

COMMUNITY QUALITY-OF-LIFE INDICATORS

Social Indicators Research Series

Volume 28

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This new series aims to provide a public forum for single treatises and collections of papers on social indicators research that are too long to be published in our journal *Social Indicators Research*. Like the journal, the book series deals with statistical assessments of the quality of life from a broad perspective. It welcomes the research on a wide variety of substantive areas, including health, crime, housing, education, family life, leisure activities, transportation, mobility, economics, work, religion and environmental issues. These areas of research will focus on the impact of key issues such as health on the overall quality of life and vice versa. An international review board, consisting of Ruut Veenhoven, Joachim Vogel, Ed Diener, Torbjorn Moum, Mirjam A.G. Sprangers and Wolfgang Glatzer, will ensure the high quality of the series as a whole.

The titles published in this series are listed at the end of this volume.

COMMUNITY QUALITY-OF-LIFE INDICATORS

Best Cases II

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Preface

This book is the second in a series covering best practices in community quality-of-life (QOL) indicators. The first was published in 2004. The editors are M. Joseph Sirgy, Don Rahtz and Dong-Jin Lee. Volume 1 is a compilation of cases of best work in community indicators research. The cases describe communities that have launched their own community indicators programs. Elements that are included in the descriptions are the history of the community indicators work within the target region, the planning of community indicators, the actual indicators that were selected, the data collection process, the reporting of the results and the use of the indicators to guide community development decisions and public policy. The chapters in Volume 1 are:

Chapter 1: Vital Signs: Quality-of-Life Indicators for Virginia's Technology Corridor by *Terri Lynn Cornwell*

Chapter 2: The Sustainable Community Model Approach to the Development and Use of Multi-Dimensional Quality-of-Life Indicators by *William T. Grunkemeyer* and *Myra L. Moss*

Chapter 3: Taking Indicators to the Next Level: Truckee Meadows Tomorrow Launches Quality-of-Life Compacts by *Karen Barsell* and *Elisa Maser*

Chapter 4: A Collaborative Approach to Developing and Using Quality-of-Life Indicators in New Zealand's Largest Cities by *Kath Jamieson*

Chapter 5: 2002 Hennepin County Community Indicators Report: Aligning Community Indicators with Government Mission, Vision and Overarching Goals by *Misty Lee Heggeness*, *Paul Buschmann*, and *Thomas Walkington*

Chapter 6: The State of the City Amsterdam Monitor: Measuring Quality of Life in Amsterdam by *Peggy Schyns* and *Jeroen Boelhower*

Chapter 7: A Three-Decade Comparison of Residents' Opinions on and Beliefs about etc in Genesee County, Michigan by *Robin Widgery*

Chapter 8: Creating an Index to Evaluate a Region's Competitiveness by *Beth Jarosz* and *Michael Williams*

Chapter 9: Toward a Social Development Index for Hong Kong: The Process of Community Engagement by *Richard J. Estes*

Chapter 10: Measuring Sustainability and Quality-of-Life in the City of Zurich by *Marco Keiner*, *Barbara Schultz*, and *Willy A. Schmid*

Volume 2 continues to build on the goal of the book series. Eleven chapters are included in Volume 2. Here is a brief description of these chapters.

Chapter 1: The Jacksonville, Florida. Experience by Ben Warner (Associate Director of the Jacksonville Community Council Inc. (JCCI), Jacksonville, Florida, USA) describes a community QOL indicators project focusing on Jacksonville, Florida. The sponsoring organization is the JCCI. He explains the origin of the QOL project, the goal of producing a QOL report, the exercise involving the definition of QOL, how JCCI involved the community in the definition and

specification of QOL indicators, the actual process involved in selecting QOL indicators and the criteria for inclusion and exclusion, finding data related to the selected indicators, presenting the indicators, and using the indicators to develop community programs to enhance community QOL.

Chapter 2: The chapter titled *Indicators as a Structural Framework for Social Change* by Charlotte Kahn (Executive Director of the Boston Foundation, Boston, Massachusetts, USA) depicts a community QOL indicators project focusing on City of Boston, Massachusetts, USA. The sponsoring organization of the indicators project is the Boston Foundation. This chapter starts out with an introduction of the Boston Foundation, its history and the inception of the Boston Indicators Project. Kahn proceeds to describe the conceptual framework guiding the indicators project. She describes ten sectors, and within each sector information is provided in relation to specific population segments (e.g., children and youth). The author then describes the project structure involving two tracks: civic agenda and indicators data and reports. In terms of indicators, she explains the goals behind each indicator, the exact measure and scales, the data source and when the data were collected. She concludes by revisiting some of the core principles of the project and lessons learned.

Chapter 3: *Indicators in Action: The Use of Sustainability Indicators in the City of Santa Monica* by Genevieve Bertone (Executive Director for Sustainable Works, California, USA), Shannon Clements Parry (Founder of Sustainable Places, California, USA), Dean Kubani (Senior Environmental Analyst with the City of Santa Monica's Sustainable City Program, California, USA), and Jennifer Wolch (College Dean of Graduate Programs and Professor of Geography at the University of Southern California, California, USA) describes a community QOL indicators project focusing on the City of Santa Monica, California, USA, and referred to as the "Santa Monica Sustainable City Program." The sponsoring organization is Santa Monica City Council. The authors describe the circumstances leading to the inception of the Santa Monica Sustainable City Program, the creation of the Sustainable City Plan, the elements of the plan, the indicators, policies related to the indicators, and performance assessment based on the indicators. Finally, they describe how these indicators are used to mobilize community development.

Chapter 4: *A Measure and Method to Assess Subjective Community Quality-of-Life* by M. Joseph Sirgy (Professor of Marketing at Virginia Polytechnic Institute and State University) and Don Rahtz (Professor of Marketing at the College of William and Mary) introduces the readers to a measure and method to capture subjective indicators of community QOL. The measure and method is based on a conceptual model linking community residents' ratings of their overall life satisfaction and satisfaction from other life domains. Ratings of overall community satisfaction, in turn, are determined by satisfaction with a variety of services found in the community (business services, government services and nonprofit services) plus evaluations of community conditions (e.g., environment, crime).

Chapter 5: *Perception and Evaluation of the Quality of Life in Florence, Italy* by Filomena Maggino (Researcher and Professor of Social Statistics at the Università degli Studi di Firenze, University of Florence, Florence, Italy) describes a community QOL indicators project focusing on Florence, Italy. The City of Florence (Italy)

together with the Department of Statistics of the University of Florence sponsored this project. She starts out by explaining the conceptual model underlying the indicators project, and describes the survey research methods used in carrying out the study: sampling, data collection methods, selection and development of the QOL indicators, the development of composite indicators involving the subjective image of the city, the perception of the city as a tourist destination, the perception of the cultural dimensions of the city, and perception of personal safety. Then she reports trend analyses, and breaks down the data in terms of the various districts and neighborhoods within the city. She identifies several groups of residents: the satisfied group, the critical group, the satisfied-with-little group and the integrated group, and explores the determinants of satisfaction for each group.

Chapter 6: City of Winnipeg Quality-of-Life Indicators by Peter Hardi (Senior Fellow at the International Institute for Sustainable Development, Canada) and Laszlo Pinter (Director of the International Institute for Sustainable Development, Canada) is the outcome of a collaboration involving the Strategic Planning Division of the City of Winnipeg and the Measurement and Indicators program of the International Institute for Sustainable Development (IISD). The chapter introduces the reader to the concept of QOL and a little history of the indicators project, and then describes the process involving the development of QOL indicators. The authors have built a foundation for the reader by defining basic concepts such as what is a QOL framework, what are QOL indicators, how a QOL index can be formed from individual indicators, and how indicators are reported. They proceed by describing framework development, stakeholder participation, and indicator development. Following this they report on the resulting QOL framework and provide a sample list of QOL indicators for the City of Winnipeg. They also describe data availability assessment and finally the plan used to implement the framework.

Chapter 7: Sustainable Seattle: The Case of the Prototype Sustainability Indicators Project by Meg Holden (Assistant Professor of Urban Studies and Geography at Simon Fraser University, Canada) focuses the indicators project on the City of Seattle, Washington, USA. The sponsoring organization of this indicators project is Sustainable Seattle. The chapter is structured to reflect the organization's life cycle. The author starts out by describing the inception phase (1990–1991), then proceeds to describe the early phase (1991), the heyday (1991–1998), the changeover and downturn (1996–1999), the near-death experience (1998–2001), and finally the torchbearers and reorganization (2001–2004). Managers of new indicators projects can benefit significantly from the many “lessons” inherent in the Sustainable Seattle story.

Chapter 8: Using Community Indicators to Improve the Quality of Life for Children: The Sacramento County (CA) Children's Report Card by Nancy Findeisen (President and CEO of the Community Services Planning Council Inc., Sacramento, California, USA) starts out by describing how the Community Services Planning Council was formed. The sponsoring organization is the Community Services Planning Council Inc., Sacramento, California, USA. The focus of this indicators project is children residing within Sacramento County. The author turns her attention to the 2000 Children's Report Card, the primary goal of the Community Services Planning Council. She describes the process involving

collecting the needed information for inclusion in the report card. Then she devotes considerable energy in describing the content of the report card. The format and presentation of the report card are also described. She discusses the public response to the report card, the resulting summit and the events following the summit, and concludes by highlighting future challenges in this area.

Chapter 9: *Living in a Post-Apartheid City: A Baseline Survey of Quality of Life in Buffalo City* by Robin Richards (Senior Researcher at the Community Agency for Social Enquiry, Johannesburg, South Africa) and Ellen Kamman (Senior Data Manager/Researcher at Development Research Africa CC in Durban, South Africa) focuses this indicators project on Buffalo City, South Africa. The authors describe a major survey (the Buffalo City 2001 QOL Survey) designed to help city planners monitor the QOL of the city residents and conditions that can improve community QOL. They explain the survey in some detail (sampling, data collection, and survey instrument). The results are reports broken down by four geographic regions, and cover demographics, material living conditions (income, employment status, employment blockages, work seeking strategies, dependency ratio, transportation, type of tenure and housing access to basic household services, access to community services), perceptions of QOL (domain satisfactions, perceptions of safety, perceptions of community improvements, and global satisfaction with life).

Chapter 10: *Making Community Indicators Accessible Through the Census Information Center* by Rodney Green (Executive Director of the Howard University Center for Urban Progress, Washington, DC, USA), Maybelle Taylor Bennett (Director of the Howard University Community Association, Washington, DC, USA), Haydar Kurban (Assistant Professor of Economics at Howard University, Washington, DC, USA), Lorenzo Morris (Professor and Chair of the Political Science Department at Howard University, Washington, DC, USA) and Charles Verharen (Graduate Professor in the Philosophy Department at Howard University, Washington, DC, USA) aims to show how universities especially Historically Black Colleges and Universities (HBCUs) are increasingly taking on partnership roles through service learning and community-based research. University students, faculty, and administrators are all involved in that endeavor. It describes a model that other universities can use to set up their own community university partnership programs.

Chapter 11: *Quality Indicators for Progress: A Guide to Community Quality-of-Life Assessments* was originally written by Marian Chambers (who was a civic leader in Jacksonville, Florida, USA from 1975 until her death in 1996). The chapter has a foreword by David Swain (currently a consultant, retired from the Jacksonville Community Council Inc., Jacksonville, Florida, USA). It provides community planners with practical guidelines on how to plan and implement community indicator projects. It introduces the reader to QOL projects (motivation, definitions, components, etc.), and proceeds by taking the reader through a step-by-step approach to planning and implementing a QOL indicators project. Chambers specifically describes how early decisions (e.g., adopting a QOL model) are made. The chapter explains the processes of citizen participation, selecting indicators, compiling indicators, designing and using a telephone survey, establishing priorities, setting targets, preparing the publication, distribution and public education, encouraging citizen action, and the annual review.

The Jacksonville, Florida, Experience

J. BENJAMIN WARNER

Associate Director, Jacksonville Community Council Inc.

In 1985, the Jacksonville Community Council Inc. (JCCI) and the Jacksonville Chamber of Commerce created a unique tool to measure and promote improvement in the quality of life (QOL) in Jacksonville, Florida. The *Quality of Life Progress Report*, published annually for the last 20 years, has required a series of community decisions about the process of determining, quantifying, and evaluating community well-being. As such, it has provided significant opportunities for community learning about measuring and improving the QOL in a community.

Background and History

About Jacksonville

Jacksonville, Florida, is a consolidated city-county government with an estimated population of 850,000 in 2005, anchoring a five-county Northeast Florida region of 1.2 million.¹ Jacksonville covers 840 square miles, reaching to the Atlantic Ocean on the east and bisected by the St. Johns River, which supports commercial seaport activities, two U.S. Navy bases, and recreational activities. Jacksonville's economy is primarily service-based, with financial and health care institutions predominating, with a strong construction industry.²

Jacksonville's population is younger than most Florida cities, with 26% aged less than 18 years and 10.5% above 65 years. Of the population 65% is White, 28% Black/African American, and 4% identify themselves as Hispanic. The population has been growing by an estimated 1.7% annually for the last 20 years.³

About JCCI

JCCI was created in 1975 to serve as an independent citizens' voice in examining and finding solutions to pressing community issues. The nonprofit, nonpartisan citizens group adapted a consensus-based study model to create recommendations for change, and soon added an implementation process using citizen advocates to ensure that the recommendations received the proper audience and, with optimistic advocacy, action.

JCCI's mission is to engage diverse citizens in open dialogue, research, consensus building and leadership development to improve the QOL and build a better community in Northeast Florida and beyond. For more information, visit the JCCI website at www.jcci.org.

Origins of the Quality-of-Life Project

JCCI, from its inception, was charged with identifying community needs and developing solutions across a broad range of issues. The Amelia Island Community Planning Conference, which spawned JCCI, defined ten priority areas for community dialogue and action: downtown development, education excellence, open housing and housing supply, land use, transportation–mass transit, utilities, work opportunities as a basic human and economic need, additional revenue, strong joint civic effort, and cultural enrichment.⁴

The Community Planning Council, which became JCCI (together with the Commission on Goals and Priorities for Human Services and the Amelia Island Community Planning Conference), issued a report identifying goals for the community in December 1974, which was expanding on the earlier list of priority areas. These included economic opportunity, education, public safety, the natural environment, health care, racial harmony, and sufficient resources to address these issues.⁵

In JCCI's first year, it issued a report, *Learning About Jacksonville*. This 1975 report asked, "Is Jacksonville a good or bad city?" The report directly discusses the QOL in the community, compiling "data briefs" on 11 areas: community (including governance issues and opportunities for citizen involvement), criminal justice, employment/financial assistance, energy, environment/land use, health, housing, learning, public service, recreation/culture, and social services.⁶

JCCI next turned to citizen-based studies on priority areas of community need, developing recommendations for action and a citizen implementation advocacy process for these study recommendations.⁷ A 1981 study, *Coordination of Human Services*,⁸ led to the creation of the Human Services Council, a coalition of the primary regional funders (public and private) of health and human services in Northeast Florida, with JCCI providing staff support. In 1983, this effort produced a report, *Indicators of Human Needs in Jacksonville*,⁹ using both survey and empirical data to measure and prioritize social indicators.

These events provided JCCI with a background in research and citizen involvement and a holistic perspective of the interrelated issues that need to be addressed to achieve the desired community QOL. At the same time, the Jacksonville Chamber of Commerce, which had been involved with JCCI since its beginning, set as a goal to "monitor and help improve those elements of Jacksonville which affect the quality of life."¹⁰ Its specific objectives included an action step to "develop a measurable quality-of-life assessment for Jacksonville for the purpose of influencing strategic and operational planning."¹¹

This objective was realized in 1985 when the chamber and JCCI came together to measure the QOL in the community, expanding beyond economic indicators to measure the breadth of what was important to the Jacksonville community. The project was informed by the national conversation about the importance of addressing QOL issues as part of an economic development strategy, with the following quote being representative of the material shared at the early planning meetings:

Money is just one factor in attracting high-tech companies. Unlike smoke-stack industries that need access to raw materials, energy, and transportation, high-tech plants locate where the quality of life is high enough to draw a skilled work force.

(*Business Week*, March 18, 1983)

The chamber referred to the QOL project as “a source of information for developing its own goals and objectives for each year.”¹² JCCI saw the project as a tool to identify problems that required community attention.¹³ Both organizations anticipated that the project would lead to an improved QOL for Jacksonville.

The project built on a series of efforts across the country to measure or rate the QOL. Models for QOL measurement used by JCCI included Midwest Research Institute’s Quality of Life in the U.S. (1970), an attempt to compare metropolitan areas using five QOL components¹⁴; a *New York Times* article comparing New York City in 1975 and 1983¹⁵; and a 1972 community social-environment audit conducted by the First Bank of Minneapolis. In addition, the indicators developed by the Places Rated Almanac¹⁶ and a new “quality-of-life” section in the statistical reports coming from the Bureau of Economic and Business Research at the University of Florida¹⁷ informed the project.

However, these reports did not meet the community’s needs, as seen by JCCI and the chamber. They looked for an approach that brought citizens together to define their own vision for the community and develop indicators that measured, across some set of elements, how well the community was reaching that vision. From the beginning of the QOL project, the emphasis was on measuring Jacksonville against itself, not in comparing Jacksonville to other communities, and institutionalizing this self-reflection as part of how the community moved forward.

The 94 volunteers who joined in the effort to describe, define, and then seek to measure the community’s QOL searched unsuccessfully for a model that accomplished their purposes. Forging a new path, they proclaimed:

As far as we can determine, no other city has attempted a task such as this in such a comprehensive manner with the intent of annual review and monitoring. There has been no effort nationally to develop or standardize such data. Jacksonville can be proud of this project for it signifies tangible evidence of a forward looking Chamber of Commerce, with a strong commitment to monitor and improve the livability of our city.

The value of this project will increase over the years, as trends become apparent. If used properly, it will become a yardstick for community improvement. It sets forth both the implicit and explicit needs of the community and the resources currently allocated to these needs, providing community decision-makers and leaders with the capability of further improving what is already a highly attractive quality of life.¹⁸

Decision Points

In creating the report, JCCI encountered a series of decision points that shaped the report and, in so doing, helped shape the efforts to improve the QOL in Jacksonville. The methodology of the report will be described through examining

these decision points, identifying the course of action JCCI took, and finally discussing some of the observed ramifications of those decisions. A time line of major improvements to the indicators can be found in Appendix B.

Purposes of the Quality-of-Life Report

Perhaps the first decision that shaped the QOL project was its purpose—the reasons behind creating the document. The original purpose was stated (in a 1985 memorandum) as follows:

The purpose of this project is to develop an annual or bi-annual objective assessment of Jacksonville's quality of life, to be published in a brief and readable format. This would provide a self-evaluation tool of Jacksonville and its progress over time, but not a comparison of Jacksonville's quality of life with that of other cities. The uses of the assessment would be many. For the Chamber of Commerce it would supplement the 2005 vision and assist in establishing Chamber priorities and work programs. Those areas which show evidence of improvement in the assessment would be highlighted to continue the high level of civic pride which the Chamber has fostered in recent years. For the Jacksonville Community Council, the assessment would be useful in pointing out areas deserving further research, analysis, and community action. For the city government, the assessment should assist in establishing priorities and budget items. As one indicator of community needs, the assessment should be important to the United Way when those needs are related to human services.¹⁹

When JCCI published its *Quality Indicators for Progress: A Guide to Community Quality-of-Life Assessments* manual in 1994, it had extended the purposes of QOL reports to include all of the following:

- To produce an annual report card on community progress
- To serve as a planning tool for government and private institutions
- To educate the residents about their community and the factors they consider important to their QOL
- To increase awareness of the many components of progress and their interrelatedness, the connections between people and their environment
- To highlight community success stories and give credit for work well done
- To identify areas of decline or concern where community action is needed
- To help focus community resources and efforts in the areas of highest priority
- To encourage residents to take an active part in addressing community problems
- To promote accountability of local government
- To stimulate new and better ways of measuring progress²⁰

Significantly, even though the chamber was a coinitiator of the project and a partner throughout (at first financially, then providing leadership for the citizen review panel annually), the purpose of the QOL document has never been to market the community to incoming businesses, though the document has been used successfully to provide a thorough picture of the community to interested companies. Sometimes jokingly referred to as the “wart report” (because it shows the

community, warts and all), the QOL document has retained the independence necessary to tell the complete story about the community, without trepidation that some aspects of the report might make the community “look bad.”

In addition, the report was never designed to advance a particular agenda or support specific policy recommendations. This has allowed the document to be used by a broad constituency in the community, as the data presented are perceived to be independent of bias or manipulation to further a single position. At a time when many in the local community tend to distrust statistics, this perceived fairness has been critical to the widespread reliance on the report. However, because the report is not designed to further a particular cause, the report lacks the strength of other advocacy tools in making policy change. The readers are compelled to draw their own conclusions about the data and what can be done to improve the QOL.

Defining the Quality of Life

The project defines the QOL as “a feeling of well-being, fulfillment, or satisfaction resulting from factors in the external environments.”²¹ It divides the external environment into nine elements, states a vision or goal for each element, and then provides indicators to measure the progress in meeting that vision.

The nine elements developed from the ten priority areas of the Amelia Island Conference, the eleven data briefs of the *Learning About Jacksonville* report, and the areas of need identified in the *Indicators of Human Needs* study (see p. 3.) In the initial proposal to the chamber, only seven elements were identified: economic, political/governmental, environmental, health, education, social, and leisure/cultural.²² Public safety and mobility (transportation) were added to the list as the steering committee was assembled.

While staff developed these element areas, citizen volunteers fleshed out the elements by identifying the indicators to measure the aspects of the element they thought important for the community. The report was, from its inception, a community definition of the QOL, reflecting the unique perspective of citizens living in the community determining what was important to them. Annual citizen review of the document requires the document to respond to the community viewpoints. Having citizens determine the indicators to be measured (and later, the targets [community goals] for the indicators) has added perceived legitimacy to the project and encouraged its widespread adoption.

In 2000, the elements were prioritized in the order of need for community attention. In 2002, the titles of the elements were adapted to reflect an active description of the aspect of the QOL to be measured, and goal statements were provided to further elaborate on what was being measured. The elements now read as follows²³:

- **Achieving educational excellence.** Educational institutions in the region achieve excellence in the delivery of learning opportunities, and citizens achieve educational attainment sufficient to enjoy a high QOL. Citizens, young and old, have access to a broad range of learning opportunities in pre-K to 12th grade,

higher education, and life-long learning, based on their educational needs and desire to learn.

- **Growing a vibrant economy.** The regional economy supports a vibrant and diversified mix of economic activities, which combine to provide ample opportunities for productive employment, a strong consumer market, the capacity to fund needed public services, and a high standard of living that is shared widely among all citizens.
- **Preserving the natural environment.** The resources of the region's natural environment positively enhance the QOL of citizens, and air, water, and ground pollution is kept below levels harmful to ecosystems, human health, or the QOL. The built environment is developed in ways that preserve natural ecosystems and is maintained in ways that enhance natural beauty and visual aesthetics.
- **Promoting social well-being and harmony.** Social-service institutions in the region provide services with excellence to those in need, citizens and institutions support philanthropy and volunteerism to enhance the social environment, and citizens share social interactions characterized by equality of opportunity and racial harmony.
- **Enjoying arts, culture, and recreation.** Citizens desire, support, have access to, and actively patronize a great diversity of opportunities in the region for cultural and artistic enrichment and for recreational, leisure, and entertainment activities.
- **Sustaining a healthy community.** Health-care institutions in the region provide medical and preventive health-care services with excellence; all citizens have access to these services, regardless of financial means; and citizens generally experience a high level of physical and mental health.
- **Maintaining responsive government.** Local governmental bodies in the region are led by competent, representative, and responsive elected and appointed officials; they provide public services effectively and equitably to citizens; and citizens are well informed about public affairs and actively participate in civic activities.
- **Moving around efficiently.** Citizens in the region have access to affordable, convenient, and accessible transportation services with the capacity to convey them around the community and around the world to their chosen destinations at their chosen times.
- **Keeping the community safe.** Public-safety agencies in the region provide rescue, fire, and law-enforcement services with excellence, and citizens generally experience a low level of crime and a high level of personal safety.

This broad definition of the QOL has proved important to the community's understanding of the interrelatedness of multiple factors on community well-being and progress. However, the report does not distinguish between the relative importance of these factors—Is going to the symphony as important to one's QOL as having employment that provides the wherewithal to attend a concert, or having a feeling of personal safety that allows one to leave the house for a night on the town?

The report also limits its definition of the QOL to factors within the purview of policymakers. Although few would argue that the QOL in Northeast Florida is significantly enhanced by sunshine, beaches, and ocean breezes, gifts of nature are

not within the ability of citizen advocates to affect and therefore are not measured. For many, the quality of interpersonal relationships is a significant factor in their QOL, yet the document chooses to focus on a community definition of the QOL, rather than on an individual happiness scale.

Involving the Community

Throughout the process of designing the QOL project and determining what “quality of life” meant, community involvement played a central role. Over the last 20 years, citizen involvement has remained a defining characteristic of the Jacksonville model. Deciding who decides was the third major decision point of the project.

The QOL project began with a partnership of two institutions, JCCI and the chamber, with local government as a third interested party. JCCI staff sketched the outlines of the proposed project, and the chamber agreed with the design and provided leadership for the undertaking. At that point, 100 community representatives were invited to sit on one of ten committees—one committee for each of the nine elements, plus a steering committee. The project grew from, and was bought into by, the community.

Staff roles were concentrated on researching the availability of proposed indicators and documenting the process used to reach the final indicator set. Community volunteers chaired each of the committees and facilitated their progress.

Government, rather than direct the project, was in a position to respond to the indicators. This allowed the community to tell government what was important in service delivery, as well as to create indicators of the responsiveness of local government to citizen needs. This bottom-up approach made the project an outside evaluation of government effectiveness, rather than an internal benchmarking of process goals. Nonetheless, in 2001 the City of Jacksonville received the Governor’s Sterling Award for quality practices, using (among other statistics) the quality-of-life indicators as measures of government performance.

This commitment to citizen engagement remained throughout the project. Annual reviews, target setting, creating linkages among indicators, setting priorities among the elements and within the elements, and amalgamating the QOL document with the community agenda were all done by citizens. Each process was informed by stakeholders and experts in the community, but the decisions were left to citizens, allowing the document to develop through a learning and adapting process while retaining trend lines whenever possible.

Selecting Indicators

Using a shared definition of the QOL and nine elements to provide focus to the project, citizens representing the broad diversity of the community were charged to select the indicators to quantify and measure the QOL. The original charge to the citizens was to select no more than ten indicators per element; after amalgamating the QOL and the Community Agenda, this restriction no longer applies. Determining what makes a good indicator was a necessary step in selecting

indicators. The following guidelines have been used to define meaningful and useful community indicators:

- **Purpose.** The indicator is both meaningful (it provides information valuable for community members to understand the important aspects of their QOL) and useful (it offers a sense of direction for additional research, planning, advocacy, and action toward positive community changes and a means of assessing progress toward these desired changes).
- **Importance.** The indicator measures an aspect of the QOL which a diverse group of people in the community would agree as important in relation to the priorities in the community's shared vision or goals.
- **Validity and accuracy.** If the indicator trend line moves upward or downward, a diverse group of people in the community would agree on whether the QOL is improving or declining.
- **Relevance.** The indicator measures an aspect of the community's QOL concerning which the community can achieve positive change through public decision-making and action at the community level.
- **Responsiveness.** The indicator trend line responds relatively quickly and noticeably to real changes in the QOL.
- **Anticipation.** The indicator anticipates future trends rather than reacting to past trends. A "leading" indicator, e.g., cigarettes sold, is generally more useful than a "lagging" indicator, e.g., lung cancer deaths, because it allows a proactive response.
- **Understandability.** The indicator measures an aspect of the community's QOL in a way that most citizens can easily understand and interpret in relation to their own lives.
- **Availability and timeliness.** Data for the indicator are readily available and affordably accessible on an annual basis from a credible public or private source. If data come from multiple sources, staff can readily compile and calculate the indicator.
- **Stability and reliability.** Data for the indicator are consistently collected, compiled, and calculated in the same way each year.
- **Outcome orientation.** Where possible, the indicator measures the actual condition of the community's QOL. Alternatively, it measures an outcome of the community's response to the issue rather than the input of the response itself.
- **Asset orientation.** Where possible, the indicator measures a positive aspect of the community's QOL (to focus on community assets), and a trend line increase clearly denotes an improvement in the QOL.
- **Scale.** The indicator is reported for a geographic area that is most meaningful for community understanding and most helpful for improvement. For many indicators, both regional and single-county trend lines are reported; others have sub-county measures.
- **Linkages.** The indicator reports important interrelationships among indicators and over time. Some of these linkages may positively reinforce one another; for example, improving the public high school graduation rate may, over time, improve employment rates, as high school graduates are more likely to obtain

and maintain employment. Others may conflict with one another, possibly reducing the QOL; for example, increased housing starts may result in longer commute times and poorer air quality because of the negative influence of increased traffic. All indicators within an element are assumed to be interrelated to some degree; linkages are created only between indicators in different elements.

- **Clarity.** The indicator uses clear measures that filter out extraneous factors. Per-person rates filter out the effect of population growth, and constant dollars eliminate the effect of inflation. Raw numbers are used where total magnitudes are important.
- **Representativeness.** Taken together, the indicators measure the major dimensions of the community's QOL.

Selecting indicators often involved *compromise between the ideal* (what the community would like to measure) *and the practical* (what data are available.) For some characteristics of the QOL, community perception was as important as available data; for example, one's QOL is affected by both actual crime rate and one's perception of personal safety. To address these issues, JCCI commissioned an annual telephone survey. In 2005, 17 of the 119 indicators were based on survey questions.

Part of selecting indicators involved recognizing that *each indicator is in itself a value judgment*, not just a statistic. Indicators represent the operational definitions of community values, measuring what is important to the community. Indicators not selected may be perceived as value judgments as well, that the data not measured lack community importance or do not represent a community priority for action. These perceptions may in themselves be an unintended consequence of lack of available data for measuring an important community issue.

Selecting an indicator requires selecting the *geographical scale* being measured. Some issues are affected by regional inputs and require regional action to address effectively. For other indicators, a regional measurement may hide significant variances and needs for community action within the broad average. Some indicators may require subcounty or neighborhood-level measurement to get to areas of meaningful impact. The QOL project began by measuring all indicators at the county level. The community agenda measured indicators at a five-county regional level, where possible. In 2000, a citizen committee specifically addressed, indicator by indicator, the question of geographic scale. The 2005 QOL document seeks, whenever possible, to provide regional, county-level, and subcounty information in the graphs and trend lines or on the supplemental data files.

In addition to geographical scale, *some indicators are time-sensitive*. For example, a short-term positive trend for an indicator can sometimes lead to a negative trend in the long run, such as new housing starts (which may meet a community housing need in the short term but lead to unmanaged growth in the long term). This is especially evident in certain indicators relating to economic growth.

Other indicators are *sensitive to geography*, meaning that negative trends of some indicators can "flow" into other areas, even as trends are improving in the initial areas. For instance, reducing crime in one area may simply move it to other areas, rather than eliminating it. In another example, efforts in one area to reduce air pollution may be negated by pollution blowing from other nearby areas.

Most of the indicators have important *linkages with other indicators* (see p. 15), either reinforcing the trend of another indicator or undermining its progress. The citizen review committee noted that “understanding and reporting these linkages is important because effective community decision-making to improve the QOL depends on consciously seeking to encourage reinforcing linkages, while minimizing the effects of undermining linkages.”²⁴

One limitation in selecting indicators to measure the QOL is that, in many ways, the QOL cannot be assessed exclusively through quantifiable indicators. Important *qualitative measures of progress have not been included* among these indicators if they cannot somehow be quantified. While the community’s QOL may be enhanced to the extent that its growing senior population is respected and actively involved in charting the course of the city, solid data measuring the civic engagement of the elderly is difficult to find locally.

Annual citizen review and continual citizen involvement in the project raised another concern in indicator selection: the problem of *maintaining continuity while adapting to community change*. In order to respond to changing community needs, new indicators may be added and obsolete indicators deleted in the review process. However, the effectiveness of indicators often depends on their continuity and the length of trend lines over time. Of the 119 indicators in the 2005 document, 36 original indicators with their original definitions remain (a complete list of the indicators found in the 2005 document is presented in Appendix A.) Not all of the variance is due to citizen preference, however; many of the changes in indicators stem from problems associated with finding data.

Finding Data

JCCI decided from the beginning that it *would not be a primary data source* for the indicators. Instead, with the exception of the survey data provided by a local polling firm, JCCI would collect data from other sources such as government agencies and major community institutions.

This has posed significant challenges to JCCI over the years. The effectiveness of an indicator may decline if the *institution collecting the data changes its definitions* or reporting processes. In some cases, significant movement in trend lines results from institutional policy changes rather than actual shifts in community needs; for example, a change at the state level in defining child abuse or in collecting and reporting cases of suspected child abuse may significantly alter the indicator without a corresponding change in the number of children being abused. Sometimes JCCI has needed to advocate for better data collection and availability from institutions, rather than pushing for progress in addressing an identified community priority.

Although JCCI does not do primary research, some indicators require multiple inputs and staff calculations in order to *adjust primary data to make it meaningful*. Indicators that measure dollar amounts, for example, are adjusted using the Chain-type Price Index from the annual Economic Report of the President,²⁵ and many indicators measure a rate per person in the population. Here citizen input can be extraordinarily helpful in identifying ways to make data meaningful; for

example, the 2004 indicators review committee suggested measuring the number of available boat ramps in the community not as a rate per total population but as a rate per licensed boats in the community.

Sometimes *the need for community understandability conflicts with the desire to provide adjusted data*. For several health indicators, age-adjusted death rates are the preferred method of statisticians and epidemiologists to factor out differences in relative ages in the populations studied. However, citizen review panels have repeatedly insisted that age-adjusted death rates are too complicated for the layman to understand, and that a simple per-population rate provides a better way for the community to discuss a significant community issue without the level of detail professionals may use.

When JCCI began its QOL project, the primary challenge was finding data. Over time, with the growth of the information age, increased availability of data via the World Wide Web, and expanded citizen access to up-to-the-minute information on multiple subjects, the challenge has shifted from finding data to presenting data.

Presenting the Indicators

The first decision point in presenting the indicators was *defining the audience* for the report. As discussed earlier, the multiple purposes of the document required that the data be presented with multiple audiences in mind. Government agencies needed information about their perceived effectiveness in meeting community expectations for services. Human service-funding organizations desired data to define unmet community needs. The chamber and other private institutions needed a comprehensive overview of Jacksonville in order to develop strategies and work plans. Everyday citizens wanted to know about their community and to identify where they could get involved to do the most good. And the media, an important audience that serves as the primary conduit of the report's findings to the community, needed simple, clear messages of community priorities and improvements.

From the beginning, many have asked for an overall score or letter grade for the QOL project, a simple answer to the question "how is the quality of life in Jacksonville this year?" JCCI decided *not to create an overall index* for the QOL, and instead insist that the indicators stand as independent measures of a range of community activities and needs. From the first, committee members felt that a composite QOL index "would distort, rather than clarify." "The indicators were not of equal importance, and ranking them involved highly personal judgments."²⁶ Instead, the message of each report has been to identify the areas of improvement and the priority areas for action, identified respectively with gold stars and red flags.

The decision was also made at the beginning to *report the indicators annually*. This has allowed the report to be institutionalized in the decision-making process of community agencies and organizations. In addition, the data-gathering requirements of the report are often better served by an annual effort, as each year tracking down changes in definitions, data-collection methods, and individuals responsible for providing data is a significant task. Returning to this effort every two years or longer could significantly magnify the data-collection problems.

As JCCI collected data and built up a reputation in the community as an important source for meaningful information, JCCI needed to decide *how much information* it would gather and distribute. The QOL project had begun with a limited set of 84 indicators. As information technology grew, the possibility of creating a data warehouse—a single repository of extensive amounts of relevant community information—was discussed. This model, when linked with GIS software and made available via the Internet, provides a user interface where the consumer (citizen, stakeholder, or decision-maker) has the ability to select a personalized indicator set out of an array of possibilities, perhaps identifying not only the desired data but also the geographical scale the data should cover. Another possibility was to create a data clearinghouse, a single Internet location that (instead of physically storing an expanded range of data) could create links for the users to explore information on other websites.

Although both the data warehouse model and the data clearinghouse model are potentially highly useful and important community tools, both models share similar drawbacks when compared to the QOL indicator model. The strength of the QOL model is its ability to reflect and reinforce in the community a shared vision of priority areas for action. Through its indicator linkages, it challenges the user to think about community issues in new ways; someone concerned with economic development, for example, is forced to examine the roles that preserving the natural environment or addressing social needs have in the local economy. The benefits of the data warehouse and the data clearinghouse models—expanded community data self-selected by the user—become their limitations.

Instead, JCCI elected to maintain *a single indicator set as its primary presentation*. Its focus was measuring progress and identifying priorities, not presenting data. However, for each indicator an expanded data spreadsheet was created, containing additional information about the indicator and often web links to additional data sites, similar to a data clearinghouse model. These spreadsheets are provided on JCCI's website and, in the printed version of the indicators, on a CD included with the document.

Another decision point about the presentation of the data revolved around the *context and explanations* provided with the numbers and the graphs. The graph alone, without any explanation or analysis, can be misleading; an indicator measuring local airline travel would be remiss if it did not point out the impact the events of September 11, 2001, had on the industry. At the same time, too much analysis and interpretation can jeopardize the organization's reputation of providing only the facts. JCCI decided from the beginning that each indicator would be accompanied by a section called "caveats and explanations" that would describe the limitations of the data and any significant events that might impact on the trend line. However, while JCCI provides explanations for each indicator on what it measures and why it has importance in the community, the document *does not describe what should be done* to address the needs identified by the indicator. The analysis of the data does not extend to the point of making recommendations for action in the community; JCCI has a separate community study process for reaching conclusions and developing action plans for the community. The QOL document is designed to stand

on its own and be used by individuals and groups in the community who want to take action themselves.

One result of the citizen focus of the document has been to attempt to present the indicators in *the most accessible manner possible*. JCCI does not provide an analysis of statistical significance of the movement of the trend lines. Instead, the information is presented for the layperson's benefit, an indicator of community trends rather than an extensive study of the subject. The indicators answer the simple question: Are we doing better in this area than we were last year? They are designed to encourage further investigation into the information, rather than provide all possible information.

These decisions helped shape *the format in which the indicators are presented* to the community. JCCI now creates an executive summary of the indicators, discussing in narrative format the movement of the indicators during the past year. Each of the nine sections receives its summary page. The document, in print form, is designed to be a conversation-starter as well as a reference document. For those with greater needs to dive into the information, the raw data are provided in spreadsheets over the Web or on an enclosed CD with the print document. Each year, the document is tweaked with the focus on how the multiple audiences use the book, and looking for ways to make examining data more inviting and accessible.

Using the Indicators

Indicators in isolation are simply numbers. While they can indicate areas of community progress or trouble spots, they do not identify the underlying causes of the problem, provide a full understanding of the nature of the problem, describe how the community is currently addressing a particular problem, or prescribe a detailed action plan. Knowing the unemployment rate does not, in itself, create jobs.

Six years into the project, JCCI created *targets for each indicator* (see time line in Appendix B). In addition to revising the indicator set, the volunteers in 1991 set community goals for the indicators. With Community Development Block Grant funding from the City of Jacksonville, JCCI staff researched trend projections, as well as existing standards and goals for the various indicators. Using this information, community task forces established a *target for 2000* for each indicator, a goal representing a point between the ideal and the possible, which the community could reach in the time specified if it devoted sufficient time and resources to the question. In 2001, the *targets for 2005* were set, after the learning experience that 10-year targets represented too much time for the goals to be both meaningful and attainable.

Adding targets to the indicators, as JCCI has done, identifies how much progress the community hopes to achieve by a certain date. However, even with targets, the indicators can only report where the community wants to be, not how to get there.

In creating community QOL indicators, JCCI needed to decide *how the indicators fit into an overall community change strategy*. The resulting model for community improvement demonstrates how the QOL report plays a significant role in community improvement.²⁷ The model begins with a vision for the community,

built on the values shared by citizens in the community. To assess the community's relationship to that vision requires knowledge, and here JCCI's indicator report comes into play. Community improvement depends initially on accurately determining how close or far the community is to its goals.

The next stage of the model involves using the indicators to develop strategies and create a plan of action. The indicators help by identifying priorities for action and spurring on the research component. The following step is the action to improve the community. The action should produce results of some sort, and assessing the outcomes of that action requires indicators once again. Based on the outcome assessment, the model calls for revisiting the vision, the indicators used to measure the community's progress toward the vision, or the plan used to move the community closer to that vision (Figure 1).

JCCI uses the model for its *internal processes*. The QOL indicators identify priorities and inform JCCI's selection of issues for community study. Its consensus-based citizen study model is the primary means JCCI uses to develop action steps to address the issues identified by the indicators. At the completion of each study, JCCI commits two years to an implementation effort to ensure that the recommendations translate into community action. The results of these efforts can be seen in the indicators, which track progress toward addressing the priorities originally identified.

The indicators are also used in many different community organizations.

- The City of Jacksonville uses the indicators as internal benchmarks for local government functioning and quality improvement.
- The Jacksonville Sheriff's Office looks to the indicators to gauge public perceptions of safety and satisfaction with public-safety services.
- The Jacksonville City Council has used the document to orient newly elected officials to the needs of their constituents.
- The Human Services Council, a coalition of the primary public and private funders of health and human services, uses the indicators in their annual planning retreat and as part of their funding decisions.
- The Jacksonville Regional Chamber of Commerce, in addition to the involvement of the incoming chamber president in the annual indicators review,

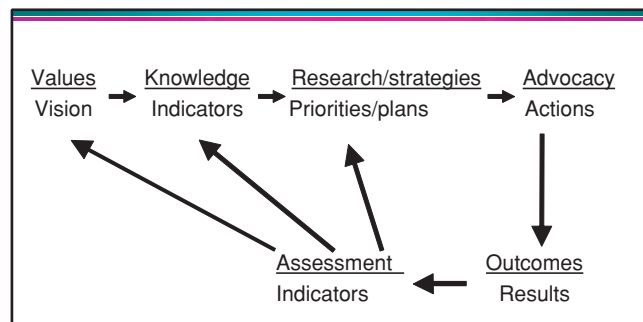


Fig. 1. JCCI model for community improvement.

discusses the indicators at their annual Board of Governors meeting where they install their new officers for the year.

- Leadership Jacksonville presents the QOL report at their opening retreat for each new leadership class, and the indicators inform the learning curriculum for the year. Leadership Jacksonville also provides a “New CEO Orientation” for executives moving to Northeast Florida, and the indicators inform participants about the priority needs of the community.
- Local media use the report to generate stories about the QOL in Northeast Florida.
- And many other institutions, including social service providers, private foundations, businesses, and everyday citizens, use the report for strategic planning and directing their efforts to build a better community.

The result has been to *institutionalize the indicators across multiple community organizations*. Effective use of the indicators often requires embedding them in the complex processes the community uses for its improvement efforts. Publishing the report annually has been an important facet of this strategy. By building the report into the decision-making and strategy-planning activities of multiple community institutions, Jacksonville is more likely to see positive steps taken to address the needs identified by the indicators.

Improving the Community

After the indicators are released and the priority areas for community action are identified, the most critical—and most difficult—step is translating the data into sustainable community improvement. For JCCI, this begins with looking for opportunities to make the indicators part of the process of reflection and strategic planning across as many community organizations as possible. Beyond informing planning processes, however, the indicator report needs community partners ready and willing to step forward and accept the charge to make a difference.

Along with a broad definition of the factors that make up the QOL, JCCI maintains a broad conception of who is responsible for improving the QOL. Binyamin Applebaum wrote at the release of the 2003 *Quality of Life Progress Report*:

In some ways, the best news for Jacksonville is the report itself. The very premise of the report, and of JCCI, is the belief in Jacksonville as a community where the problems of some are the responsibility of everyone.²⁸

In 1998, an Indicators Steering Committee reflected on the previous 13 years of work and began developing a vision for how the indicators project could best serve the community. After compiling all community visioning efforts completed between 1988 and 1998, the group identified shared values and themes out of the 12 vision statements collected. The elements of these vision statements corresponded to the nine elements of the QOL project, with one exception—thriving neighborhoods and downtown—that was identified as “more a statement of the importance of place than a separate aspect of the quality of life.”²⁹

These efforts resulted in a vision statement for the QOL project:

JCCI's indicator reports will be the premier local, summary-level information on the quality of life in Jacksonville. Each annual update will be the community's report card, containing vital, valid, and relevant information, which is actively used to inform the community, guide decision-makers, ensure public accountability, and promote a continuously improving quality of life for all citizens.³⁰

This vision of engaging the community in a shared, concerted effort of self-improvement relied on an extensive marketing effort to ensure that the indicator document was used throughout the community. Unfortunately, funding for this marketing effort never materialized. Instead, JCCI has marketed the QOL report to the extent possible, using only in-house resources. While some of the results have been gratifying, JCCI continues to explore new opportunities for addressing this strategic goal.

JCCI's marketing effort has been undertaken in a time when data itself is more freely available than ever before. This begs the question of whether JCCI's QOL indicator project continues to be relevant, 20 years after its inception. The enduring priority in the report is improving public education, yet enormous amounts of information about our public education system are available online and at the School Board offices, far exceeding the number of indicators in the report. When the public school system needs data to drive internal decision-making about improving the school system, it turns to its internal data sources—the same sources that provide the data for JCCI's indicators. When the media wants to run a story about the progress of public education reform, it turns to the primary data source for its information. When parents want more information about the school their children are attending, they turn to more comprehensive data sources at the school system.

This example holds true for most single-issue advocacy opportunities surrounding the indicators in the report. Outside of the survey questions, none of the indicators are uniquely available through JCCI. (If they were, JCCI would not be able to get them.) What is unique, however, and perhaps the most useful aspect of the report, is the collection of the range of indicators into a central report, painting a more complete picture of the needs and triumphs of the community. The indicators are not just interesting bits of information or conversation starters in the community, prodding the community to take action. The *Quality of Life Progress Report* serves as a lens through which the reader can view the community, with all its strengths and weaknesses, in a way no other source provides.

As JCCI's indicator processes continue evolving, learning from thousands of communities around the world wrestling with the same questions of measuring progress and creating community improvement, some things remain constant. The indicators *come from the community*, measuring progress against a broad definition of the QOL. The indicators are *reviewed by the community* annually, to assign gold stars/red flags and develop priorities for community action. And the indicators are *presented to the community* as an important tool for understanding how people and organizations across Northeast Florida can work together to improve what is still a highly attractive QOL.³¹

Appendix A: Quality-of-Life Indicators Measured in JCCI's 2004 Quality-of-Life Progress Report

Achieving Educational Excellence

- Public high school graduation rate
- Public high school dropout rate
- High school dropout education outcomes
- High school dropout employment outcomes
- Tenth graders reading at grade level
- Tenth graders at grade level in math
- Public school attendance
- Public school first grade promotions
- Fourth graders writing at grade level
- Average public school teacher salary
- Teachers with advanced degrees
- Students attending racially balanced schools
- Magnet school enrollment
- High school graduates employed or in college
- High school graduates prepared for college
- Exceptional students completed high school
- Satisfaction with public education
- Higher education degrees and certificates
- Total participation in continuing education
- Expanding literacy: early literacy
- Expanding literacy: school-age literacy
- Expanding literacy: adult literacy

Growing a Vibrant Economy

- Net employment growth
- Average annual wage
- Unemployment rate
- Unemployment benefit claims
- Children in poverty (free lunch participation)
- Income available per person
- Recipients of public assistance
- Requests for emergency assistance
- Affordability of a single-family home
- Typical monthly household Jacksonville Electric Authority utilities costs
- New housing starts
- Total taxable value of real property
- Gross tonnage handled by marine terminals
- Tourism (as measured by bed-tax revenues)

Preserving the Natural Environment

- Days the air quality index is “good”
- Gallons of motor fuels sold per person
- St. Johns River compliance with oxygen standards
- St. Johns River bacteria standards compliance
- Average water consumption
- Water level in Floridan aquifer
- Tons per person of solid waste recycled
- New septic-tank permits issued
- Manatee deaths
- Conservation land

Promoting Social Well-Being and Harmony

- Is racism a local problem?
- Have you personally experienced racism?
- Births to teen mothers per 1000 live births
- Subsequent births to teen mothers
- Foster children per 10,000 children
- Median length of stay in foster care
- Births to mothers with 12 years of education
- Children of parents becoming divorced
- Do you volunteer?
- Do you volunteer more than 7 hours a week?
- Philanthropy given to federated campaigns
- Homeless count per 100,000 people

Enjoying Arts, Culture, and Recreation

- Public performances/events at selected facilities
- Public and private support per person for the arts
- Public-park acreage per 1000 people
- Participants in sports activities at parks and pools
- Attendance at musical shows per 1000 people
- Attendance at sports facilities per 1000 people
- Attendance at selected events per 1000 people
- Library use (as measured by circulation per person)
- Recreation expenditures for activities/maintenance
- Boat ramps per 100,000 people

Sustaining a Healthy Community

- Racial disparity in infant deaths
- Infant death rate
- Newborns with healthy birth weights

- Early prenatal care
- Children receiving scheduled immunizations
- Alcohol use reported by youth
- People with no health insurance
- Jacksonville health care rated as high quality
- Deaths due to heart disease per 100,000 people
- Cancer deaths per 100,000 people
- Lung cancer deaths per 100,000 people
- Packs of cigarettes sold per person
- Nursing-home patient days per person aged above 65
- People receiving home-delivered meals
- Newly diagnosed AIDS cases per 100,000 people
- Sexually transmitted disease reports
- HIV racial disparity
- HIV/AIDS-related deaths per 100,000 people

Maintaining Responsive Government

- Elected leadership rated as high quality
- School Board leadership rated as high quality
- Can you influence local government?
- Voter registration
- Percentage of registered voters who vote
- Satisfaction with public-safety services
- Keeping up with local government news
- Diversity of elected officials
- Satisfaction with basic city services
- Can you name two city council members?
- Households watching local early-evening news

Moving Around Efficiently

- Commute times of 25 minutes or less
- Average seats on airplane flights
- Destinations served by direct flights from Jacksonville International Airport (JIA)
- Total passengers flying in or out of JIA
- Average weekday Jacksonville Transportation Authority (JTA) bus ridership
- Average weekday miles of JTA bus service
- JTA bus headways within 30/60 minutes
- Average weekday skyway ridership

Keeping the Community Safe

- Index crimes per 100,000 people
- Juvenile delinquents per 1000 youth

- Serious student conduct violations
- Juvenile alcohol/drug arrests per 1000 youth
- People feel safe in their neighborhood at night
- People report being victims of a crime
- Rescue-call response times under 4 minutes
- Fire-call response times under 4 minutes
- Police-call response times under 5 minutes
- Child abuse reports per 1000 children
- Domestic-violence-related crime reports
- Domestic-violence-related homicides
- Motor-vehicle accidents per 1000 people
- Violent deaths per 10,000 youth

Appendix B: Time line of JCCI indicator improvements

1974	Amelia Island Conference
1975	JCCI created
1985	“First Life in Jacksonville: quality indicators for progress” document published
1991	Indicator set revised
1991	Targets for 2000 created for all indicators
1995	“Creating a community agenda: indicators for health and human services” first published
1998	Indicators Steering Committee creates subcommittees to address the vision for the indicator project(s), create a process to upgrade the indicator set, and market the indicators to the community
1999	Targets for 2005 created for community agenda indicators
2000	Indicators upgrade project—review of all QOL indicators and prioritization of elements and indicators within each element
2000	Linkages among QOL indicators created
2001	Targets for 2005 created for QOL indicators
2002	Linkages created among community agenda indicators and QOL indicators
2002	Indicators of Civic Health project completed
2002	Amalgamation of community agenda and QOL indicators into one indicator set completed
2005	Race Relations Report Card (indicators of racial disparity and discrimination) project completed

Notes

1. Bureau of Economic and Business Research, University of Florida (2004). *Florida Population Studies, Population Projections by Age, Sex, Race, and Hispanic Origin for Florida and Its Counties, 2003–2030*, 37(3).
2. Jacksonville Community Council Inc. (2004). *Quality-of-Life Progress Report*.