

# Quality of Life Indicator Programs

**Presented to the M.F.P. and P.H.E.D  
Committees**

September 25, 2000



**Department of Park and Planning  
The Maryland-National Capital Park & Planning Commission**



**Research  
& Technology  
Center**

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Slides presented to the M.F.P. and P.H.E.D. Committees – September 25, 2000

Quality of Life In Jacksonville: Indicators for Progress – 1999 Executive Summary

Slides presented at Quality of Life Forum by Dr. David Swain of Jacksonville Community Council, Inc. – March 13, 2000

Speakers and Participants at the Quality of Life Forum

## Executive Summary

- Last year, during the second annual “Economic Forces That Shape Montgomery County” presentation, the Planning Board asked the Research & Technology Center to look at the impact of the local economy on County residents. We have responded to this request by including a section in this year’s report focusing on the economic well being of Montgomery County households and residents. Data were presented showing recent trends in: the jobless rate, real income growth, distribution of household income, housing affordability, and temporary cash assistance. Staff also responded to the Planning Board request by researching “quality of life” indicators used by other jurisdictions to measure community conditions in a broad number of areas.
- The Planning Board has asked Research and Technology Center staff to continue to investigate Quality of Life indicators, only as they relate to the content already included in our annual “Economic Forces That Shape Montgomery County” presentation and report. The Board is especially interested in indicators that show how land use is related to economic and real estate activity.
- The Council may wish to consider developing a program that includes a broader array of indicators such as has been included in the Jacksonville program.
- Since the mid 1980s, a growing number of communities have become interested in measuring their quality of life (QOL). As of the end of 1999, nearly 200 communities in North America had used or have on-going QOL indicator programs. Examples include Portland, Oregon, the Roanoke, Virginia region, and Silicon Valley.
- These programs tend to focus on one of five major indicator areas: environment and the reuse of resources; the local economy; measures of city or county agency effectiveness; effectiveness of health programs; and overall quality of life (i.e. crime, education, culture).
- The “benchmark” leader in these programs is Jacksonville, Florida. Jacksonville has produced an annual indicators report every year starting in 1985 and has provided instruction to other communities around the world on how to start a quality of life program. They collect indicator data in nine major categories of broad community impact and concern.
- Jacksonville is a rare program, not only in the sense that they have been widely recognized as a successful program, but also because they have enjoyed such longevity. Although approximately 200 communities have been involved in QOL programs at one time or another, few of these

efforts have continued. An informal study of the only inventory of QOL programs available, show many communities have investigated indicator programs without instituting them, or have started programs to have them end only after a few years. Of those that remain, most are involved with only one aspect of quality of life, usually the environment.

- Perhaps it is hard to replicate what Jacksonville has done because of the inherent complexity of developing agreement on what quality of life is, how it can be measured, and who should administer the program. Few have gone as far as Jacksonville to measure a broad array of indicators. The likely barrier to starting or continuing these programs is probably not costs since those are not extraordinarily high, but the effort required to assemble interested parties (volunteers, business groups, elected officials, government agencies) and to them working closely together.
- The program was developed and is managed by a non-profit, citizen based organization, the Jacksonville Community Council, Inc. (JCCI) and funded by the Jacksonville Chamber of Commerce, the United Way, and the City of Jacksonville. Committees comprised of volunteers (130 volunteers on nine committees) work with staff (3 JCCI members) on a regular basis to review data, usefulness of data as indicators, and to develop possible actions to increase the quality of life in the community.
- Samples of indicators include: effective buying income per capita; retail sales per capita; affordability of single-family homes; percentage of public-school students participating in the free or reduced-cost lunch program. In addition to collecting data from government agencies, Jacksonville's program is supplemented with an annual telephone survey. Such surveys include these types of questions (examples shown here are from Jacksonville and a recent M-NCPPC phone survey).
- To produce an annual indicators report, funding is required to pay for: staff, a telephone survey, report printing and distribution. The start up years require the most funding, especially in terms of staff who are extensively engaged in researching indicators, working with committees that select indicators, and in collecting data. In fact costs, are nearly double the first year from where they will be in the subsequent years.

## **Introduction**

Last year, during the second annual “Economic Forces That Shape Montgomery County” presentation, the Planning Board asked the Research & Technology Center to look at the impact of the local economy on County residents. We have responded to this request by including a section in this year’s report focusing on the economic well being of Montgomery County households and residents. Data were presented showing recent trends in: the jobless rate, real income growth, distribution of household income, housing affordability, and temporary cash assistance.

Staff also responded to the Planning Board request by researching “quality of life” indicators used by other jurisdictions to measure community conditions in a broad number of areas.

## **Quality of Life Indicator Programs**

Since the mid 1980s, a growing number of communities have become interested in measuring their quality of life (QOL). As of the end of 1999, nearly 200 communities in North America had used or have on-going QOL indicator programs. A sample of these include:

Tucson, Arizona	St. Louis, Missouri
San Mateo County, California	Missoula, Montana
San Diego, California	Hamilton County, Tennessee
Portland, Oregon	State of Oregon
Boulder, Colorado	State of Washington
Kalamazoo, Michigan	State of Florida

These programs tend to focus on one of five major indicator areas:

**Sustainability** – measures a community’s effectiveness in use and reuse of natural resources such as air, water, forests, and wetlands.

**Economic Health** – measures changes within the local economy

**Health Care** – measures a community’s ability to attend to the preventative, emergency, acute, and chronic health needs of residents

**Assessment of Government Effectiveness** – measures the effectiveness of city or county agencies and programs

**General Quality of Life** - a broad measurement program that includes indicators on crime, education, economic activity, culture, recreation, environment, health, and transportation.

A Mid-Atlantic jurisdiction with an on-going quality of life (QOL) program is the Roanoke area in Virginia. In the mid-1990s, a non-profit, business and community leaders group, The New Century Council, worked with volunteers to develop QOL indicators and has produced their first indicators report in 1998. Called "Vital Signs" the report makes sustainability its major concern but does give some attention to social and economic indicators.

A similar group in the Silicon Valley region in California has published QOL reports focusing on the health of the local economy since 1995. They use indicators are used to show trends in innovation, entrepreneurship, economic opportunity, income growth, and employment change. The Virginia and the Silicon Valley organizations use these reports to educate citizens, elected officials, and government agency staff about conditions in their communities and to stimulate discussions on quality of life.

Portland has followed the lead of the State of Oregon. In 1990, State leaders created the Oregon Progress Board and gave it the responsibility of monitoring the State's quality of life conditions. The Board developed an indicator program called "Oregon Benchmarks," measuring 90 factors in social, environmental, and economic conditions. Portland (the non-profit Portland Multnomah Progress Board) has adapted this program to their community. Starting in 1993, the Portland organization has issued benchmark reports on a biennial schedule and periodically produced a special report looking in-depth at a particular benchmark or policy issue.

Each of these communities has had to struggle with several complex issues, the first of which is: How do you define quality of life? Quality of life (QOL) is indeed an elusive concept. Not only is it difficult to list what conditions are related to quality of life, but it is frequently necessary to prioritize them as well. Once these tasks are done, research must be undertaken to discover what regular measures are available to access these conditions. Also, it is necessary to determine at what level QOL should be measured. At the regional, city or county-wide level or within neighborhoods?

### **Jacksonville As Leader In QOL Programs**

The "benchmark" leader in QOL programs is Jacksonville, Florida. Jacksonville was one of the earliest jurisdictions to tackle these difficult questions. Since 1985, Jacksonville has produced an annual indicators report<sup>1</sup> and has provided instruction to other communities around the world on QOL program logistics. As part of M-NCPPC staff's research on indicators, the director of Jacksonville's program was brought to Montgomery County to brief County agency, County council, and M-NCPPC staff.<sup>2</sup>

The Florida program was developed and is managed by a non-profit, citizen based organization, the Jacksonville Community Council, Inc. (JCCI). Funding comes from the Jacksonville Chamber of Commerce, the United Way, and the City of Jacksonville and

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<sup>1</sup> See Appendix for the executive summary of Jacksonville's 1999 quality of life indicators report.

<sup>2</sup> See Appendix for a list of speakers and participants. Also, included are the slides presented by the Jacksonville QOL indicators program director.

the program is staffed with volunteers (130 volunteers on nine committees) and JCCI employees (3).

### **Sample Indicators**

Indicators can be defined as data that tend to show the condition of some aspect of a community. They come from existing local, state, and federal data such as: cost of living, wages and salaries, employment, reported crimes, 911 calls, median housing costs.

Jacksonville collects indicator data in nine major categories of broad community impact and concern:

Economy	Natural Environment	Public Safety
Culture/Recreation	Government/Politics	Social Environment
Transportation	Health	Education

They use 74 indicators in the above nine categories to measure a very wide range of community changes. A sample of the economy indicators include:

- Net growth
- Effective buying income per capita
- Retail sales per capita
- Total taxable value of real estate
- Affordability of single-family homes
- Percentage of public-school students participating in the free or reduced-cost lunch program

In addition to collecting data from government agencies, Jacksonville's program is supplemented with an annual telephone survey. Such surveys include these types of questions (examples shown here are from Jacksonville and a recent M-NCPPC phone survey):

- Do you feel safe walking alone at night in your neighborhood?
- Are public services effectively provided?
- Do you have adequate connecting sidewalks and paths?
- Are you familiar with nearby parks and trails?
- Is traffic a problem in your neighborhood?

### **Major Considerations When Establishing A Program**

The director of the Jacksonville program strongly suggests:

- The community should define for itself what it means by "quality of life."

- Indicators must be carefully selected. They must be: capable of being up-dated on an annual basis; responsive to the changes that may be implemented to increase community quality of life; understandable to the average person; and relevant to decision-makers.
- The advantages and limitations of alternative geographical areas should be weighed. In some cases it may be preferable to measure the quality of life at the county level while in other instances, the neighborhood level would be best. The common boundary levels for indicator programs include: the city, the neighborhood, the region, and the county.
- A decision should be made as to whose quality of life is being considered and measured. Some communities may choose to measure of the QOL of the “average” resident while others might choose the poorest, or geographic area, or some combination of groups (i.e. low to moderate income).
- The indicators program should be dynamic. Dynamic in the sense that it can be up-dated as new indicators become available, old ones are found to be deficient, and as the community definition of quality of life changes.

Jacksonville also recommends that, after a QOL program has been in place for a number of years (5-6 years), it is important to set targets for quality of life. Targets add a new dimension to the program by capturing community aspirations for future quality of life conditions. An example would be: “By 2005, 90 percent of telephone survey respondents will reply that they feel safe walking alone in their neighborhoods after dark.”

### **Sponsorship of Quality of Life Programs**

While the Jacksonville program has been hosted by a non-profit, citizen based group since its inception, the program director believes that many types of groups could be successful in managing similar efforts. Examples of organizations that might be well qualified include:

Community Colleges	Universities
Chambers of Commerce	Newspapers
Planning Agencies	Community Foundations
Council of Churches	Hospitals
Research Centers	Local Government

A sponsoring organization should be picked based upon its ability to: provide professional staff, skilled in research; commit to an annual or biennial schedule of data gathering, meetings, and publishing; work well with a wide group of citizens, government officials, professional people. The organization also must have a reputation.



of objectivity and fairness and should have a mission that is compatible with a Quality of Life program.

### **Required Resources**

To produce an annual indicators report, funding is required to pay for: staff, a telephone survey, report printing and distribution. The start up years require the most funding, especially in terms of staff who are extensively engaged in researching indicators, working with committees, and in collecting data. In fact costs, are nearly double the first year from where they will be in the subsequent years.

### **Research & Technology Staff Observations**

Jacksonville is a rare program, not only in the sense that they have been widely recognized as a successful program, but also because they have enjoyed such longevity. Although approximately 200 communities have been involved in QOL programs at one time or another, few of these efforts have continued. An informal study of the only inventory of QOL programs available<sup>3</sup>, show many communities have investigated indicator programs without instituting them, or have started programs to have them end only after a few years. Of those that remain, most are involved with only one aspect of quality of life, usually the environment.

Perhaps it is hard to replicate what Jacksonville has done because of the inherent complexity of developing agreement on what quality of life is, how it can be measured, and who should administer the program. Few have gone as far as Jacksonville to measure a broad array of indicators. The likely barrier to starting or continuing these programs is probably not costs since those are not extraordinarily high, but the effort required to assemble interested parties (volunteers, business groups, elected officials, government agencies) and to them working closely together.

### **Conclusion**

The Planning Board has asked Research and Technology Center staff to continue to investigate Quality of Life indicators, only as they relate to the content already included in our annual "Economic Forces That Shape Montgomery County" presentation and report. The Board is especially interested in indicators that show how land use is related to economic and real estate activity.

The Council may wish to consider developing a program that includes a broader array of indicators such as has been included in the Jacksonville program.

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<sup>3</sup> The most comprehensive listing of indicator programs around the world can be found at [www.rprogress.org](http://www.rprogress.org).

## **APPENDIX**

Slides presented to the M.F.P. and P.H.E.D. Committees – September 25, 2000

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## Quality of Life Indicator Programs

Presented to the M.F.P. and P.H.E.D. Committees

## Program Growth

- Nearly 200 communities have experience with QOL indicator programs

- Tucson, AZ
- San Diego, CA
- Portland, OR
- Kalamazoo, MI
- Hamilton Co, TN
- Santa Monica, CA
- St. Louis, MO
- Missoula, MT
- Boulder, CO
- Silicon Valley, CA
- Roanoke, VA
- Pierce Co, WA

## Program Focus

- Programs vary from locality to locality. Localities tend to specialize in one of these major areas:

- Sustainability
- Economic health
- Health care
- Assessment of government effectiveness
- General quality of life

## Roanoke, VA

- Developed in the mid-1990s; produced first annual indicators report in 1998
- Reports on the region (12 counties)
- Sponsoring organization – The New Century Council, a non-profit, business and community leaders group.
- “Vital Signs” measures general quality of life but most closely focuses on sustainability

## Silicon Valley, CA

- Developed in 1995 produced first annual indicators report in 1997
- Reports on the region ( two counties)
- Sponsoring organization – Joint Venture: Silicon Valley Network, a non-profit, business and community leaders group.
- “Index of Silicon Valley” measures general quality of life with special emphasis on comparing Silicon Valley QOL with other high tech locations

## Portland, OR

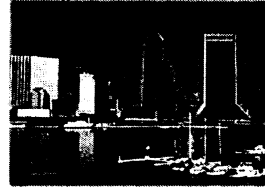
- Developed in 1993 produced first biennial indicators report in 1993
- Reports on the City/County
- Sponsoring organization – Portland Multnomah Progress Board, a non-profit, business and community leaders group.
- Modeled after the Oregon Benchmarks Program started in 1990.

## Benchmark Program

- Jacksonville, Florida leader (*benchmark*) in County-wide indicators programs
- Quality of Life Forum developed around the Jacksonville experience
- Speakers - Dr. David Swain, JCCI, Jacksonville and Mr. Anirban Basu, RESI, Towson University
- Attendees - Staff from M-NCPPC, Executive Branch, and Council



## Jacksonville Snap Shot



Jacksonville is a consolidated city/county government

Population is 750,000

840 square miles

15 year old QOL indicators program



## Program Participants

- Organizational base – Jacksonville Community Council, Inc.
- Major institutional partners
  - Jacksonville Chamber of Commerce
  - City of Jacksonville
  - United Way of Northeast Florida
- Community Input



## Defining Quality of Life

- Elusive
- Community defined
- Changes over time
- Jacksonville's: "a feeling of well-being, fulfillment, or satisfaction resulting from factors in the external environment"



## 9 Major Areas of Study Jacksonville QOL Indicators

- Economy
- Culture/recreation
- Transportation
- Natural Environment
- Government/politics
- Health
- Public Safety
- Social Environment
- Education



## Sample Economy Indicators (Jacksonville)

- Net job growth
- Effective buying income per capita
- Retail sales per capita
- Total taxable value of real estate
- Affordability of a single-family home
- Percentage of public-school students participating in the free or reduced-cost lunch program



### **Other Indicators (Jacksonville)**

- Public park acreage per 1,000 people
- Park expenditures per capita
- Average workday bus ridership
- Days with air quality index in good range
- Crimes per 100,000



### **Opinion Survey Questions**

- Do you feel safe walking alone at night in your neighborhood?
- Are public services effectively provided?
- Do you have adequate connecting sidewalks and paths?
- Are you familiar with nearby parks and trails?
- Is traffic a problem in your neighborhood?



### **Picking QOL Indicators**

- Up-dateable
- Responsive
- Understandable
- Relevant to decision makers



### **Setting Program Boundaries**

- Each community should define what geography of study makes sense:
  - County-wide?
  - City?
  - Region?
  - Neighborhood?



### **Whose QOL Should Be Studied?**

- The average citizen?
- Those in the lower economic groups?
- Those in the low and moderate income groups?
- Other subgroups?



### **Who Might Sponsor A Program?**

- Community Colleges
- Chambers of Commerce
- Community Foundations
- Research Centers
- Hospitals
- Universities
- Newspapers
- Planning Agencies
- Council of Churches
- Local Government



## How To Pick A Sponsor

- **Criteria**
  - Ability to provide professional staff, skilled in research
  - Ability to commit to an annual schedule
  - Ability to work well with diverse groups
  - Reputation for objectivity and fairness



## What's Needed/Produced

- Staff (Jacksonville, 3)
- Citizen advisory committees (Jacksonville, 130 volunteers)
- Survey research
- Specialized research reports (Jacksonville, 2 per year)



## Observation

- Jacksonville is a rare program
  - General quality of life focus
  - Longevity
- Complexity, start-up time, and inclusiveness may be barriers



## Conclusion

- A similar program could be started in Montgomery County
- Planning Board has requested Research & Technology to continue to include economic and land-use indicators in the annual Economic Forces That Shape Montgomery County presentation/report
- Council may wish to consider developing a general quality of life indicators program

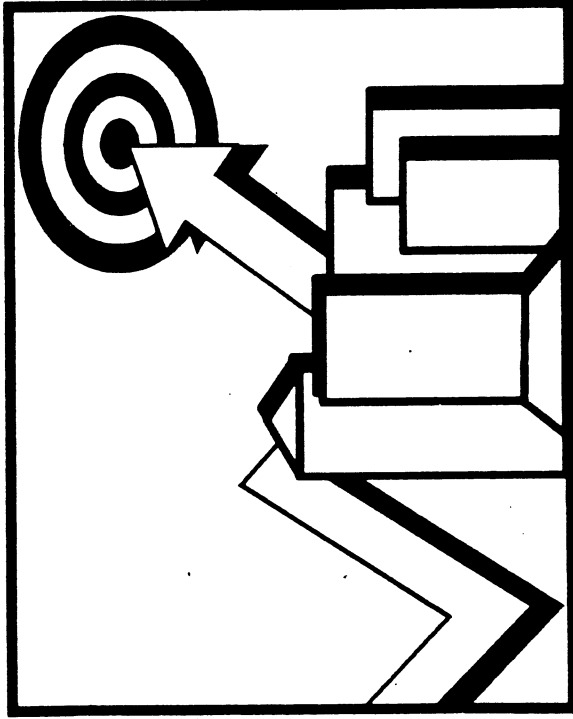


**"Quality of Life In Jacksonville: Indicators for  
Progress"**

**Executive Summary - November 1999**



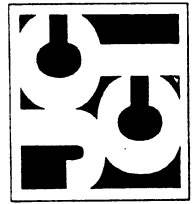
# QUALITY OF LIFE IN JACKSONVILLE: Indicators for Progress



## *Executive Summary*

November 1999

*Dedicated to the memory of  
Marian Chambers: Visionary for  
Jacksonville's quality of life and  
JCCI Executive Director from  
1979 through 1994.*



Prepared for the Jacksonville Chamber of Commerce and the City of Jacksonville by the Jacksonville Community Council Inc. Funded by a grant from the City of Jacksonville.



# Economy

The Economy Element is concerned with the standard of living for local residents. It includes individual economic well-being and community economic health.

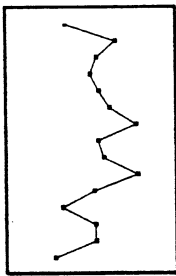
\$ All dollar figures are adjusted for inflation, using 1998 as the base year.

Year	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998
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## SELECTED AS MOST IMPORTANT INDICATOR

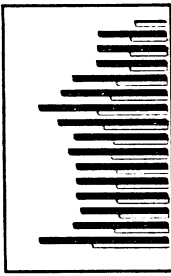
### NET JOB GROWTH

TARGET 70,000 over FOR 2000 10 years



### TOTAL/BLACK UNEMPLOYMENT GAP

TARGET 55% FOR 2000



Total/Black

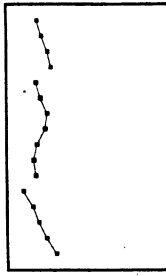
77.4% 77.4% 77.4% 75.9% 71.4% 71.2% 84.7% 87.9% 86.5% 89.5% 86.8% 89.2% N/A

Data for Black unemployment were not available for 1998. Previous-year figures for Black unemployment are estimates.

Using an average net job growth of 7,000 per year, the cumulative target from 1990 through 1998 would be 63,000 jobs. Between 1990 and 1998, net job growth was 41,887.

### EFFECTIVE BUYING INCOME PER CAPITA

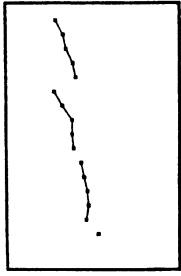
TARGET \$20,706 FOR 2000



Changes in the definition of effective buying income created the false appearance of a decrease in 1988 and again in 1995.

### RETAIL SALES PER CAPITA

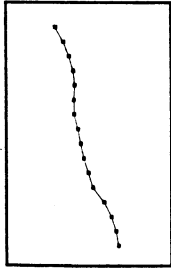
TARGET \$11,571 FOR 2000



Retail-sales census figures are updated every five years. In other years, figures are estimated, sometimes creating inaccurate trends, as appears to be true in 1983, 1988, and 1993.

**TAXABLE REAL ESTATE VALUE (BILLIONS)**

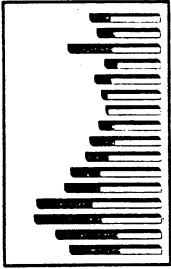
TARGET FOR 2000 \$25.57



\$9.99 \$12.14 \$13.03 \$13.97 \$14.67 \$15.24 \$16.01 \$16.18 \$17.07 \$18.15 \$19.68

**NEW HOUSING STARTS**

TARGET 75,000 over FOR 10 years 2000



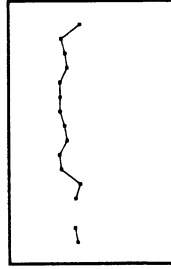
9,957 7,676 7,162 5,946 5,579 4,868 4,281 4,622 5,173 4,348 7,337 4,966 5,539

Using an average of 7,500 new housing starts per year, the cumulative target from 1990 through 1998 would be 67,500 units. Between 1990 and 1998, there were 46,713 new housing starts.

Multi-family  
Single-family

**AFFORDABILITY OF SINGLE-FAMILY HOME**

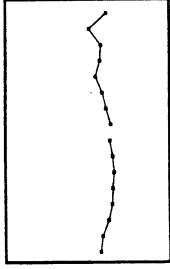
TARGET FOR 2000 2.50



2.37 2.30 2.59 2.62 2.50 2.54 2.61 2.61 2.61 2.50 2.53 2.59 2.30

**STUDENTS IN FREE/REDUCED LUNCH PROGRAM**

TARGET FOR 2000 30 %

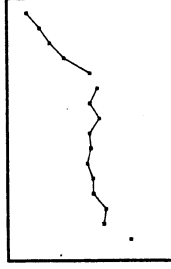


34.3% 33.9% 33.3% 34.1% 35.5% 35.0% 37.4% 39.4% 43.0% 40.7% 40.2% 46.5% 37.4%

This indicator provides a measure of the level of poverty. Figures through 1989-90 came from the Duval County Public Schools. Figures from 1990-91 through 1997-98 came from the Florida Department of Education. The two sources calculated students participating in slightly different ways.

**TOURISM/BED-TAX REVENUES (MILLIONS)**

TARGET FOR 2000 \$6.55

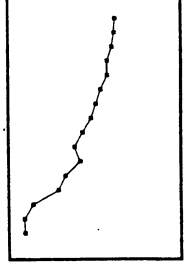


\$4.44 \$4.47 \$4.86 \$4.61 \$4.69 \$4.00 \$4.66 \$4.14 \$4.65 \$6.45 \$7.43 \$8.16 \$9.07

The tax rate increased from 2% to 4% in November 1983. In February 1994, it increased again to 5%, and in November 1994, it increased to 6%.

**PRICE OF 1,000 KWH OF ELECTRICITY (JEA)**

TARGET FOR 2000 \$85.26



\$98.26 \$94.55 \$86.85 \$89.77 \$85.51 \$80.78 \$78.22 \$75.77 \$72.23 \$72.26 \$69.68 \$68.63 \$68.15

# Culture/ Recreation

The Culture/Recreation Element includes the available supply and use of sports and entertainment events, the performing and visual arts, public recreation, and leisure activities.

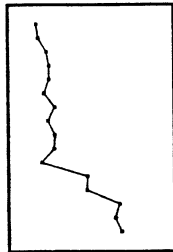
\$ All dollar figures are adjusted for inflation, using 1998 as the base year.

1987 1988 1989 1990 1991 1992 1993 1994 1995 1996 1997 1998

## SELECTED AS MOST IMPORTANT INDICATOR

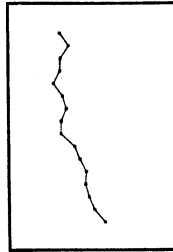
**CITY FINANCIAL SUPPORT PER CAPITA OF ARTS ORGS.**

TARGET FOR 2000 \$2.42



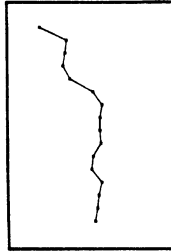
**CITY PARKS/REC. EXPENDITURES PER CAPITA**

TARGET FOR 2000 \$37.32



**PUBLIC-PARK ACREAGE PER 1,000 PEOPLE**

TARGET FOR 2000 5.50

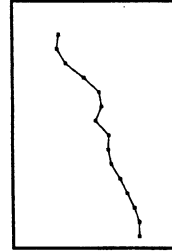


The decrease in 1989 is misleading because it reflects primarily the removal of highway median strips from the City's definition of parks.

The sizeable increases in 1994 and again in 1998 resulted from the purchase in each of these years of large areas for new parks.

**PUBLIC-LIBRARY MATERIALS PER CAPITA**

TARGET FOR 2000 3.00

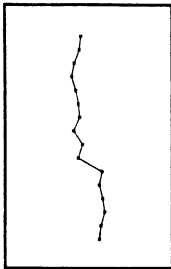


No accurate figure was available for 1998. Prior figures may be estimates. An actual inventory is planned to be conducted in 2000.



**PUBLIC-LIBRARY  
BOOK CIRCULATION  
PER CAPITA**

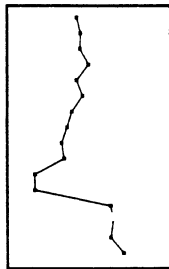
TARGET  
FOR  
2000  
**5.00**



The increase in 1989 reflects operation of a new bookmobile, increased access to books in the Haydon Burns Library basement, and expanded literacy programs sponsored by the public library system.

**EVENT/DAYS OF  
BOOKINGS AT MAJOR  
CITY FACILITIES**

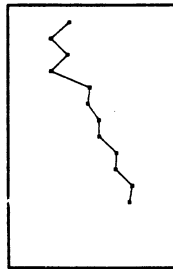
TARGET  
FOR  
2000  
**3,000**



Facilities include the Times Union Performing Arts Center (Civic Auditorium), Coliseum, ALTELL Stadium (Gator Bowl), Wolfson Park, Florida Theatre (opened October 1983), Metropolitan Park (opened mid 1985), and Convention Center (opened mid 1986).

**SYMPHONY  
ATTENDANCE PER  
1,000 PEOPLE**

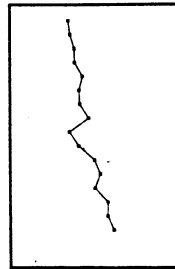
TARGET  
FOR  
2000  
**175**



Accurate data were not available for years before 1987 when this indicator was added in 1991.

**ZOO ATTENDANCE  
PER 1,000  
PEOPLE**

TARGET  
FOR  
2000  
**1,000**



The increase in 1991 reflects addition of the "Starry Nights" concert series that year. In 1995, the Symphony added another concert series, "Summer Nights."

# Mobility

The Mobility Element refers to opportunities for and convenience of travel within Jacksonville and between Jacksonville and other locations.

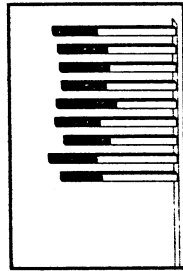
1987 1988 1989 1990 1991 1992 1993 1994 1995 1996 1997 1998

**SELECTED AS MOST IMPORTANT INDICATOR**



**PEOPLE REPORTING  
COMMUTING TIME 25  
MIN. OR LESS \***

TARGET  
FOR  
2000  
**70%**



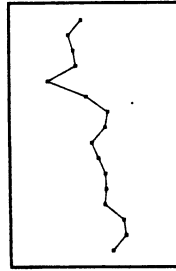
16-25 minutes

0-15 minutes

This survey question was added in 1991.

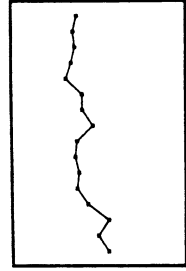
**WEEKDAY  
COMMERCIAL FLIGHTS  
IN AND OUT OF JIA**

TARGET  
FOR  
2000  
**255**



**DESTINATIONS WITH  
DIRECT FLIGHTS IN  
OR OUT OF JIA**

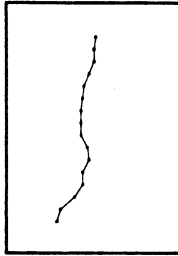
TARGET  
FOR  
2000  
**91**



Direct flight means nonstop or one stop with no change of plane.

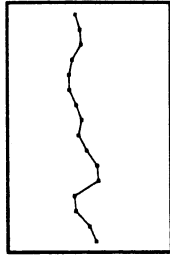
**AVG. WEEKDAY JTA  
BUS RIDERSHIP PER  
1,000 PEOPLE**

TARGET  
FOR  
2000  
**63**



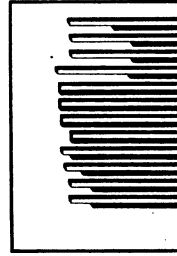
**AVERAGE WEEKDAY  
MILES OF JTA  
BUS SERVICE**

TARGET  
FOR  
2000  
**27,100**



**JTA BUS HEADWAYS  
WITHIN 30 MIN. PEAK/  
60 MIN. NONPEAK**

TARGET  
FOR  
2000  
**100 %  
100 %**



Headway is the number of minutes between buses on scheduled routes.

The major reductions in 1995 (peak) and 1996 (nonpeak) reflect major schedule adjustments made in those years.

\* For survey-question indicators, the date the survey was conducted is actually one year later than indicated. A new sampling method was begun with the 1993 telephone survey. This resulted in more representative participation by minorities than in previous years.

# Natural Environment

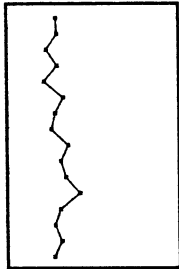
The Natural Environment Element is concerned with the earth's ecosystem, including the quality and quantity of water and air, as well as visual aesthetics.

1986 1987 1988 1989 1990 1991 1992 1993 1994 1995 1996 1997 1998

## SELECTED AS MOST IMPORTANT INDICATOR

**DAYS WITH AIR QUALITY INDEX IN GOOD RANGE**

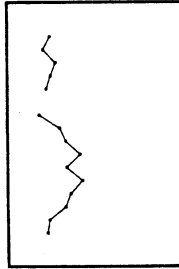
TARGET FOR 2000 **325**



State-mandated auto exhaust emission testing began in Duval County in April 1991.

**RIVER COMPLIANCE WITH METALS WATER STANDARDS**

TARGET FOR 2000 **100%**

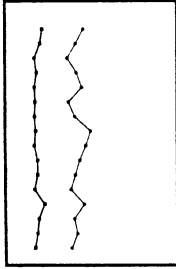


This indicator measures pollution from metals dissolved in water in the St. Johns River and at the mouths of major tributaries.

Regular measures were not taken in 1993.

**COMPLIANCE WITH DISSOLVED-OXYGEN STANDARDS**

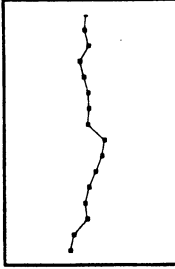
TARGET FOR 2000 **100%**



This indicator measures pollution from insufficient dissolved oxygen in water in the St. Johns River and in tributary streams.

**WATER LEVEL IN FLORIDAN-AQUIFER WELLS (FEET)**

TARGET FOR 2000 **30.9**



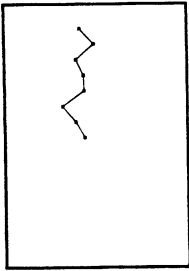
The Floridan Aquifer is the primary source of drinking water in Northeast Florida. Between the 1930s and 1991, historical average highs and lows for the wells monitored were 50.9 and 30.9 feet above mean sea level, respectively.





**CITY POTABLE-WATER CONSUMPTION PER HOUSEHOLD**

TARGET FOR 2000  
SEE NOTE  
→

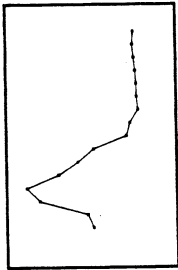


N/A N/A N/A N/A N/A N/A 878 836 890 867 865 934 891 864 891 867 890 836 878

The indicator is measured in cubic feet. A cubic foot of water contains about 7.5 gallons. Accurate data were first available for 1991. This indicator was added in 1995. Therefore, no target has been set.

**NEW SEPTIC-TANK PERMITS ISSUED**

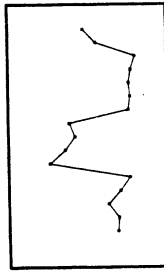
TARGET FOR 2000  
635



3,228 2,450 1,977 1,588 780 691 491 526 530 556 586 618 596

**SIGN PERMITS ISSUED**

TARGET FOR 2000  
SEE NOTE  
→



1,978 1,650 4,316 3,798 3,471 3,656 1,691 1,634 1,678 1,606 1,466 2,766 3,182

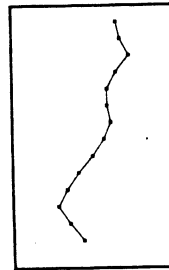
No target was set in 1991 because legislation was scheduled to impose major limits on signs and billboards beginning in 1992.

A City ordinance and charter amendment approved in 1987 limit new commercial signs and billboards after 1992. The increased numbers in 1988 and after reflect primarily permits for existing billboards required for the first time under the new legislation. The decrease in 1992 reflects initial enforcement of the sign ordinance and billboard charter amendment.

By 1997, the accuracy of the indicator was in question, partly because the City was issuing permits for sign removal as well as for new signs.

**TONS PER CAPITA OF SOLID WASTE**

TARGET FOR 2000  
.74



1.50 1.63 1.53 1.40 1.24 1.11 1.03 1.07 1.07 .97 .82 .92 .96

Reliable data were first available in 1985.

City-sponsored, voluntary, residential recycling became available to 43,000 homeowners in October 1988 and was expanded citywide in the spring of 1990.

The indicator is becoming less meaningful as more Duval County solid waste is deposited out of the county and some solid waste from other places is deposited in Duval County landfills.

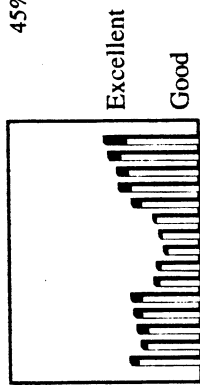
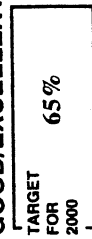
# Government/Politics

The Government/Politics Element includes participation in public affairs, an informed citizenry, as well as leadership and performance in local government.

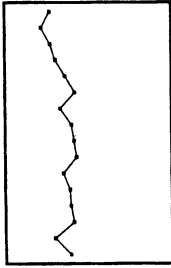
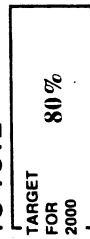
## SELECTED AS MOST IMPORTANT INDICATOR



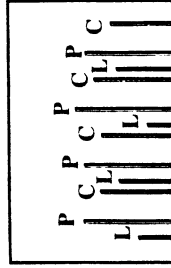
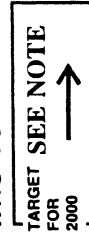
PEOPLE WHO RATE LOCAL GOVERNMENT LEADERSHIP GOOD/EXCELLENT \*



PERCENT 18 AND OLDER REGISTERED TO VOTE



PERCENT REGISTERED WHO VOTE



Local elections occurred in 1983, 1987, 1991, 1995, and 1999; presidential elections occurred in 1984, 1988, 1992, and 1996; and congressional/state elections occurred in 1986, 1990, 1994, and 1998.

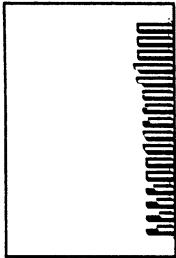
Targets: 25% voting in the 1999 local election; 80% voting in the 2000 presidential election; 65% voting in the 2002 congressional/state election.

In 1983, the incumbent mayor ran for re-election; in 1987, the two-term incumbent could not run for re-election. The 1987 ballot included a "tax-for-tolls" referendum. No scheduled election occurred in 1985, 1989, 1993, or 1997. In 1991, no Republican ran for mayor, so the mayoral election was decided in the Democratic Primary.

local/presidential/congressional

**PERCENT OF LOCAL ELECTED OFFICIALS PEOPLE OF COLOR/FEMALE**

TARGET FOR 2000	30%
	40%

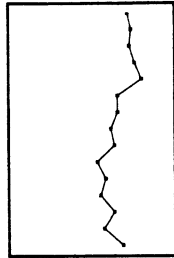


People of color/Female

20%	20%	20%	20%	22%	22%	22%	22%	25%	26%	26%
14%	20%	22%	18%	20%	22%	27%	29%	26%	26%	26%

**PEOPLE ACCURATELY NAMING TWO CITY COUNCIL MEMBERS \***

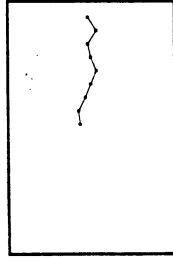
TARGET FOR 2000	60%
-----------------	-----



The last name or full name is considered a correct answer. In the local election in April 1998, 14 new City Council members were elected for the first time, while five incumbents were returned to office, mostly because of term limits.

**PEOPLE KEEPING UP WITH LOCAL GOVT. NEWS FREQUENTLY \***

TARGET FOR 2000	SEE NOTE
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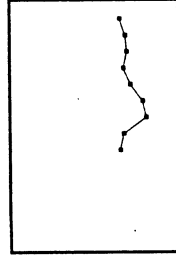


This survey question was added in 1991.

No target was set for this indicator in 1991, since only one year of data was available, and no external standards were available for guidance.

**PEOPLE FEELING LOCAL PUBLIC SERVICES ARE FREQUENTLY EFFECTIVE \***

TARGET FOR 2000	45%
-----------------	-----



This survey question was added in 1991.

37%	35%	22%	24%	31%	35%	33%	34%	37%
-----	-----	-----	-----	-----	-----	-----	-----	-----

★ For survey-question indicators, the date the survey was conducted is actually one year later than indicated. A new sampling method was begun with the 1993 telephone survey. This resulted in more representative participation by minorities than in previous years.

# Health

The Health Element refers to the fitness and health of residents and the local system of medical and health care.

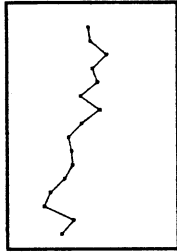
★ For survey-question indicators, the date the survey was conducted is actually one year later than indicated. A new sampling method was begun with the 1993 telephone survey. This resulted in more representative participation by minorities than in previous years.

1986 1987 1988 1989 1990 1991 1992 1993 1994 1995 1996 1997 1998

**SELECTED AS MOST IMPORTANT INDICATOR**

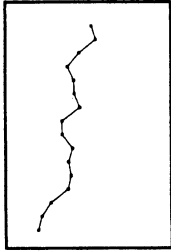
**INFANT DEATHS PER 1,000 LIVE BIRTHS**

TARGET FOR 2000  
**8.1**



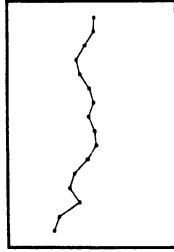
**AGE-ADJUSTED DEATHS PER 100,000 PEOPLE**

TARGET FOR 2000  
**432**



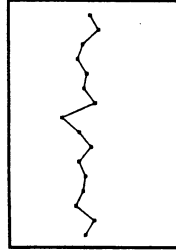
**DEATHS FROM HEART DISEASE PER 100,000 PEOPLE**

TARGET FOR 2000  
**170**



**DEATHS FROM LUNG CANCER PER 100,000 PEOPLE**

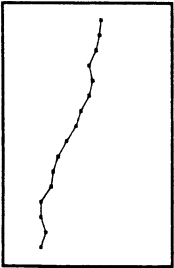
TARGET FOR 2000  
**45.1**



This indicator provides a measure of life expectancy. As the age-adjusted death rate declines, life expectancy increases.

**PACKS OF CIGARETTES SOLD PER CAPITA**

TARGET FOR 2000  
**67**

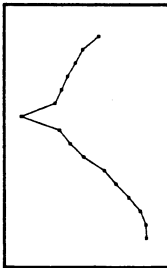


130 124 123 120 115 109 106 101 99 101 97 95 94

**NEW AIDS CASES PER 100,000 PEOPLE**



TARGET FOR 2000  
**30**

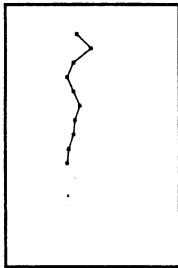


11.1 18.1 24.2 35.3 42.8 48.4 68.8 50.7 47.3 44.1 40.0 35.9 27.1

The increase in 1992 reflects an expansion of the definition of AIDS, as well as shifts in reporting practices by the Florida Department of Health and Rehabilitative Services in that one year.

**ALCOHOL USE REPORTED BY YOUTH**

TARGET FOR 2000  
**31 %**

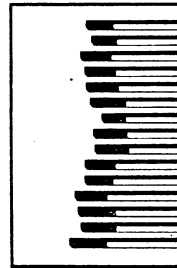


63% 59% 55% 59% 63% 59% 48% 57%

The survey on which this indicator is based was first conducted in 1989.

**PEOPLE RATING HEALTH-CARE SYSTEM GOOD/EXCELLENT \***

TARGET FOR 2000  
**84 %**

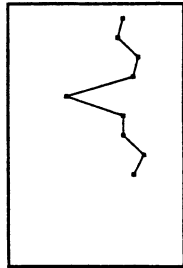


72% 74% 67% 67% 60% 61% 55% 63% 66% 67% 70% 62% 66%

This indicator may measure a variety of perceptions about the health-care system, including the quality of care received, the respondent's experience with managed care, or the cost of care.

**PEOPLE REPORTING NO HEALTH INSURANCE \***

TARGET FOR 2000  
**9 %**



11% 9% 13% 13% 11% 10% 14% 13%

This survey question was added in 1991.

# Public Safety

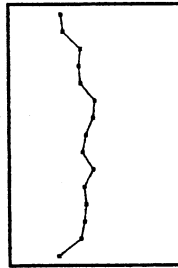
The Public Safety Element includes the perception of personal safety and the quality of law enforcement, the incidence of crime and accidents, fire protection, and rescue services.

★ For survey-question indicators, the date the survey was conducted is actually one year later than indicated. A new sampling method was begun with the 1993 telephone survey. This resulted in more representative participation by minorities than in previous years.

## SELECTED AS MOST IMPORTANT INDICATOR

PEOPLE FEELING SAFE WALKING ALONE AT NIGHT ★

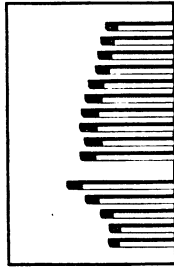
TARGET FOR 2000 60%



Year	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998
Violent	1,328	1,531	N/A	1,533	1,748	1,743	1,684	1,672	1,518	1,370	1,385	1,325	1,124
Nonviolent	8,703	10,454	N/A	9,027	8,312	8,831	8,674	8,284	8,103	7,443	7,183	6,921	6,560

INDEX CRIMES PER 100,000 PEOPLE

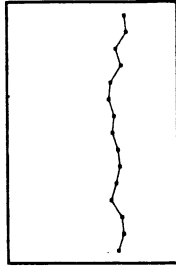
TARGET FOR 2000 1,400 / 5,900



Violent Index Crimes include murder, forcible sex, robbery, and aggravated assault. Nonviolent Crimes include burglary, larceny, and auto theft. The target has been met for only violent crime. Comparable data for 1988 were not available.

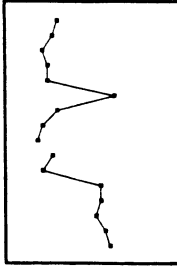
PEOPLE SAYING THEY WERE VICTIMS OF CRIME ★

TARGET FOR 2000 18%



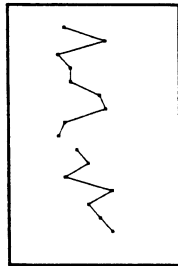
AVERAGE RESCUE-CALL RESPONSE TIME (MINUTES)

TARGET FOR 2000 5.0



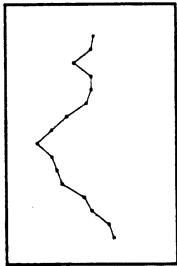
New, computerized record keeping begun in 1988 suggests that prior figures may not be accurate. The methodology used by the Fire and Rescue Department to calculate these figures changed in 1995 to exclude non-emergency calls.

**AVERAGE FIRE-CALL RESPONSE TIME (MINUTES)**  
 TARGET FOR 2000: 4.0



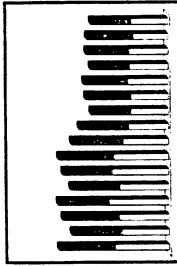
The methodology used by the Fire and Rescue Department to calculate these figures changed in 1995 to exclude non-emergency calls.

**AVERAGE PRIORITY-ONE POLICE-CALL RESPONSE TIME (MIN.)**  
 TARGET FOR 2000: 7.1



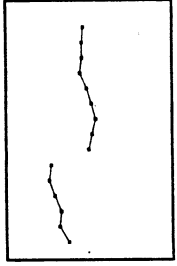
Priority-One police calls involve a reported felony in progress or any accident with possible injuries.

**ACCIDENTAL DEATHS PER 100,000 PEOPLE**  
 TARGET FOR 2000: 15.6  
 17.0



The target applies to motor-vehicle deaths only.

**MOTOR-VEHICLE ACCIDENTS PER 1,000 PEOPLE**  
 TARGET FOR 2000: 15.2



Statutory revisions in 1983 and 1989 had the effect of reducing the number of non-injury crashes required to be reported to the Department of Highway Safety and Motor Vehicles.

# Social Environment

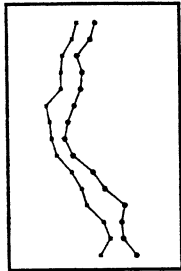
The Social Environment Element encompasses collective or group concerns such as equality of opportunity, racial harmony, family life, human services, philanthropy, and volunteerism.

1986 1987 1988 1989 1990 1991 1992 1993 1994 1995 1996 1997 1998

**SELECTED AS MOST IMPORTANT INDICATOR**

**PEOPLE BELIEVING RACISM IS A LOCAL PROBLEM \***

TARGET FOR 2000 **26%**

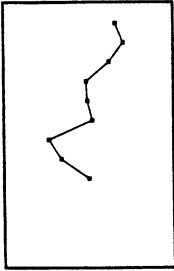


People of color  
White

An increase could reflect a worsening of race relations or an increase in public awareness of the problem.

**SUBSTANCE-EXPOSED NEWBORNS PER 1,000 LIVE BIRTHS**

TARGET FOR 2000 **11**

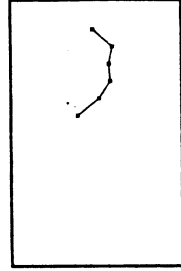


N/A N/A N/A N/A N/A N/A N/A N/A N/A N/A N/A N/A N/A

Data were first available in 1989. Data were not available for 1998.

**SUBSTANTIATED CHILD ABUSE/ NEGLECT REPORTS PER 1,000 CHILDREN UNDER 18**

TARGET FOR 2000 **SEE NOTE**



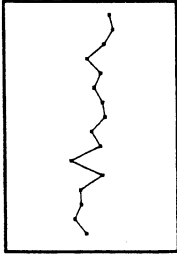
N/A N/A N/A N/A N/A N/A N/A N/A N/A N/A N/A N/A N/A

A target of 13 set in 1991 was based upon a prior definition of abuse/neglect reports and therefore no longer applies.



**BIRTHS TO FEMALES UNDER 18 PER 1,000 LIVE BIRTHS**

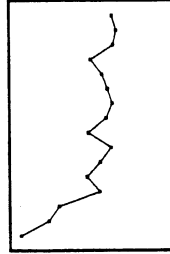
TARGET FOR 2000  
43



64.6 59.1 67.0 59.6 45.0 67.6 50.0 43.7 48.5 53.8 62.7 58.5 56.3 57.1

**EMPL.-DISCRIMINATION COMPLAINTS FILED WITH JEOC**

TARGET FOR 2000  
225

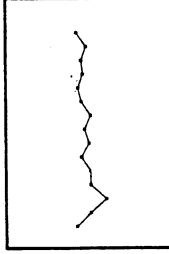


564 690 559 450 676 500 437 485 538 650 396 440

Figures for 1983 and 1984 may include some informal contacts not resulting in formal complaints. Some potential complaints in 1985 through 1987 may not have been received because the JEOC office moved several times.

**PEOPLE REPORTING THEY VOLUNTEERED LAST YEAR \***

TARGET FOR 2000  
75%



45% 55% 55% 61% 56% 59% 60% 61% 63% 60% 58% 64%

\* For survey-question indicators, the date the survey was conducted is actually one year later than indicated. A new sampling method was begun with the 1993 telephone survey. This resulted in more representative participation by minorities than in previous years.

# Education



SELECTED AS THE TOP  
PRIORITY AMONG ALL  
THE ELEMENTS

SELECTED AS MOST IMPORTANT INDICATOR

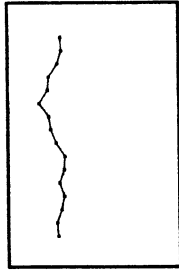
The Education Element includes the system of public education (kindergarten through 12th grade) and higher education, including adult education.

\$ All dollar figures are adjusted for inflation, using 1998 as the base year.

85-86	86-87	87-88	88-89	89-90	90-91	91-92	92-93	93-94	94-95	95-96	96-97	97-98
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**PUBLIC HIGH-SCHOOL GRADUATION RATE**

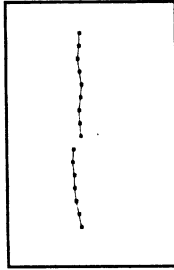
TARGET FOR 2000 **90 %**



The decline since 1992-93 may result partly from legislated increases in graduation standards.

**AVERAGE ACHIEVEMENT-TEST PERCENTILE SCORES**

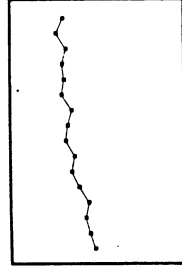
TARGET FOR 2000 **64th**



In 1988-89, the Duval County Public Schools switched to the Comprehensive Test of Basic Skills (CTBS)

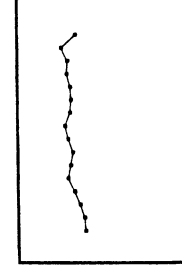
**PUBLIC-SCHOOL EXPENDITURES PER STUDENT**

TARGET FOR 2000 **\$5,461**



**AVERAGE PUBLIC-SCHOOL TEACHER SALARY**

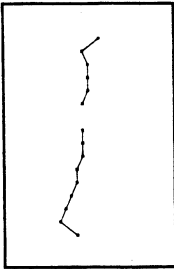
TARGET FOR 2000 **\$44,458**



The decline in 1998 may reflect partly the hiring that year of 929 new teachers.

**TEACHERS HOLDING  
ADVANCED DEGREES**

TARGET  
FOR  
2000  
**45 %**

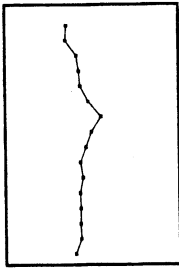


Data were not available for 1991-92.



**STUDENTS ATTENDING  
DESEGREGATED  
SCHOOLS**

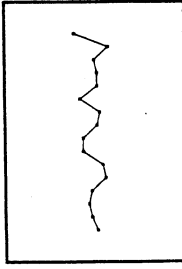
TARGET  
FOR  
2000  
**100 %**



A desegregated school, as defined in the 1990 NAACP/School Board Stipulation and Agreement, is a school with a student body at least 20% black and at least 45% white. The positive trend since 1991-92 may partially reflect beneficial effects of the magnet-schools approach to desegregation.

**FACULTY HOLDING  
TERMINAL DEGREES**

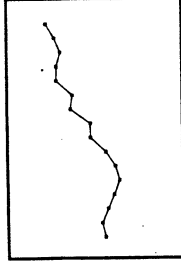
TARGET  
FOR  
2000  
**86 %**



A terminal degree, normally required for higher-education teaching, is usually the highest degree in the subject and often a doctoral degree.

**HIGHER-EDUCATION  
DEGREES AWARDED**

TARGET  
FOR  
2000  
**4,200**

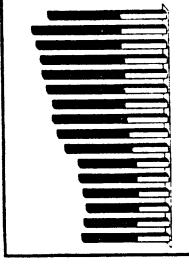


Degrees counted include associate degrees, undergraduate degrees, and graduate degrees. Institutions include Edward Waters College, Florida Community College at Jacksonville, Jacksonville University, and the University of North Florida.



**PARTICIPATION IN  
HIGHER-EDUCATION  
PROGRAMS**

TARGET  
FOR  
2000  
**140,000**



Noncredit  
Credit

**Slides Presented At The Quality of Life  
Forum By Dr. David Swain of Jacksonville  
Community Council, Inc.**



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# Community Indicators

\*

## The Jacksonville Experience



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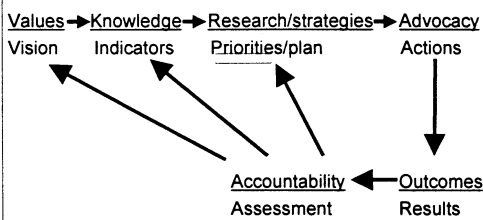
### The citizen perspective:

- to understand the quality of life
- to influence decision makers
- to measure progress



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### Community Improvement



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### The government perspective:

- to understand public-service results
- to measure productivity for improvement
- to maintain accountability



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## Purposes for Community Indicators



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### Four approaches:

- **quality of life** (thinking beyond economics)
- **healthy community** (public health orientation)
- **sustainable community** (ecology orientation)
- **benchmarking** (governmental accountability)



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### The Jacksonville Context:

- 750,000 people  
(1.1 million people in NE Florida region)
- 840 square miles
- 24 percent African American  
(3 percent other minorities)
- consolidated city/county government
- St. Johns River, Atlantic Ocean



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### Commitments and Parameters:

- Initially
  - » definition of QOL and its major elements
  - » criteria for selection and maintenance
  - » number of indicators
  - » sources for indicator data
  - » annual updates; longitudinal trends



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### Jacksonville's Project:

- quality of life approach
- 71 indicators in 9 elements
- partnership with Chamber of Commerce  
(since expanded to include City of Jacksonville)
- (second indicator project with 49 health and human services indicators; partnership with local United Way)



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### "Quality of Life"

**...a feeling of well-being, fulfillment,  
or satisfaction resulting from factors in  
the external environments.**



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### Key ingredients for success:

- extensive/intensive citizen involvement  
(for buy in and credibility)
- superb staff support  
(for data collection, facilitation, communications)
- sufficient funding support  
(\$80,000 to start; \$40,000 annually)



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### Criteria for Indicators

- |                     |   |
|---------------------|---|
| ● Importance        | ● Clarity   |
| ● Relevance         | ● Outcome orientation                               |
| ● Responsiveness    | ● Asset orientation                                 |
| ● Validity          | ● Anticipation                                      |
| ● Understandability | ● Availability/timeliness/<br>stability/reliability |



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## Elements of the Quality of Life

- Education
- Economy
- Public Safety
- Natural Environment
- Health
- Social Environment
- Government/Politics
- Culture/Recreation
- Mobility



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## Results/Uses in Jacksonville:

- strategic planning
- resource development
- performance budgeting and evaluation
- policy planning
- issue advocacy



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## Commitments and Parameters:

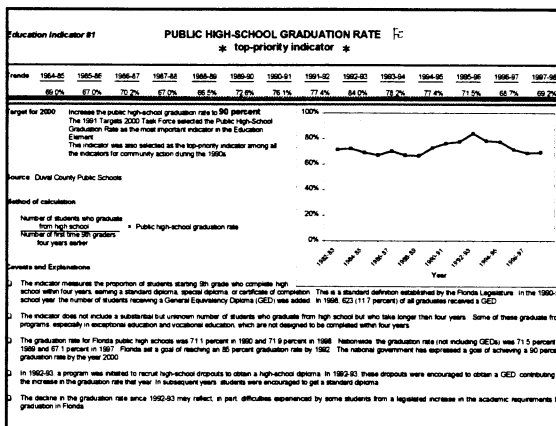
- Later
    - » community goals or targets
    - » Gold Stars, Red Flags, and Targets Met
- ☆      □      ●
- » priorities among indicators (no index)



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## Commitments and Parameters:

- Still later
  - » geographic scope--coverage and equity
  - » linkages
    - among diverse indicators
    - between short term and long term
    - between here and elsewhere



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# Good Luck

**Speakers and Participants at the Quality of Life  
Forum  
March 13<sup>th</sup>, 2000**



**SPEAKERS AND PARTICIPANTS AT THE QUALITY OF LIFE FORUM**  
**March 13, 2000**

Speakers:

Dr. David Swain - Associate Director, Jacksonville Community Council, Inc.

Mr. Anirban Basu - Director of Applied Economics, RESI, Towson University

Attendees:

County Council Staff & County Agency Staff

John Clark - Dept. of Public Works & Transportation

Jennifer Kimball - County Council Staff

Audrey Maisel - Dept. of Health & Human Services

Alan J. McHugh - Montgomery County Police

Bob Catineau - Dept. of Economic Development

Christy Huddle - Dept. of Housing and Community Affairs

Ron Miller - Dept. of Health and Human Services

M-NCPPC - Montgomery County

Michael Asante

Drew Dedrick

Sue Edwards

Roselle George

Mary Goodman

Gary Goodwin

Wayne Koempel

John Mathias

Edith Michel

Karl Moritz

Fred Peacock

Sally Roman

Lonnie Rorie

John Schlee

Pamela Zorich

Jeff Zyontz

M-NCPPC - Prince George's County

Stu Bendelow  
Gul Guleryuz  
Steve Fisher  
Yvonne Magee

M-NCPPC - Bi-County

Allison Davis

Other

Dr. Ellen Drogin Rodgers - George Mason University  
Ben Kim - RESI, Towson University