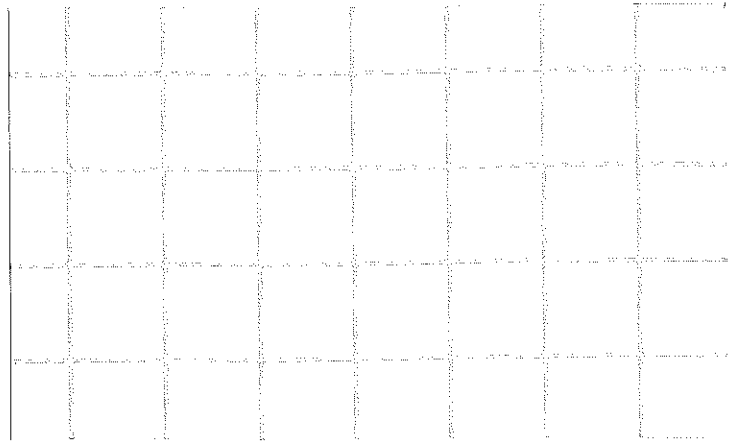
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**HISTORY AND FEATURES OF  
PHILADELPHIA GOVERNMENT**

PENNSYLVANIA ECONOMY LEAGUE, INC.  
(Eastern Division)  
1211 Chestnut Street, Philadelphia, PA 19107

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## Preface

In early 1992, the Pennsylvania Economy League received a grant to prepare a new eighth edition of *Philadelphia Government*, our comprehensive description of the city's functions and organization. Since the first edition was published in 1924, the book has proved helpful to public officials and administrators, schools, libraries, and interested citizens. The seventh edition, published in 1980, has been out of print for several years.

The Philadelphia Independent Charter Commission was appointed in June 1992. Their task is to examine the 1951 Philadelphia Home Rule Charter, decide what changes are needed, and place the changes before the electorate in a referendum.

The Commission's work comes at a time when we are in the process of preparing the eighth edition of *Philadelphia Government*. With the establishment of the Commission, we now plan to publish the eighth edition after the Commission has finished its work and the electorate has voted on its recommendations. (An appendix shows the tentative chapter headings of the new edition.)

However, we have updated, on a preliminary basis, Chapter 2, entitled "History and Features of Philadelphia Government." We believe that publication of the draft of Chapter 2 as a separate report will be helpful to members of the Charter Commission as well as to persons involved in submitting and evaluating proposed amendments to the charter. (The final version of this chapter will be revised after the Charter Commission has completed its work.)

This report provides a concise history of Philadelphia's government before the home rule charter, reviews the adoption of the 1951 home rule charter, and describes the main features of the current charter.

We wish to express appreciation to the Thomas Skelton Harrison Foundation, whose financial assistance makes possible the preparation of the eighth edition of *Philadelphia Government*.

Dianne E. Reed  
Director

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## HISTORY AND FEATURES OF PHILADELPHIA GOVERNMENT

Philadelphia's city government has a long history, dating back to the late 17th century. Since its incorporation in 1684, the City of Philadelphia has had many charters. Even today, some elements of the early charters continue in operation.

This report supplies a brief history of the city government's charters, summarizes the main features of the current charter and its educational supplement, and briefly describes city-county consolidation, judicial government, and authorities serving Philadelphians.

### Colonial and Legislative Charters 1701-1919

#### Colonial Charters

During the colonial period, the structure of Philadelphia's municipal government was determined by charters issued under the authority of William Penn, as proprietor under the English King. In 1681, the Agreement of the First Purchasers to lay out the "town" of Philadelphia was concluded. In 1684, the Assembly of the province of Pennsylvania, with William Penn present, incorporated the "borough" of Philadelphia and directed the preparation of a charter. Nothing more is known of this document.

Philadelphia's first "city" charter was granted in 1691. This charter was superseded by the charter of 1701, which remained the basis for Philadelphia's government until 1776.

The limits of the colonial City of Philadelphia, under the charter of 1701, extended from Vine Street to what is now South Street, and from the Schuylkill River to the Delaware River--an area of two square miles. These boundaries remained unchanged until 1854.

The government of the colonial city was vested in a 22-member, self-perpetuating corporation, consisting of a Mayor, a Recorder, eight aldermen, and 12 common councilmen. All members of the corporation, with the exception of the Mayor, held office for life. Vacancies were filled by vote of the remaining members of the corporation. Annually, the aldermen and common

councilmen selected one alderman to serve as Mayor.

The 1776 American Revolution saw the end of proprietary government, and the power to grant municipal charters, formerly exercised by the proprietor, passed to the state legislature. In 1789, 1854, 1885, and 1919, the state legislature enacted wide-ranging statutes on the city government's organization, powers, and duties. These statutes are usually referred to as Philadelphia "legislative charters."

#### 1789 Charter

The charter of 1789 made the offices of aldermen and councilmen elective. Otherwise, the new charter made few basic changes in the form of government. For example, the mayor was still chosen annually by the aldermen from their number.

Amendments of 1796 followed the example of the state and national governments by introducing the two-chamber legislative system. Two councils--the Select Council and Common Council--were established. The two councils continued in existence until 1919.

In 1839, the Mayor was made subject to popular election. However, many administrative powers were vested during this period in standing committees of councils.

#### 1854 Consolidation Act

Until 1854, the area of the City of Philadelphia remained as established by the charter of 1701. In the meantime, the other communities in the County of Philadelphia had grown in population, as had the city, and many had become almost as densely populated as the city itself. In addition to the City of Philadelphia, there were 28 other municipalities in the county, with a combined population three times that of the city. The county, too, had its own government, headed by the elected County Commissioners.

An 1854 state law (the Consolidation Act) abolished 28 of the 29 political subdivisions then located in the County of Philadelphia, and annexed them to the City of Philadelphia. The area of the city thereby increased from two square miles to its present area of 127 square miles.

#### 1885 Charter

The 1885 charter, the famed Bullitt Act, tried to strip from the two councils their power to control the day-to-day administration of city agencies through their standing joint committees, but succeeded only in driving the councils' exercise of that power out of public notice. The charter gave the Mayor the power to appoint some department heads, subject to the approval of the Select Council.

The charter specified a civil service system administered by the Mayor and the department heads, but this proved to be largely inoperative. In 1906, a separate civil service commission was established, appointed by the Mayor.

#### 1919 Charter

The 1919 charter, the last of the city's legislative charters, abolished the two-house legislative body which had grown to a membership of 145, the largest municipal legislative body in the United States. In its place, a single-chambered City Council was established, with 20 to 22 members, varying with the number of registered voters. For the first time, salary was authorized for councilmen, and they were barred from holding any other public office.

The Mayor, with consent of Council, appointed the heads of eight of the twelve principal city agencies. Three others were headed by elective officers--the Treasurer, the Controller, and the Receiver of Taxes. Council appointed the members of the remaining agency, the Civil Service Commission.

#### Criticism of the 1919 Charter

Critics of the 1919 charter used these arguments: Many times the minority party, holding 30 to 45 percent of the total vote, won no seat in the Council. Also, members of the Council were said to advance the interests of the districts from which they were elected at the expense of the city's interests as a whole.

Personnel practices left much to be desired. Civic groups charged that city employees, under the facade of the merit system, actually got their jobs as patronage and were subject to political



influence. The Civil Service Commission was under tremendous political pressure. Furthermore, the commission was so inadequately financed by Council that even its best personnel work could be little more than token effort.

There were four primary defects which contributed to making the city government ineffective: the diffused organization of the city's local government; the lack of well defined executive and administrative responsibility for program planning and execution; City Council's interference with administration and its dominance of the personnel activity; and the lack of adequate budgeting and accounting procedures. Constitutional, legal, and political obstacles stood in the way of finding easy remedies.

#### **1922 Home Rule Amendment**

In 1922 Pennsylvania voters amended the state constitution to permit the state legislature to give to cities "the right and power to frame and adopt their own charters and to exercise the powers and authority of local self-government, subject, however, to such restrictions and limitations, and regulations, as may be imposed by the legislature."

This "right and power" is called "home rule" because voters of a city may thereby determine, within specified limits, their own local government instead of having the state legislature do it for them. However, this home rule amendment was not self-executing, as it required the state legislature to pass an enabling act to make it operative. Despite many persistent applications by Philadelphians, the legislature did not enact a home rule act until 1949.

#### **Reform Attempts in the 1930s**

In the meantime, there were campaigns for reform. A movement for completing city-county consolidation went forward in 1935-1937. A proposed constitutional amendment authorizing the completion of consolidation received the necessary approvals by the state legislature. When placed on the November 1937 ballot, the reform received a favorable majority in Philadelphia but was defeated when it failed to obtain a majority vote state-wide.

In 1937 the Philadelphia Charter Commission, organized under state law, and consisting of a bipartisan group of 15 members, began its study of a proposed legislative charter. After a year and a half of public hearings and discussions, the commission submitted a plan to the 1939 state legislature.

This plan called for fundamental changes in Philadelphia's government, including the council-manager form, proportional representation in the election of members of Council, tightened budgeting and accounting procedures, major departmental reorganization, and a modernized merit system. The Senate approved the charter bill by an overwhelming vote, but the bill died in a committee of the House of Representatives.

In later years, enabling acts for home rule and legislative charters of one kind or another were introduced in nearly every session of the state legislature, but none were successful until 1949.

#### **Events Leading to the 1951 Home Rule Charter**

The successful movement for a home rule charter began with dramatic disclosures in 1948 of the shortcomings of the administration operating under the 1919 charter.

#### **Disclosures of Corruption**

In 1947, faced with the demands of municipal employees for salary increases, the Mayor appointed a committee of five councilmen and 10 private citizens to investigate municipal finances. This "Committee of Fifteen" found numerous organizational defects in the city and county governments. In 1948, evidence of embezzlement was discovered in the Department of Purchase and Supplies and in the Department of the Receiver of Taxes. Embezzlement in other departments was later disclosed, and several persons were convicted of extortion.

These events strengthened the efforts of groups which had been calling attention to the need for basic charter revisions.

#### **The Home Rule Act of 1949**

The 1949 legislature empowered Philadelphians to write their own charter by enacting an enabling

act, as allowed by the 1922 home rule amendment to the state constitution. This Home Rule Act permits Philadelphia's City Council to create a bipartisan 15-member charter commission with authority to draft a charter for Philadelphia's city government, subject only to restrictions imposed by the state legislature. When it completes its work, this commission must file its proposals with City Council, which then presents them to the voters.

In June 1949, City Council unanimously adopted an ordinance authorizing the appointment of the Philadelphia Charter Commission. The commission, appointed shortly thereafter, consisted of nine Republicans and six Democrats, all of outstanding reputation and recognized ability.

#### **Work of the Charter Commission**

The commission began its work in July 1949. It held weekly public hearings over a period of several months in the fall and winter of 1949-1950. To benefit from the experience of other municipalities, the commission invited officials and experts from several other cities to appear before it.

The commission released a preliminary draft on September 6, 1950, and held a series of public hearings shortly thereafter. The commission accepted a number of suggestions for changes and incorporated them into its final draft of the proposed Home Rule Charter, which was filed with City Council on February 14, 1951.

#### **Adoption of the Charter**

In promoting the adoption of the Philadelphia Home Rule Charter, the commission received important assistance from the Citizens' Charter Committee, formed by the Greater Philadelphia Movement in 1949, and comprised of several hundred individuals elected by numerous organizations and associations. For the campaign, two outstanding Philadelphians were chosen to co-chair the committee--one Republican, a former judge of the Municipal Court, and one Democrat, a former U.S. Senator.

The charter campaign was supported not only by the Citizens' Charter Committee but by more than 500 civic, professional, labor, and business

groups, and by the city's two largest newspapers. The proposed charter also received the formal endorsement of the heads of both major political parties.

On April 17, 1951, the charter forces won victory by a majority of nearly two to one--about 259,000 voted for the charter; 140,000 opposed it. The new charter went into effect on January 7, 1952.

#### **Features of the 1951 Charter**

The features of the government brought into being by the Home Rule Charter are summarized below.

##### **"Strong-Mayor" Government**

The Mayor is elected for a four-year term, but may be elected for only two successive terms. The Mayor substantially controls the administration of the city government, primarily through the right to appoint and remove the principal administrative officers, and to control expenditures. As a result, the people know whom to hold accountable for city government affairs. The Mayor also plays an important part in the city's lawmaking process by recommending measures to Council and exerting influence for their passage. Moreover, the Mayor may veto measures passed by Council; a veto can be overridden only by two-thirds vote of Council's members.

##### **A 17-Member Council**

Council, the city's one-house legislative body, consists of 17 members--one elected from each of 10 council districts and seven from the city at large. Each political party may nominate one candidate for each district but only five candidates for the seven at-large positions. Each voter may ballot for one council member from his district and for five of seven at-large candidates. This system assures the minority political party in a two-party system at least two of the seven at-large seats.

Under the Home Rule Charter, Council possesses more legislative powers than those given the city's lawmakers by previous charters. Thus, Council is able to legislate in a host of matters which used to require prior action in Harrisburg, such as pension provisions, public health,



councilmanic salaries, destruction of valueless records. However, the Home Rule Charter greatly reduces Council's control over administrative matters. For example, Council can no longer decide on construction and procurement contracts; the establishment of subdivisions within departments; the hours of the opening and closing of city offices; the pay plan; and holiday, vacation, and sick leave policies for city employees. These are executive branch decisions, although pay and benefit matters for most city employees now go through collective bargaining.

Prior to 1952 the Council determined the form and content of the budget, and its power to "appropriate" extended to the smallest details or line items. (An appropriation is money set apart by formal action to a specific use, for example, an appropriation for "materials and supplies.") Now the Mayor determines the form and content of the budget, and Council's power of appropriation is limited to several specified lump-sum items for each city agency. Examples of these categories are personal services (wage and salary payments to employees), and materials, supplies, and equipment.

Furthermore, the charter divests Council of its power to confirm or veto appointments, with the exception of the City Solicitor, who serves as legal advisor of Council as well as to the other members of the city government.

#### Department Administration

The charter places the bulk of municipal activities in 14 departments coordinated under the Mayor's four major appointees--the Managing Director, the Director of Finance, the City Representative (who also serves as Director of Commerce), and the City Solicitor. Some functions, comparable in scope to that of departments, are carried out by boards or commissions (for example, the City Planning Commission).

The *Managing Director* supervises 10 city departments: Police, Fire, Streets, Water, Public Health, Human Services (called Public Welfare in the charter), Recreation, Licenses and Inspections, Records, and Public Property.

The *Director of Finance* is responsible to the Mayor for budgeting, accounting, purchasing, and

for billing and collecting city revenues. The Director of Finance appoints the City Treasurer, and supervises two departments--the Department of Revenue (called Collections in the charter) and the Procurement Department.

The *City Representative* has a multiple role as the city's chief public relations officer and also as head of the Department of Commerce, which is responsible for the airports and the Civic Center.

The *City Solicitor* heads the Law Department, which handles the city's legal matters: the department furnishes legal advice to city agencies, and represents the city in law suits.

A 15th department is not under the Mayor's control: the Auditing Department, headed by an elective City Controller. The Personnel office, headed by a Personnel Director appointed by the Civil Service Commission, also carries on work comparable to that of a department.

#### Wide Use of Boards and Commissions

The charter makes wide use of boards and commissions, some of which are "departmental" and others "independent."

Attached to several city departments are "departmental" boards and commissions, most of which exercise administrative, semi-judicial, or semi-legislative power independent of the department heads. The charter names 19 departmental boards or commissions. An example is the Board of Health, in the Department of Public Health.

In addition, the Home Rule Charter labels five other boards and commissions (City Planning Commission, Commission on Human Relations, Board of Pensions and Retirement, Board of Trustees of the Free Library, and Civil Service Commission) as "independent," since they are not attached to any department.

The charter also provides for a "Cabinet," consisting of the Mayor and his four chief assistants--the Managing Director, the Director of Finance, the City Solicitor, and the City Representative. (In practice, Mayors designate additional appointees to sit as members of the cabinet.)



Three members of the cabinet, the Mayor, the Managing Director, and the Director of Finance, constitute the "Administrative Board. The Administrative Board has important powers in setting city working conditions and determining administrative organization and procedure.

The charter gives a special status to the Board of Directors of City Trusts by generally exempting it from the charter's provisions. This board manages all money or other property in trust to or with the city.

In addition to the boards and commissions named in the charter, several agencies, for example, the Board of Revision of Taxes, established by state statutes, continue in existence. Moreover, the Mayor is given the power to appoint advisory committees, and a number of boards and commissions have been established by city ordinance. In 1992, more than 30 committees, boards, and commissions not named in the charter were in operation.

#### Guaranteed Support for Civil Service

A Personnel Director and an independent Civil Service Commission, with an appropriation for administrative expenses guaranteed by the charter, are given responsibility for the city's personnel system, insulated from spoils politics. The guaranteed appropriation is equal to at least one-half of one percent of the appropriations for compensation for all civil service employees. Most jobs in the city government are under the merit system, and employees are forbidden to engage in "political activity." However, court employees, although paid out of the city treasury, are not city employees and are not covered by the charter provisions.

#### Checks on Centralized Power

In summary, the key feature of Philadelphia's home rule city government is *centralization of executive authority*. In line with American tradition, the charter provides checks upon the exercise of that centralized power. They are the following:

(1) Council retains control of the city's money. Appropriations measures, like all other

proposed ordinances, must be acted on by Council. The Mayor has the veto power.

(2) Public hearings are required on all proposed ordinances before they may be reported out of Council committees.

(3) City employees have the right to appeal to the Civil Service Commission against dismissals and demotions.

(4) The elected City Controller, with funds guaranteed by the charter, audits all city receipts and expenditures. In turn, private auditors periodically examine the auditing process.

#### Amending the Charter

Philadelphians can change the Home Rule Charter by adopting amendments or by adopting an entirely new charter. Charter *amendments* may be placed on the ballot by two-thirds vote of Council, or by majority vote of Council if petitioned by at least 20,000 registered voters.

To assist it in the amendment process, Council can appoint advisory commissions to recommend amendments for consideration of Council. (Such amendments would be placed on the ballot only if approved by two-thirds vote of Council.) Council established advisory charter review commissions in 1973 and 1986. Both commissions issued reports recommending charter amendments; however no proposals for amendment were placed on the ballot as a result of the work of these commissions.

The *adoption of a new charter* requires the authorization of the appointment of a "charter commission" by two-thirds vote of Council, or by majority vote of Council if petitioned by at least 20,000 registered voters. Such a charter commission--the Philadelphia Independent Charter Commission-- was established by ordinance of Council in 1992. A proposed new charter drafted by such a commission is then placed before the electorate at an election designated by the commission. The present schedule of the Philadelphia Charter Commission calls for placing its recommendations on the ballot at the May 1993 primary election.



## Charter Amendments on Ballot

A number of efforts were made to amend the charter starting in 1953, but amendments were placed on the ballot only in 1956, 1978 and 1991.

Three proposed amendments were placed on the ballot in 1956 with the following primary objectives:

(1) Undoing both the Home Rule Charter and city-county consolidation to remove employees of five elective offices--the City Commissioners, City Controller, Clerk of Quarter Sessions, the District Attorney and the Sheriff--from under the merit system provisions of the charter.

(2) Permitting employees in the five offices to engage in political activities.

(3) Allow elective city officers to continue to hold office when they are running for another elective office.

The first two of the proposed amendments were invalidated by the Pennsylvania Supreme Court, and the third was defeated by the electorate.

In November 1978, two proposals were placed on the ballot but were defeated by the voters: (1) removing the two-term limit for mayor, and (2) deleting the requirement for resignation of elected officials running for another office.

In 1991, a charter amendment, placed on the ballot by Council, was approved by the voters. The amendment increased the threshold for formal bidding procedures from \$2,500 to \$10,000, and provided that the figure would be increased automatically as the consumer price index rose.

### Completing City-County Consolidation

Philadelphia is unique in Pennsylvania in that its city and county have the same boundaries. Although Philadelphia continues to be one of the 67 counties of the state, it does not have a separate county government.

After voting themselves a Home Rule Charter on April 17, 1951, Philadelphians, with the help of other Pennsylvanians, on November 6, 1951 adopted a city-county consolidation amendment to the state constitution. This amendment removed

the constitutional roadblocks to changing the county agencies into city agencies under the Home Rule Charter. However, the consolidation amendment did not itself change either the structure of the former county agencies or the method of selecting their heads. The amendment authorized the state legislature to adopt legislation which would permit the city to do the re-organizing.

Offices designated as "county" by the state constitution, state statute, or by court decision were the Board of Revision of Taxes, City Commissioners, Clerk of Quarter Sessions, Controller, Coroner, District Attorney, Prothonotary, Recorder of Deeds, Register of Wills, Sheriff, and Treasurer.

In January 1953 the Pennsylvania Supreme Court decided that, because the offices of Prothonotary and Register of Wills were listed in other parts of the constitution, they were still constitutional officers and could not be brought under the Philadelphia Home Rule Charter. All other county officers were adjudged to have been brought under the charter.

The legal situation of the Prothonotary and Register of Wills was changed by the 1968 revision to the state constitution. A new judiciary article specified that the Prothonotary and Register of Wills of Philadelphia were no longer to be considered constitutional officers. These offices, however, remain unchanged until they are covered in the Home Rule Charter by referendum.

### The Situation in 1992

The status of the former county agencies in 1992 is as follows:

- (1) The Controller, City Commissioners, District Attorney, Sheriff, Register of Wills and Clerk of Quarter Sessions remain as independent elective officers.
- (2) The following agencies were abolished or replaced:
  - (a) The Board of Trustees of Philadelphia Prisons, a departmental board in the Department of Public Welfare, replaced the Board of Inspectors of the County Prison.

- (b) The Coroner's title was changed to that of Medical Examiner, an appointive official in the Department of Public Health rather than an independent elective officer.
  - (c) The functions of the former Recorder of Deeds were absorbed by the Department of Records.
  - (d) The office of Treasurer was abolished as an independent elective office and was made an appointive office under the Director of Finance.
  - (e) The Registration Commission was abolished and its functions transferred to the City Commissioners.
- (3) The Board of Revision of Taxes remains an independent appointive agency. The seven members are appointed by the Judges of the Court of Common Pleas.
  - (4) The office of Prothonotary (appointed) continues, as noted above, until the office is covered in the charter.

#### Educational Supplement to the Charter

Until 1912, the Philadelphia public schools were part of city government. In 1912, the school district became independent of the city government, and was headed by a 15-member Board of Public Education, appointed by the Board of Judges of the Courts of Common Pleas. Taxes for the Philadelphia School District were authorized by the General Assembly.

In 1963, the Pennsylvania General Assembly authorized the establishment of a commission to frame a school district charter, for submission to the voters. Issues which were considered by the Philadelphia Educational Home Rule Charter Commission included whether or not the school board should be given power to levy taxes; election or appointment of a school board; and desirability of consolidating administration under the Superintendent, rather than have both the Superintendent and the Business Manager report directly to the Board of Public Education.

In April 1965, the Philadelphia Educational Home Rule Charter Commission submitted its proposed educational supplement to Council. At an

election held on May 18, 1965, the voters approved the supplement by a vote of about 112,000 for and 79,000 against.

The Educational Supplement provided for:

- (1) A *separate and independent home rule school district*. However, the Philadelphia school system continued to be governed by all provisions of the School Code which apply throughout Pennsylvania.
- (2) A *nine-member Board of Education* to replace the 15-member Board of Public Education. The board has broad powers of policy-making, administration, management, and operation of the Philadelphia public schools. Board members must be registered voters of the city. They serve six-year overlapping terms without pay, and are limited to two full six-year terms.
- (3) *Board members appointed by the Mayor* with the help of a 13-member *Educational Nominating Panel*. The Panel must submit to the Mayor three names for each school board vacancy. The Mayor may request a second set of three names, but must make appointments from the six names. (Previously the board members had been appointed by the Board of Judges of the Common Pleas Courts.)
- (4) City Controller to *post-audit all school accounts and funds*. The Superintendent of Schools was assigned the pre-audit function (which was previously carried out by the City Controller).
- (5) Board of Education to *levy taxes annually within limits granted by the Pennsylvania General Assembly and City Council*.
- (6) Superintendent of Schools made *chief administrative officer, chief instructional officer, secretary, and chief business officer* for the school system. (This provision ended the prior dual-head system. Previously, the Superintendent of Schools was chief instructional officer; while the Business Manager controlled administration, management, business office functions.)



## Judicial Government

In Philadelphia, there is a Court of Common Pleas, a Municipal Court, and a Traffic Court. All of these are part of the state judicial system. The judges are elected by Philadelphia voters. The state compensates the judges; the city budget includes the compensation of all other employees and all court expenses. Court employees are outside the city's merit system, and are hired by the judges.

## Authorities

In addition to the principal local governmental units discussed above, a number of others affect the lives of Philadelphians. These are local, regional, and interstate authorities--agencies which are created for special purposes and are located outside the regular structure of government. Each of these agencies is governed by a board composed of appointed members. These boards generally have the power to set fees for services and to borrow money, but they do not have the power to obtain revenues by taxation.

The local authorities--"local" in the sense that they operate only in the Philadelphia--are listed below with the year created.

- (1) Philadelphia Housing Authority, 1937.
- (2) Philadelphia Redevelopment Authority, 1945.
- (3) Philadelphia Parking Authority, 1950.
- (4) Hospitals and Higher Education Authority of Philadelphia, 1974.
- (5) Philadelphia Municipal Authority, 1975.
- (6) Pennsylvania Convention Center Authority, 1986.
- (7) Pennsylvania Intergovernmental Cooperation Authority, established in 1991 as an oversight and financial assistance agency for the city government.

Two regional authorities are the Southeastern Pennsylvania Transportation Authority (SEPTA), created in 1968 with a service area of five counties, and the Philadelphia Regional Port Authority, created in 1989 to serve three counties.

The most important interstate authorities--"interstate" in that they operate across state boundaries--which affect Philadelphia are the

Delaware River Port Authority (created 1951) and the Delaware River Basin Commission (created 1961).

A new unit created by ordinance of Council in 1990 is the Center City District, a special assessment district with jurisdiction in the city's central retail and commercial area.

In addition, a number of Philadelphia non-profit corporations are considered to be "quasi-public agencies" because they operate public facilities, coordinate programs involving private and public investments, or have both public and private board membership. Examples of quasi-public corporations are the Food Distribution Center Corporation, Philadelphia Industrial Development Corporation, Philadelphia Commercial Development Corporation, Philadelphia Corporation for the Aging, and Philadelphia Facilities Management Corporation.

Appendix: Tentative Chapter Headings of Philadelphia  
Government: 8th Edition

Chapter

*Part I. Setting the Focus*

1. Introduction
2. History and Features of Philadelphia Government
3. Lawmakers and Executives
4. Courts, Court Agencies
5. Political Parties and Elections

*Part II. Services of Our Governments*

6. Protective Services
7. Public Health
8. Welfare Services
9. Human Relations
10. Licenses and Inspections
11. Recreation and Culture
12. City and Regional Planning
13. Streets and Water Services
14. Community Development
15. Promoting Commerce
16. Public Education
17. Transportation Agencies

*Part III. Financing Our Governments*

18. Revenue Sources
19. Collecting the Money
20. Budgets, Accounts, and Audits
21. Financing Capital Improvements
22. Financing Employee Pensions

*Part IV. Servicing the City Government*

23. Personnel Administration
24. Legal Services
25. Records Management
26. Public Buildings and Property
27. Purchasing and Inventory