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1975

## Learning about Jacksonville: Issues and Trends in our Community

Jacksonville Council on Citizen Involvement

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# learning about jacksonville



## ISSUES AND TRENDS IN OUR COMMUNITY

A SUMMARY OF CITIZEN TEAM REPORTS SUBMITTED TO THE  
JACKSONVILLE COUNCIL ON CITIZEN INVOLVEMENT, INC.

1975



# LEARNING ABOUT JACKSONVILLE

What's happening in Jacksonville? Where are we going as a community? To help find some of the answers to these questions, a diverse group of interested and involved Jacksonville citizens began meeting in the Spring of 1975. The teams researched, interviewed, discussed, evaluated and ultimately each put together a data brief about the area they were studying. This report is a summary of those data briefs, eleven in all. Copies of the full texts are available for review.

These teams were sponsored by the Jacksonville Council on Citizen Involvement (JCCI), a community organization established by Jacksonville citizens for the purpose of:

- Helping citizens learn how to increase their effective participation in community affairs.
- Strengthening and improving community institutions.
- Finding out who we are as a community, where we're going, and how to improve the quality of our lives.
- Bring institutions and citizens together with the comprehensive basic information that will allow all to share in community decision making.

Citizen study groups are the basic tool used by the JCCI for accomplishing these purposes. All of the teams followed a general pattern in the way they functioned:

- The JCCI Board issues the charge.
- The Committee meets and identifies interests and concerns.
- A focus is chosen and an approach is developed.
- Research is done.
- Findings are assessed and conclusions are drawn.
- Recommendations are made for Board approval.
- The information is interpreted and disseminated.

A city is its people — they determine its spirit, its image, its greatness. It is the people who must find the answers for today and lay the foundations for the future.

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# ● COMMUNITY

## I. IS JACKSONVILLE A GOOD OR BAD CITY? WHAT GIVES CITIZENS A SENSE OF COMMUNITY?

"What makes a good city, and how does Jacksonville rate?" A basic question: "What makes a good community?" may give a clearer picture of how to decide what a good city is.

A good community is where people feel "cared" about and have the opportunity to express themselves. It provides mechanisms where people can join other people in being responsible for themselves and others. (According to recent research, the belief that leadership cares is more important to a community's mental health than stable families and good jobs).

A good community recognizes the tremendous people-power resources available in its men, women, and youth and therefore encourages participation by all of its members and provides various opportunities for involvement and rewards for those who do become involved.

A good community is one of opportunity. It sustains and nurtures the human spirit by providing opportunities to build self-identity and a sense of personal fulfillment.

To build loyalties by citizens in communities to something called a "city" there needs to be:

- mechanisms that gather people together on familiar ground to talk about unfamiliar things.
- images which give citizens a way of feeling a part of the whole.
- events that build emotional ties and "good feelings" about living in Jacksonville.
- community goals that transcend individual neighborhood priorities and bind people together in a common purpose.
- time to allow for dialogue and the building of personal relationships.

## II. DOES A SMALL GROUP RUN JACKSONVILLE?

When analyzing community involvement in Jacksonville, the often repeated comment that a "small group runs the town" offered the best handle on starting to understand Jacksonville's identity problem. A real or perceived monopoly on involvement can stymie or thwart the initiative of many. What people think can effect their behavior. An inaccurate image can have devastating effects on trust, loyalties, and the commitment by many to try.

In order to understand who "runs" Jacksonville, leadership in the Government, Business, and Private Sector were catalogued by their involvement in 52 areas. The results of the cataloguing showed:

- more than 900 individuals have been identified
- involvement is stimulated by civic, social, economic, occupational and public interest
- involvement covered a wide range of interest areas
- some people joined one group and not another — there is no obvious interlocking web of influence by a few
- the 900 plus people who were catalogued are **predominantly**: (a) white, (b) male, (c) professional, (d) between 40-60 years old
- there is only a moderate level of participation by blacks, women, and blue collar people
- the women involved are usually white, upper-income, housewives
- the blacks who are involved are usually highly educated males

- blue collar involvement is usually by union leadership representatives
- involvement by 20-35 year olds is conspicuously absent.

The pattern of the type of person involved was clear, the issue seems not that a few run things — but that the many who are involved only partially reflect the perspectives and identity of Jacksonville as a whole.

### III. ARE OPPORTUNITIES FOR INVOLVEMENT LIMITED?

A basic question is whether or not few or many opportunities for citizens to become involved exist.

Analysis showed over 300 different kinds of involvement. The following matrix schematically interprets the level and diversity of organizational involvement and the inter-relationship of involvement between the two categories into which the data was organized:

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See Table — OPPORTUNITIES FOR INVOLVEMENT — Page 4

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### IV. RECOMMENDATIONS:

#### A. TO PRESENT COMMUNITY LEADERS

##### City Government

- Elected officials must believe in civic involvement. They must support, nurture, and foster it with clearly stated policy and action.
- Appointments to advisory boards should be truly representative of the community, including age, sex and racial characteristics and not be solely based on political obligations. There should be avenues for organizations and citizens to make nominations and attention should be paid to those so named. The Mayor presently asks the Mayor's Commission on the Status of Women for nominations of women to boards. This type of policy should be strengthened and expanded.
- Personnel in staff positions are often the only avenues by which citizens can talk to government. Good communications skills are vital for them. Opportunity and time for communication skills training should be provided.
- Government should sponsor events designed to encourage dialogue and information exchange with citizens. The usual source now is a legally required public hearing or an appearance at a City Council meeting. The agendas at these meetings are controlled by government. Citizens may have agendas that are not being heard and government needs to be responsive.

#### B. TO THE COMMUNITY

Jacksonville cannot afford to continue to depend on the haphazard development of leaders and to let the left-out feelings of youth, minorities and newcomers grow. Solutions must be found for many vital issues that concern all of us. Energy is too valuable to be lost in duplicated human efforts of frustrated attempts to become involved.

##### Civic Involvement Institutes

Our community should support and promote the establishment of on-going civic involvement institutes. These institutes would serve the entire community by: (1) Offering a formal series of courses for leadership development, (2) Sponsoring an ad hoc series of courses as requested by public bodies and civic groups, (3) Aiding inexperienced community members in ways of getting started in civic involvement through: (a) understanding opportunities, (b) developing skills, and (c) feeling appreciated and rewarded.

(Dots signify level of opportunities for involvement. In some cases, it is not needed).

LEGEND:

- Medium

Low -

### ● **Neighborhood Level Involvement**

Citizens should have the feeling that they don't need to go "downtown" to participate but that they can do it at home — in the neighborhood: Neighborhoods need to establish meeting places that become identified as "the place to go": (1) for a meeting, (2) to exchange information, (3) to meet people with common interests, and (4) to gain support for solutions to neighborhood problems. Neighborhood Institutions, i.e. schools, churches, banks, clubs, can aid in involvement by: (1) providing places to meet in nearby and familiar surroundings, (2) providing and/or supporting opportunities to become involved on the neighborhood level, and (3) making resources available.

### C. TO BUSINESS

- Business leaders should understand that the strength of a city is in large part equal to its citizen's involvement.
- Policies which encourage civic participation by their employees should be pursued. Many people are hindered in citizen involvement because of time limitations. A little more organizational flexibility might aid this problem.
- Employees should be identified and recognized for their civic involvement.
- Business leaders should actively urge political leaders to establish positive policies for citizen involvement.

### D. TO PUBLIC EDUCATION

Many people never have civic involvement experiences until long after they are out of school. The feeling of many students that institutions are totally unresponsive to them may in part be due to their lack of participation.

- Student activities could be expanded to include volunteer work, participation in civic affairs, etc.
- Courses could be designed to provide civic experiences in cooperation with many institutions in the community.

### E. TO THE MEDIA

The media should actively support civic involvement through increased time and space, and innovative coverage ideas.

#### ● **Broadcasting & Television**

A series, perhaps on Channel 7, whereby: (a) civic issues are reported and discussed, (b) civic know-how information is presented, (c) civic involvement recognition is given, and (d) annual citizen and organization involvement awards are given.

#### ● **Radio**

A weekly program of: (a) civic events, meetings, (b) civic involvement recognition, and (c) civic ideas.

#### ● **Publishing**

A regular weekly column: (a) to focus on civic events, (b) acknowledge effective work, and (c) disseminate techniques and ideas.

# ● CRIMINAL JUSTICE/CORRECTIONS

- I. OVERVIEW:** The Jacksonville Council on Citizen Involvement chose to make the issue of the "Administration of Corrections in Jacksonville, Florida" as one of its top priorities for 1975.

In April of 1975, the Community Analysis Team on Corrections began its work. The first conclusion reached by the Team was that the issue of Administration of Corrections had been studied to death and what was NOT needed in Jacksonville was another study or study report. The Team chose to serve as a catalyst to educate the community regarding the issue and to create a public consensus on the issues so that public officials could go ahead and **MAKE THE NEEDED CHANGES.**

The Team's two strategies to achieve its community education and public consensus goals were: (1) To meet with the key public officials and share with them the Team's mandate and ask them for their support; and (2) To plan and conduct a Community Forum at which national experts and local public officials could publicly discuss the issue and point the way toward resolution.

- II. THE COMMUNITY ANALYSIS TEAM'S FINDINGS:** The team prepared itself to carry out these strategies by reviewing all studies:

- **A DEFINITION OF CORRECTIONS:** Corrections is that part of the Criminal Justice System which incarcerates individuals as a penalty for violating the law. Correctional Programs focus on helping offenders to rehabilitate their lives and readjust to society after being incarcerated.
- **THERE ARE TWO MORE PARTS TO THE CRIMINAL JUSTICE SYSTEM:**
  - Law Enforcement, which focuses upon prevention of crime, the apprehension of the offender, and public safety; and
  - Judicial Involvement (the Courts), which focuses, in part, on the mechanical processes of determining innocence or guilt.
- **THE ADMINISTRATION OF CORRECTIONS IN JACKSONVILLE:** Correctional programs in Jacksonville are administered by numerous agencies and often they work at cross purposes with each other. The Office of the Sheriff is responsible for the Duval County Jail, the Jacksonville Correctional Institution, and the Work Furlough Program; the City Human Resources Department is responsible for four (4) Residential Treatment Programs; and the City Health Department operates residential programs for alcohol and drug abusers.
- **WHAT THE STUDIES CONCLUDED:** All recent national and local studies call for the separation of the administration of Correctional programs from Law Enforcement programs and the creation of a centrally administered agency in the executive branch of government to administer Correctional programs.
- **WHAT THE FORUM CONCLUDED:** The Community Forum on "The Place of Corrections in the Criminal Justice System" (held in October, 1975) concluded that:
  - The State of Florida should administer all Correctional Programs; but until the State assumes this responsibility Jacksonville/Duval County must address the issue.
  - Correctional Programs should be separate from Law Enforcement Programs.
  - Correctional Programs should be administered in a **NEW DEPARTMENT** of Corrections under the Mayor.
  - More public monies should be used for Corrections Programs if needed.

**III. WHERE WE ARE NOW:** The City Council passed a Resolution asking the Duval Delegation to amend the City Charter to allow the City Government to have responsibility to deal with the issue of who administers corrections in Jacksonville. The Mayor has asked the City Legal Dept. to "do what is necessary" to implement the consolidation of Correctional Programs in the Executive Branch of Government.

**The Master Plan: Jacksonville Corrections — 1975-1990**, a study released on November 25, 1975 by the Mayor's Office of Criminal Justice Planning once again called for the separation of Correctional Programs from Law Enforcement Programs. This study also offered a blueprint for designing Correctional Programs at a savings to taxpayers.

## ● EMPLOYMENT/FINANCIAL ASSISTANCE

**I. OVERVIEW:** The quality of life in Jacksonville is most directly influenced by the income levels of its citizens and the cost of purchasing basic goods and services.

Over a period of time, our society has evolved three systems and a related set of public policies upon which it largely depends for the provision of consumption needs: the employment system, the social and private insurance system, and the welfare system.

- The employment system provides opportunities for remunerative work in both the private and public sectors. Ideally, able-bodied workers would be able to support themselves and their families entirely on earned income during their periods of employment.
- The social and private insurance system provides income protection for workers and their families, primarily by replacing a portion of earnings that are discontinued due to unemployment, disability, retirement, or death. Ideally, workers and their families would be insured a standard of living not too far below that maintained before their earnings were disrupted.
- The welfare system is intended to provide some minimum standard of adequacy of consumption for some persons who, for various reasons, are not receiving sufficient income from other sources. Not all families with insufficient incomes are covered by the welfare system. Although private charities and other institutions participate in this system, it is dominated by the public sector.

**II. LIFESTYLE COSTS: 1967-1973:** The Bureau of Labor Statistics' Urban Workers' Budget includes three different budgets, each representing a different standard of living — low, intermediate, and high. The lowest of the three budgets in 1973 required an income of about \$8,200, the highest is \$18,200.

- In the six years between 1967-1973, the cost of all three budgets rose by roughly 39% or approximately 5-6% per year. In 1967 a family living at the standard implicit in the most expensive budget required an income of \$13,500. To sustain the same lifestyle the family needed about \$5,150 more in 1973. This in short has been the "cost" of inflation.
- Most of the indicated increment is accounted for by higher tax obligations. In small part, this is explained by larger Social Security contributions, but most of it by personal income taxes — not because of changes in tax rates, but principally because as the family's earnings increase, each additional dollar falls into a higher tax bracket.

- But whatever the reason, over 28% of the additional dollar income required by the family to maintain the same real living standards as six years earlier was due to taxes. For the intermediate budget, the relative figure is 25%, for the lower budget, 21%.
- The cost of a fixed food basket was up by almost 56% during the same interval for the most expensive budget, marginally less for the middle one, about 48% for the lowest budget.
- Housing costs — rent or related homeowner outlays, as well as home-furnishings were up by more than 30% and accounted for about a fifth of the entire rise in the cost of the family's budget.
- Medical care grew some 40% more expensive during the six-year period, but since this is a comparatively small budget item, its impact on total costs was moderate.
- All told, taxes, food and housing — in that order of relative importance, accounted for well over three-quarters of the rise in the cost of the highest of the three budgets during the period 1967-1973.

**III. EMPLOYMENT POLICY:** Employment policy and the problems that our social insurance and welfare systems are designed to address are closely interrelated, a factor that cannot be overemphasized. Consider the following:

- In our society, it is generally regarded as more desirable to increase income in the form of earnings, or transfers that are related to past earnings, than in the form of welfare cash payments.
- Generally speaking, greater employment means greater economic growth and less need for welfare programs to provide for minimum standards of adequate consumption.
- As the unemployment rate decreases, lower income groups show relatively greater increase in earned income because low-income workers are usually at the end of the hiring queue.
- The fewer the employment opportunities, the greater the burden on both the social and private insurance and welfare systems.
- High unemployment tends to make welfare programs more complex and difficult to administer. The higher the unemployment rate, the greater the need for special measures to promote employment possibilities for welfare recipients. There is an increasing belief among some policymakers that these measures may have to include the creation of a considerable number of jobs.

**IV. EMPLOYMENT IN JACKSONVILLE:** Duval County is characterized by labor intensive, non-durable goods industries. Our major industries are services, wholesale and retail trade, and manufacturing. Ranked by employment our industrial mix appears as follows:

1. Wholesale & Retail Trade .....	30.94%
2. Services .....	17.98
3. Manufacturing .....	13.90
4. Finance, Insurance & Real Estate .....	11.12
5. Contract Construction .....	8.78
6. Transportation, Communication & Utilities .....	8.64
7. State and Federal Government .....	8.02
8. Agriculture, Forestry & Fisheries .....	0.34

Another mainstay of Duval's economy is its military installations. The three Naval bases in Jacksonville employ over 41,000 military and civilian employees. This figure has increased over the last five years from 34,300 despite two recessionary periods during that time.

The labor intensive aspect of our industrial base has helped to maintain low unemployment rates in the Jacksonville area. Over the last five years (1970-74) we have averaged 4.4% unemployment which is .4% higher than the 4.0% rate used by the Council of Economic Advisors to denote full employment levels. This is significant since the

full-employment level indicates our economy has been operating at close to capacity for that five year period. In other words, what could be produced by all of our industries was being produced.

Cutbacks in production probably began to occur around April 1974, when unemployment rates began to rise, slowly at first, to their current level of 7.9%. This latest rate compared to 9.2% nationally and 12.2% for the rest of the state.

The universal need for Manpower Services for Fiscal Year 1975 in Jacksonville is 66,200. Of that number, 24,800 are underemployed and 1,400 are unemployed.

#### V. EMPLOYMENT ISSUES:

- recent income increases have been wiped out by inflation
- low black per capita income
- increased labor force participation by women — decreased participation by black males
- increased F.S.I.D.C. deductions reduce take home pay
- energy, housing, food costs have cut purchasing power
- high unemployment increases role for income supports, e.g. unemployment compensation, public employment, food stamps

**VI. SOCIAL AND PRIVATE INSURANCE POLICY:** The primary function of employment-related social and private insurance is to replace potential earnings lost due to unemployment, disability, retirement, or death. This represents society's backup system to ease the hardships caused by an abrupt cessation of earned income. An effective national employment policy enhances the role of this system in the overall income support system because as more individuals have closer attachment to the labor force, more are eligible for work-related insurance, and fewer require welfare assistance when their earnings are disrupted.

An outline of the public and private programs that together comprise this system is provided in Table 1. Both the private and public components of this system are in need of considerable strengthening. The coverage is generally inadequate.

**TABLE 1: THE SOCIAL AND PRIVATE INSURANCE SYSTEM**

Reason for Earnings Loss	Earnings Replacement Program
Temporary Unemployment	Unemployment Insurance (UI)
Disability:	
Resulting from work, total and partial	Workmen's Compensation (WC) Veteran's Compensation
Not resulting from work	Sick Leave (provided by public and private employers)
Short Term	Temporary Disability Insurance (TDI) (both public and private)
Long Term, total	Social Security (OASDI) Long Term Disability Insurance Early Retirement Pensions
Retirement:	
Low to middle-income retirees	Social Security (OASDI) Some private provision (pensions, annuities)
Middle to upper-income retirees	Social Security (OASDI) Considerable private provision
Death	Life Insurance Social Security

**VII. SOCIAL INSURANCE PROGRAMS IN JACKSONVILLE:** Since it's impossible to review all Social Insurance Programs, Social Security and Unemployment Insurance will be analyzed as illustrations of Jacksonville's Social Insurance Program.

**A. Social Security** — The basic principals of social security are: that it is compulsory; employers and employees contribute to the cost; and it is earnings related with no means test. The assumptions basic to its effective operation are a favorable ratio of workers to retirees, and wages rising faster than inflation.

Recent issues that raise questions about social security's long term stability and equity are: projected lower birth rates, reduction in the number of workers in the worker-to-retired ratio, and suggestions that the social security tax structure is regressive, combined with inflation to hit the lower income brackets the hardest. (See Table 2.)

**TABLE 2. SOCIAL SECURITY TAX RATE**

Year	Wage Tax Percent	Wage Ceiling Subject to Tax	Maximum Employee Payment
1937	1.00%	3,000	\$ 30
1949	3.00%	3,000	90
1974	5.85%	13,200	772
1975	5.85%	14,100	825

Some 75,000 Jacksonville beneficiaries received over 123 million dollars of benefits in 1974. A selected year history of trends is summarized below:

**TABLE 3. BENEFITS TO JACKSONVILLE: MONTH OF DECEMBER**

Year	Beneficiaries	Payments	Payments Per Beneficiary	Estimated Annual Disbursements
1954	11,613	\$ 525,987	\$ 45.29	\$ 6,311,844
1964	38,840	2,410,826	62.07	28,929,912
1970	55,935	5,170,000	92.43	62,040,000
1974	75,200	10,311,612	143.79	123,739,340

Note: Medicare went into effect in July, 1966. From then until December 1967, a total of 36,050 persons in Duval County received \$8,648,202 in Medicare. 37,417 persons in 1968 received \$9,939,568 and 38,373 received \$12,109,154 in 1969. Medicare and supplemental medical insurance in 1970 had an enrollment of 40,325 persons and paid out \$14,124,479. In 1971 there was an enrollment of 41,892 persons and \$15,357,000 paid out.

**B. Unemployment Insurance** — Unemployment Insurance is a state-administered (using Federal guidelines) program aimed at partially maintaining income of those persons formerly employed who have been temporarily laid off or terminated. The program is funded by the mandatory collection from employers of a percentage of the gross payroll. Benefits are paid to employees who are out-of-work on the basis of their former income and within certain specific limits.

Recent changes in compensation guidelines extend coverage from a 13 week maximum up to a possible 52 week period. Table 4 below summarizes trends in 1974-75.

**TABLE 4. UNEMPLOYMENT COMPENSATION (Duval)**

Year	Number of Recipients	Total Disbursement
January 1974	1,051	\$ 151,959.00
1975		
January	4,165	827,149.00
February	4,377	904,098.00
March	5,668	1,160,968.00
April	5,975	1,363,452.00
May	5,607	1,253,100.00
June	5,621	1,171,109.00
July	5,938	1,388,529.00

**VIII. SOCIAL INSURANCE ISSUES:**

- The policies which inflate costs of employing low-wage workers include both the Social Security and health insurance through payroll taxes to which the employer contributes. Therefore, the low-income worker is more expensive to employ than the high-wage worker. Furthermore, many older citizens who are willing and able to work are discouraged by the Social Security System. Changes in taxes, subsidies, and methods of government purchase and regulation may lead to more productive use of the nation's human and nonhuman resources.
- To date, Social Security benefits have far exceeded the payroll taxes paid by most beneficiaries and their employers. This has happened because the cost of benefits for each generation of beneficiaries is borne by the current generation of workers, and the work force and economy have an expanded population of ex-workers and their dependents and survivors. The changing age make-up of the population requires rethinking the structure and purpose of Social Security. Unless the system is re-oriented to a stricter wage-replacement role and its welfare functions absorbed by other programs, the next generation of workers will be required to pay exorbitant taxes and there may be limited money left for other needs.
- Jacksonville is facing a new era with regards to senior citizens. Few public policies or programs have positive strategies to incorporate senior citizens into the full life of the community.

**IX. WELFARE POLICY:** If full employment could be maintained and education and manpower policies were sufficient to provide adequate incomes to all families with an able-bodied head, and if the earnings replacement of our social and private assistance programs were adequate, then welfare would only be concerned with families in which no one is currently employable and with families in which there was no eligibility for social insurance programs.

However, such is not the case. Our employment system and work-related insurance programs do not provide sufficient earnings potential and income replacement to allow all those with a significant attachment to the labor force to avoid poverty. Thus, in addition to the need for substantial income assistance for those in families without labor force participants, there is a need for assistance to families with persons who are employable but are underemployed or unemployed, as well as some special manpower and employment policies so that they might become less dependent. Many people working full time, or nearly full-time, are still not able to earn enough to keep themselves or their families out of poverty. They require regular, but small, supplementation in order to raise their incomes to minimum standards of adequacy.

**X. THE COMPONENTS OF THE WELFARE SYSTEM:** The present transfer system is not, in fact, a system as traditionally defined, with rationally interacting elements that are mutually reinforcing. Rather, it consists of numerous programs with different goals and other characteristics, not an unexpected situation since each component was independently developed. However, this program mix has generated two unforeseen results. For example, in many of these programs, benefits are reduced as the recipient's earnings rise. While no single benefit reduction may seem excessive, the cumulative effect for an individual receiving benefits from several programs may be an implicit benefit reduction rate of more than 100%. Second, both the benefit levels and scope of coverage of the programs are inadequate and inefficient in terms of their anti-poverty impact, despite the high cost.

All income-tested programs, by definition, provide benefits only to persons whose incomes are below some eligibility level. In addition, to receive cash assistance, the individual must be aged, blind, or permanently and totally disabled (SSI); or in the case of a family with children, have lost the support of a parent through death, incapacity, or absence of a parent from the home (AFDC).

In the welfare system, there are five major component programs: Aid to Families with Dependent Children (AFDC), Food Stamps, Medicaid, Housing, and Supplemental Security Income (SSI).

In addition to the five programs mentioned above, there are numerous other income-tested federally financed programs that provide benefits to the poor. These programs generally provide benefits in the form of goods or services rather than cash. Included in this group are the food distribution program, child nutrition, health programs that provide direct services, child care services, the Work Incentive Program (WIN), and as a social service to cash assistance recipients — legal services, various social services, and manpower training services — the Manpower Development and Training Act (MDTA), Neighborhood Youth Corps (NYC), and Job Opportunities in the Business Sector (JOBS), for example. Eligibility for some of these services is closely tied to eligibility for the cash assistance programs — WIN, social services, and some day care programs are examples. Since many of these programs are administered by other agencies, independent of the cash assistance programs, there are often no controls on overlapping coverage. Some families participate in many programs, while others participate in one or two or none at all.

## **XI. TEMPORARY FINANCIAL ASSISTANCE:**

A. **City Welfare** — The City of Jacksonville has recently appointed a new administrative staff to its Welfare Division. In the past year, there has been marked improvement in fiscal controls, client services, and interagency cooperation. Close to \$400,000 is spent annually to help Jacksonville citizens overcome temporary financial disabilities.

B. **Private Agencies** — Six United Way agencies distributed over \$90,000 in 1974:

1. Travelers' Aid .....	\$29,400
2. Transient Youth Center .....	5,600
3. Clara White Mission .....	N/A
4. Jewish Family & Children's Services .....	6,600
5. Catholic Charities .....	4,400
6. Salvation Army .....	42,000

Many churches and service organizations provided assistance to families and individuals.

**XII. PUBLIC EMPLOYMENT:** The City of Jacksonville sponsors with Federal monies, a range of programs for those with employment

problems. The services range from counseling, referral, job placement, work experience, and in some cases, actual subsidized public service employment. The level of monies for 1976 will be \$6,683,613 to serve 11,040 clients.

### **XIII. RECOMMENDATIONS:**

- The Chamber of Commerce or some appropriate groups should establish a long range planning team to examine the changes in manpower structure which correspond to the medium and longer term structural economic changes that are induced by the higher price of energy. Manpower programs should be designed to assist movements of manpower from industries expected to decline in the long run, and to assist transfers to those sectors most likely to contribute to a different pattern of economic and social development. Special concern on the short term should be focused on the 35-55 year old semi-skilled worker who generally is not suited to extensive retraining, but wants job placement.
- Equal employment opportunity and effective manpower training programs are essential to maintain basic quality of life for all Jacksonville citizens and to reduce dependence on the welfare system. A collaborative effort should be made by the Community Relations Commission, the City's Affirmative Action Officer, the Jacksonville Urban League, the Commission on the Status of Women, and organizations representing the handicapped to assess progress made in equal employment opportunity and to identify areas where work still needs to be done.
- The public bus system routes and schedules should be substantially reworked in order to better serve low-income commuters. Local public funds should be more readily available to subsidize bus service for those who need it.
- Day care service should be available, where feasible, to working parents who desire it at a cost they can afford.
- National Welfare Reform requires Congressional action. Local efforts should be made to develop citizen support for the need of reform to the point where the Jacksonville Congressional Delegation has a clear mandate to push for action in Washington.
- All agencies providing financial aid and/or social services should continue to upgrade their staff's knowledge of the services and eligibility requirements of the full scope of existing agencies in Jacksonville so that needy persons will be assured of receiving all the services they need and for which they qualify.
- Greater efforts should be made to publicize through the media both the services and the eligibility requirements of financial aid and social service agencies so that all in need will be aware of the opportunities for financial aid and social services which exist.

## **ENERGY: JACKSONVILLE'S ALBATROSS?**

**I. OVERVIEW:** Jacksonville/Duval County, Florida is an urban center which is part of an industrial society which lives off of certain basic energy sources. These energy sources and their uses are very complex and interrelated.

- The sun, ocean, tides, wind, river, oil, gas, electricity, etc. are all key ingredients in Jacksonville's energy picture and economy.
- Automobiles, air-conditioners, Jacksonville Electric Authority, the port, the salt water marshes, pine trees, and the Navy are examples

of key factors which are both contributory and determinate of the way we live in Jacksonville.

- Communities throughout history have been driven by various sources of energy. In 1975 we rely heavily on oil (from Venezuela) as the major energy commodity in our economy.
- The cost of oil, and the future limitations of its supply is forcing a review of other sources of energy to run our economy.

## **II. TRENDS:**

- Jacksonville is faced with the situation of making decisions at a time in history in which there is a **BASIC CHANGE** in the supply, use, and cost of energy. Today we are making decisions about energy based on the past consumption, availability, and costs of resources. In the near and long-term future, consumption trends, availability, and costs are unknown factors. These unknown factors presently do and will continue to force basic changes in our lifestyle and economy. Our only hope of planning and controlling our destiny is to get some handles on these unknown factors.
- During the next twenty (20) years of transformation, we can avoid being vulnerable during transition from one energy source to another, or from one energy use to another, by carefully examining the various alternatives we have and the impact-result of each alternative.
- Jacksonville needs to begin a comparable process. The cost of energy influences the production and cost of goods and services. Employment, income levels, and our tax base will be critically shaped by the energy decisions (strategies) that we develop during the next five (5) years (1975-1980).

## **III. COMMITTEE RECOMMENDATIONS**

The Jacksonville Council on Citizen Involvement recommends to the Board of Regents that they initiate the development of a long term energy research and development process between **appropriate** community groups in Jacksonville, (e.g. Mayor's Energy Office, JEA, OPS, Power, Inc., Florida Gas, Appliance Dealers, HUD, U.S. Navy, Duval Public School System, Jacksonville Shipyards, City Council, Chamber of Commerce, League of Women Voters, The Junior League, Jaycees, U.N.F. and Florida Junior College) and the many resources available at the University of Florida in the College of Engineering. These resources are presently in place, but are not coordinated or structured to serve the urban areas of the state which provide the base for their existence.

Conservation is the key alternative that is available to us on a short and long term basis, as we deal with our energy resource problem in Jacksonville. Therefore, we recommend as primary community strategies, the following:

- Funding and policy support for the Mayor's Energy Office by City Council and/or JEA.
- Continued support for Mass Transit Development.

# **● ENVIRONMENT/LAND USE**

## **I. ISSUES:**

In more and more communities across the country, the costs and benefits of continued growth are merging as major public issues. There is manifested strong resistance to unbridled growth and inade-

quate land use management. Diverse groups within society have led some communities to significant changes in public policies which affect the nature and extent of local growth.

At the same time, dissent over the implications of unwise growth restrictions has been heard from various business interests, property owners, builders, and advocates for the disenfranchised: the poor, minorities, the underemployed, and the aged. Frequently, the far-reaching repercussions of growth controls are not analyzed at length by those who are caught in the midst of public debate over alternative futures for their communities. The range of tools, systems, and methodologies — as well as the inherent legal, social, economic, and administrative questions — often are not subject to sufficient evaluation. In fact, some interest groups operate on the principle that in the midst of debate and confusion, political support can be generated through the strategic manipulation of public opinion.

## **II. JACKSONVILLE PERSPECTIVE:**

Jacksonville is faced with much of the same dynamics as outlined above. The debate of the passage of a Land Use Plan, the formulation of a Growth Policy for the Jacksonville Urban Area Transportation System (JUATS Study); concern about the effect of zoning procedures, and the adequacy of existing policies for Neighborhood Redevelopment; combined with massive increases in the cost of public services in such areas as: sewer, water, roads and schools — all these issues can be talked about in the context of growth management, and the need for clear policy guides for public decision making.

## **III. COMMITTEE RECOMMENDATIONS:**

Because of the diversity of opinion and sometimes emotional and rhetorical tone of the community discussions, it is proposed that JCCI stimulate a broader community discussion in 1976 around the major issues of the costs and benefits of growth and the need to develop coordinated policy to guide the allocation of public money for municipal services.

Such public discussions, hopefully, will aid decision-makers in arriving at decisions on: the Area Transportation Plan, the passage of a State Mandated Land Use Plan, the reformation of our zoning codes, the attention to Neighborhood Redevelopment processes, and better coordination of Capital Improvement Programs, especially: water, roads and schools.

The assumptions that would guide the committee are as follows:

- Cities are viable
- No growth is **not** the solution
- Jacksonville is **going to grow**
- No single criterion should guide land policy
- It is recommended that the Board review this for consideration in the 1976 JCCI Work Program, and if there is an affirmative decision, designate a committee to move forward on the design and implementation of a Program which develops realistic input for community decision makers in 1976.

# **● HEALTH**

- I. OVERVIEW:** The Community Analysis Team on Health established a perspective and approach to health which forces the community to consider the life cycle stages, and strategies of prevention and personal

health maintenance. The conclusions and recommendations are built on the simple premise:

**HEALTH & WELL BEING = HEALTH LIVING CONDITIONS  
AND GOOD PERSONAL HEALTH  
HABITS**

Even though this premise might seem simple, self-evident, and logical — it does not enjoy widespread understanding or acceptability. We generally are guided by habits of behavior that say when you are ill, you go to a doctor to get well. Subtly, in our minds and in our institutions, the operating premise is:

**HEALTH = TREATMENT OF ILLNESS = MEDICINE**

- The economic implications of such a premise have enormous proportions.
- In 1973, Jacksonville spent over 263 million dollars or 452 dollars per capita for health services. Nationally, in 1974 Americans spent 104.2 billion dollars or 485 dollars per person for health services.
- There is a recognized and legitimate need for medical services. The concern of the committee is that most of our institutional mechanisms nationally and locally, most of our resources, and most of our citizen energy concentrate almost exclusively on the development and improvement of medical services.
- It has become obvious that, we the citizens of Jacksonville, must pay more attention to the preventive aspects of health. Jacksonville needs to give more attention to health policy and programs based on a perspective of personal health habits and community conditions which nurture positive well being. Such a premise needs not only attention and discussion, but an institutionalized mechanism which can guarantee:
  - a regular forum to address, explore, discuss and debate issues and concepts from a prevention perspective which promote long term health.
  - continual investigative analysis of specific local issues and needs.
  - strong educational and communication strategies which can mobilize opinion and foster corrective actions.....

## **II. HOW WE LOOK AT HEALTH:**

- A. **COMMUNITY AND INDIVIDUAL HEALTH** — There are four ways to approach the issues of community and individual health:
  - **HEALTH IS BEYOND THE CONTROL OF MORTAL MAN. POPULATIONS AND INDIVIDUALS ARE GUIDED BY THE HAND OF SUPERNATURAL INFLUENCES.**
  - **THE "PUBLIC HEALTH" APPROACH, WHICH STRESSES INTERVENTIONS INTO THE SOCIAL AND ENVIRONMENTAL ORDER TO FOSTER CONDITIONS THAT PREVENT DISEASE AND ARE CONDUCIVE TO HEALTH.**
  - **INDIVIDUAL RESPONSIBILITY FOR PRACTICING GOOD HEALTH HABITS TO STAY WELL, AND LIMIT SICKNESS.**
  - **TREATMENT OF THE SYMPTOMS OF ILLNESS BY THE MEDICAL CARE SYSTEM.**
- B. **WHATEVER APPROACH IS EMPHASIZED, IT SOON BECOMES OBVIOUS THAT:**
  - Individuals and populations experience certain growth and developmental stages in life.
  - Key conditions modify the pattern of development.
  - Some factors are positive — some negative.
- C. **GROWTH AND DEVELOPMENT:**
  - Occur continuously in successive stages and in the same sequences.

- Proceed in physical, mental, social, and emotional dimensions, all closely interrelated.
- Progress unevenly at individual rates and in individual fashions.
- Are influenced by heredity and environment to produce individuality.

#### **D. CONDITIONS CAN MODIFY THE PATTERNS:**

- |                               |                           |
|-------------------------------|---------------------------|
| • Dynamic Body Fitness        | • Psychological Challenge |
| • Recreation & Leisure        | • Foods and Nutrition     |
| • Security in Affection       | • Hereditary Endowment    |
| • Disease, Infection, Defects | • Environmental Quality   |
| • Accidents & Injury          | • Activity, Sleep & Rest  |
| • Health Care                 | • Opportunity to Learn    |

### **III. TRENDS:**

**A. An Historical Comment** — Man, at first, sustained himself on earth by being a gatherer. He picked fruits, nuts, berries, and other edibles for nourishment. From this state, he moved into a carnivorous role, introducing himself to meat, fish, and poultry, and combined the gathering role with that of the hunter. Because of the problems of nomadic existence, he later staked out land and became a farmer, thus relying on more stable sources of existence. The scourge of man during his early period of life in the world was primarily death by starvation and/or by violence. As nations moved from agrarian economy to an industrial one, man moved from the country to the city. Now 80 percent of the people in the United States live on 5 percent of the land. While infection was always a cause of death, as man crowded into the cities, infection replaced starvation and violence as the major cause of death. Contamination of food and drinking water and contagious diseases became the scourge of man. Both starvation and infection caused him to die at a young age. Man learned to control infectious disease by purifying drinking water, disposing of sewage, keeping food germ-free, providing plumbing and sanitation, pasteurizing milk, and draining swamps. With the development of the germ theory of disease, and the identification of disease-specific organisms, a host of immunizations was developed to protect man from the ravages of communicable diseases. Smallpox, rabies, diphtheria, whooping cough, tetanus, typhoid, cholera, polio, measles, mumps, and german measles were controlled by the development of biologicals to protect man.

As a result of these scientific and public health advances, the average life expectancy has risen from 47 to 70 years, and the death rate has been more than cut in half, from 20 deaths per 100,000 to less than 10, since 1900. The leading causes of death in 1900 were flu, pneumonia, diarrhea-entiritis, and tuberculosis. With the control of the infectious diseases, man became ravaged by aging, sedentary living, excess food, alcohol, cigarette smoking, urbanization, crime, the automobile, air pollution, and tension. By 1975, the three leading causes of death changed to heart disease, cancer, and stroke.

In order for man to survive these new ravages, he first has to have knowledge (health information), and based on this knowledge, he has to change his life style (health education). He has to know, understand, and be motivated to watch his weight and his diet, to limit his intake of alcohol, to follow genetic counseling, to exercise, to relax and recreate, to quit smoking cigarettes, to wear his seat belt, to use drugs judiciously, and to follow sound health and hygienic principles. Today, much of the health of a man and his longevity is controlled by the individual himself. Yet, the techniques and the state of the art of health education are such

that, up to now, a miserable job has been done in motivating man to change his life style and to reduce death disability.

An historical summary of the effects of these changes in the approaches to health show: (a) a renewed emphasis on individual responsibility; (b) that the complex nature of some health problems requires the combined efforts of individuals and groups in seeking solutions; (c) community action may be required to protect the health of individuals; (d) physical, biological, psychological, socio-economic, and political forces of our changing environment influence the health of a community.

A community consensus has to focus around family health as a point of departure to talk about food habits (diet), levels of needed physical exercise, use of mood modifiers, quality of water and air, participation in community life, and changing models of family structure. A philosophy of prevention, community education and catalytic action was the agreed approach and perspective.

- B. **An Analytical View** — Crisis in the service institutions: Professionalized service bureaucracies not only depersonalize and reduce health to a whole spectrum of categorical specialties, but health is locked into a political bargaining process where the internal objective of the service bureaucracies become the end, with increased difficulty by citizens to become intelligently involved in issue analysis and policy formulations.

A major concern is that increased allocation of money will bankrupt local and national treasuries, because the emphasis is on the delivery of medical services to treat illness. The issue is that there are not only financial limits to medical services, but real questions about the overemphasis in one approach to the detriment of prevention and promotion of health strategies.

The youth (13-25) life cycle stage sees a clustering of the evidence of pathological indicators.

Increasingly the normal and traditional "rites of passage" are being deferred, e.g. school → job → marriage → children. The idleness, lack of opportunity, and confused role expectations of youth is becoming increasingly a community policy issue.

Shift in age composition of Jacksonville: The decline of the birth rate and increased longevity due to medical services, have dramatic consequences on approaches to health: (a) who stays, who pays, why go to the hospital?; (b) overcommitment on illness of elderly; (c) limited medical services for 15-30; (d) limited social health services for 15-30; (e) limited community strategies to deal with stroke, heart, accidents, via control of drug use, and physical exercise.

- IV. **RECOMMENDATIONS:** The major recommendation is to institutionalize in Jacksonville a forum for public discussion of community health issues, so that education and action for health maintenance are improved.

Important health issues can be raised by looking at data not normally connected with health services. Data does exist for analysis. Policy can have dramatic effects on behavior.

It is therefore recommended that we as a community view all data indicators within a life cycle context and attempt to develop policy recommendations that:

- stress social and environmental conditions conducive to health.
- inculcate individual incentives for good health habits.

# HOUSING

**I. OVERVIEW:** Jacksonville/Duval, Florida has serious problems with regard to housing supply and housing needs. In 1973 the usual annual net gain in the housing supply reversed itself. 1975 will see the fewest housing starts in recent history. The future housing need as projected to 1980 will demand a 25% increase in total housing units.

- The condition of Jacksonville's housing stock has greatly improved since consolidation (1968). In 1968 the 33,000 substandard units comprised 19% of the total number of housing units while in 1975 the 22,247 substandard units comprise only 10.4% of the total number of housing units. This was a reduction of approximately one-third of the total number of substandard units.
- The cost of money has been the key factor in the slow down in housing starts and purchases in the past two years.
- Persons who are low-income, non-white, and elderly constitute classes of citizens who have special housing needs. Over 43,000 persons in Jacksonville pay over 25% of their income for housing. The City and the Federal Government have some programs which respond to persons with special housing needs. They are not adequate to meet the community's need for moderate and low-income housing.
- Housing in the future should be developed with access to or near job sites, compatible with ecological/environmental conditions in clusters to save on utility costs, with energy consumption in mind, and with a sense of the impact development has on community service institutions.
- The key recommendation of the Housing Community Analysis Team is for the community to act on the Amelia Island Conference recommendations on housing.

## TRENDS:

- **Housing Stock Trends** — Jacksonville/Duval County, Florida has 214,769 housing units (March, 1975). The trend of an annual gain in the net increase of new housing units reversed itself in 1973 and established a trend of an annual loss in the net increase of new housing units. 1975 has had the lowest number of new housing starts and mobile home purchases in recent years. The condition of Jacksonville/Duval County's housing stock has greatly improved during the past eight years. There are still 22,247 (March, 1975) substandard housing units in the City. However, the number of substandard housing units has decreased by 10,753 units since 1968.
- A projected 265,949 housing units will be needed in the City by 1980. This represents a net increase of 52,330 (March, 1975-January, 1980).
- **Trends in Housing Needs of Special Groups** — Persons who are classified by households as low-income, non-white, or elderly have special housing needs. (See Chart below).

## SPECIAL NEED HOUSEHOLDS — JACKSONVILLE/DUVAL, FLORIDA

Year	LOW-INCOME			NON-WHITE			ELDERLY		
	Total	Owner	Renter	Total	Owner	Renter	Total	Owner	Renter
1960	41,700	19,450	22,250	27,235	—	—	15,613	10,504	5,109
1970	54,799	29,048	25,751	32,694	17,947	17,747	24,868	17,754	7,114
<b>Projected</b>									
1980	86,935	—	—	53,872	—	—	35,489	—	—

- The tremendous increase in these households between 1975 and 1980 will result in an increased need for housing:

Low-Income .....	63.5% increase
Non-White .....	60.7% increase
Elderly .....	72.9% increase

- It must be noted that a substantial overlap exists among these three categories of households.
- The determination of the level of need of these households is defined by the number: (1) In substandard housing; (2) In overcrowded housing; and (3) Paying more than 25% of income for housing. (Note: An overlap in this criteria also exists).
- **Recent Trends in Housing Assistance**
  - The Experimental Housing Allowance Program has reached its quota of 776 families on working assistance.
  - Approximately \$300,000 of the \$5.2 million Community Development Act monies was earmarked for rehabilitation loans.
  - City Council has approved the Plans of City HUD to build 300 more units of public housing.
  - The Section 8 program is providing better access to existing housing by low and moderate income housing for 600 families.

### III. ISSUES:

1. **Neighborhood Development** — This issue merits serious study and action by the community.
  - Most current development is occurring away from the core city.
  - Northeastern Duval County around Imeson Airport and Blount Island and Southwestern Duval County are two future growth areas.
  - Community Development by City-HUD, and FJC in the Hogan's Creek area of the core city may initiate redevelopment of the northern section of the old core city.
  - Other development issues include: (a) the scale of housing required; (b) the need for low/moderate income housing; (c) the need for rehabilitation and conservation of present housing stock; and (d) the location of future residential areas.
2. **Equal Accessibility** — Two major community groups (Amelia Island Conference and the Commission on Goals and Priorities for Human Services) came out for a city ordinance which provides for equal accessibility to all housing for all persons without regard to race, religion, or national origin. Both groups also call for housing policies to insure an adequate supply which make an equal accessibility ordinance more than a symbolic gesture.
3. **Preservation** — Housing stock can be conserved and preserved for many future years of service if public and private action is taken in time.
4. **Land Use** — Effective land use policies and effective mechanisms of governmental regulation of those policies are needed if we are to respond to such issues as: (a) Preservation of the underwater aquifers; (b) Minimizing utility costs; (c) Preventing residential land use which is incompatible with public transportation, job sites, other service amenities, and social amenities; and (d) growth.

There has never been a comprehensive land use study that has been accepted and used by the community. A JAPB study was done to detect trends in zoning practices by studying applications between January 1, 1970 and June 20, 1973. Approximately 70% of the rezoning requests were from Open Rural to another classification. About 20% of the requests were denied for change in zoning (35% were commercial denials and 64% residential denials).

Some of the criteria for future land use should include: review of past and current trends of development, average family size, dwelling units per acre, allowances for streets and highways, allowances for lands such as parks, schools, churches, and other types of supportive facilities for residential areas.

#### **IV. RECOMMENDATIONS:**

- Energy costs will increasingly affect the cost of housing production and maintenance. Strategies should be designed to review energy related consequences to housing.
- Development should be planned to minimize utility costs, prevent suburban sprawl, protect subterranean aquifers, dunes, marsh lands, and other eco-systems, and provide easy accessibility to job sites, shopping areas, health care, and schools.
- The Code Enforcement Program should be expanded to require all housing to pass minimum code standards before being sold or rented. The ordinance should provide penalties for violators. The intent of this recommendation is to preserve the decent housing supply we now have. It must be implemented in conjunction with real increases in housing supply for low-income families.
- City Council should pass an Open Housing Ordinance.
- Local government should establish a strategy oriented task force . . . of real estate developers, businessmen (bankers), citizens, and public officials which will be responsible for: (a) Creating a forum for developing new approaches to producing new housing for low-income groups, and programs encouraging the ownership of low-income housing by the occupants; and (b) Recommending appropriate legislation to implement the plan and recommendations.

## **● LEARNING**

- I. OVERVIEW:** The educational system is not an isolated institution but a concern of every interested citizen in the community. Because of the complexity of the school system, the viewpoint or perspective of a single participant may or may not encompass the vision or concerns of other key groups. If a school system truly represents the community concerns with education, the visions and concerns of all groups must be included.

Many citizens have concerns about specific issues: busing, vandalism, teacher salaries, the meaning and use of S.A.T. scores, etc. Who to talk to, where to go for answers, and who is in charge is not always clear. **REALITY IS THAT THE SYSTEM IS SO LARGE AND SO COMPLEX IN OPERATION THAT IT IS DIFFICULT FOR ANY ONE PERSON TO PUT IT IN FOCUS.**

The Duval County Public School System is a vast enterprise: Over 111,000 students are enrolled; 6,338 serve as certified employees; 4,026 are classified employees; and it has a 1975-76 budget of over 165 million dollars.

- II. PARENT CONCERNS:** Parents as a group represent a blend of the community and those who are directly affected by the school system on a daily basis. All parents have a stake in communicating with the schools about programs and facilities for giving needed assistance to their children.

**The Annual Report of School Progress** mandated by the 1973 Florida Legislature is for the purpose of better informing the public about

Florida's public schools. Individual schools and their School Advisory Committees are to publish the report annually and make one copy available to each parent, the School Board, and the public. One section of the report is to include a randomly selected survey of parents' attitudes about each school. Major parent concerns were: Basic Skills, Employability, Discipline, Drugs, and Race Relations.

**III. COMMUNITY CONCERNS:** Some concerns of community groups are:  
**City Government** — Concern for the use of local tax dollars and better resource coordination led to the passage of a community schools consortium ordinance in 1975.

**Business** — Many business leaders have for a number of years been committed to the necessity that all children deserve an education of the highest standards of excellence. Quality education attracts quality employment opportunities.

**Media** — An increased emphasis has been placed on the level of high suspension rate, basic skills competency, achievement test scores and fiscal matters.

**Civic Groups** — Many local civic organizations have expressed a concern with education. Some of the organizations have standing education committees while others have committees and task force groups working on an ad hoc basis.

**IV. READING PROGRAMS:** Reading for many is the most critical basic skill. To assess the quality of teaching and the learning in this area, the most basic handles of accountability available were: teacher opinion, curriculum, testing formats and results, principal support and responsibility, and adult-student ratio in the learning process.

In a search to develop methods and techniques that will improve reading skills, innovation has become common. Pilot programs have been developed at the local, state and national level. Some ideas become standard practice and as monies become available, are disseminated throughout the system, while other programs prove to be of little or no value and are discontinued at the end of the pilot project.

**General Observations** regarding Reading Programs in Duval County Schools are:

- Innovative ideas are often at the mercy of available federal monies.
- Individually Paced Instruction (IPI) seems to be a reasonable method of insuring that a student does not skip an essential skill as one moves from grade to grade.
- Many parents and teachers do not understand the intent and techniques of new programs.
- New programs, especially IPI, often require extra bookkeeping and an increased need for teacher aides.
- Reading Resource Teachers and Vision and Hearing Tests are basic to improved reading skills. All schools do not have a reading resource teacher.
- A major element of the present Master Plan for In-Service Education is that individual schools request in-service training as needed. Often a lack of knowledge and understanding about programs and materials hinders implementation of this element of the plan.

**V. TEACHING OF READING (K-3):** Recognizing the present lack of any survey data on teacher opinions regarding the status of education in Duval County, the JCCI initiated a Teacher Forum on the specific subject of reading. Undertaken as a joint effort by the JCCI, the University of North Florida, the Duval County School Board, and the Miami Desegregation Center, the Forum was designed to elicit free and open discussion among K-3 teachers directly involved in the daily

educational process and particularly concerned with the development of reading skills.

At the **Teacher Forum** the teachers were asked to rate the status of the teaching of reading in their school and the reading competence in their school. The conclusions drawn from the teachers' rating of reading were that there should be:

- More and better in-service training for teachers, particularly in special methods for slow learners.
- Increased teacher knowledge of existing programs and resources.
- More opportunity for individualized instruction.
- Better diagnostic procedures (including vision and hearing tests).
- Improved methods for evaluation of student reading performance. In addition to SAT scores, the child's realization of potential should be rated.
- Increased use of teacher aides and reading resource teachers, with a resident resource teacher in each school.
- More emphasis on preschool training and the education of parents to the benefits of early childhood training to improve reading potential.
- Positive measures to relieve community and parental pressure for early reading and high SAT scores, and more emphasis on teaching for the child rather than to the test.
- Greater communication between teachers and curriculum planners.

**VI. TESTING FOR READING PROGRESS:** Periodic appraisals of progress in the achievement of reading objectives is necessary in order to provide the teacher with information to guide in the organization of instructional programs to meet individual pupil needs.

The adjustment of instruction to the individual needs of pupils requires that a teacher appraisal of reading proficiency be conducted periodically for each child in the following areas: vocabulary meanings, word identification and recognition, comprehension and interpretation, comprehension abilities, study skills, speed of reading specialized reading skills, oral reading, attitudes toward reading, interests and tastes in reading.

The total school reading program should be coordinated with a testing program from grade to grade. Constant appraisal should promote consistent as well as balanced growth in reading proficiency.

Standardized tests are but one measuring device of proved reliability and validity. They provide norms or standards of achievement for a specific series of school grades.

When a standardized test is used, it is possible through reference to the norms, to ascertain the grade level of achievement of a pupil of a class. Norms represent average performance. Many pupils can be expected to deviate from average performance since the mythical average student seldom exists.

The use of scores on standardized tests and informal tests is extremely important. Although it is necessary to know the level of an individual pupil's reading ability, the main purpose for test results is teacher guidance in adjusting instruction to individual needs.

**A review of the Reading Tests for the years 1968-1975 reveals that:**

- Student reading achievement scores in the primary grades (1-3) indicated an upward trend.
- Student reading achievement scores in the middle grades (4-6) appear to have leveled off.
- Student reading achievement scores in the secondary level (7-11) indicate a downward trend.

- It is important that the test used by a school system be able to measure the curriculum in that system. As curriculum changes are made, achievement tests should be evaluated for compatibility with these changes. Otherwise, the results may not be valid.
- Annual Standard Achievement Test Scores are good indicators of strengths and weaknesses in reading progress in: (a) the school system generally; (b) individual schools; and (c) the different grade levels within each school.
- Tests should be carefully selected to meet the needs of the reading program. Purposes and uses for various tests should be clearly understood by all using them. Periodic evaluation of the complete testing program should be done. The key to reading progress is an accurate diagnosis of student problems and prescriptive instructional programs.
- Kindergarten reading readiness programs may be contributing to the continued upward trend in reading scores in grades 1-3.

**VII. SCHOOL VOLUNTEER PROGRAMS:** Adult volunteers can have significant classroom roles. Many concerned with the issue of teacher-pupil ratios have indicated that equally significant is the presence of adult influence in the class. Thus, the adult-student ratio is also proposed as a criterion for assessment of quality. A major issue for exploration is: Does an active school volunteer program result in an improved classroom situation for teaching basic educational skills? If the answer is yes, what are the characteristics of a good program?

Conclusive evidence that active volunteer programs result in better teaching of basic educational skills is beyond the scope of this report. However, elementary school principals with active programs strongly endorsed the importance of aides in accomplishing the school goals. Principals were unanimous in expressing the opinion that children are the beneficiaries of volunteerism and that some children would suffer if individual attention, made possible by volunteers were unavailable. Volunteer programs are desirable in schools where administrators create a favorable climate for the effective utilization of such individuals.

Coordination of volunteer programs through central administration is not compatible with the variety of existing successful programs. Principals at each school should be responsible for coordination.

**VIII. SCHOOL BASED MANAGEMENT:** A basic premise of the Governor's Citizens Committee on Education 1973 Report entitled **Improving Education in Florida** was that individual schools should be the basic unit of accountability in Florida. The Committee recommended increased school site autonomy and a new school financing system based on individual student needs. The Committee also noted that the implementation of these recommendations would fail in the absence of a stronger managerial role by each local principal and observed that **a good school has a good principal**. The principal, therefore, is crucial in achieving and maintaining instructional excellence in a school. The Committee also strongly recommended closer relationships between communities and their schools.

Subsequent to the publication of the Citizen's Report on Education, the following State Legislation has been passed:

- In 1973 the legislature revised the method of allocating funds to local schools. This new method called for resources to be determined on the basis of the number of students served in each school.
- The 1973 Legislature mandated that each school in the state publish an **Annual Report of School Progress** and make copies available to each parent, the School Board and community members.

- The 1973 Legislature also mandated the formation of a **Local School Advisory Committee (LSAC)** for each district, or local school, at the discretion of the Local School Board. In Duval County, a committee has been established at each school.

**A good school has a good principal** might be better understood by looking at the key role the principal has in the learning process. The principal is a key ingredient in:

- The learning climate that exists in a school, for instructional staff, resource staff, students, and parents.
- The communications link with the outside community.
- The monitoring of the school's instructional program.
- The establishment of a diagnostic and prescriptive reading program to aid students with problems.
- The efficient utilization of classroom and support personnel.
- The identification of potential problem areas in instruction and the coordination of in-service training for personnel.
- The establishment of a good volunteer program.
- The adoption of and dissemination of information to his staff about new and innovative programs.
- The coordination of grade levels between feeder schools and personnel.
- Development and utilization of Local School Advisory Committees as intended by the legislature.

Principals need budget flexibility to allow changes in ineffective programs, to buy materials that are needed and to implement innovations. Presently, teacher allocations, supply and custodial budgets are district decisions.

**IX. SCHOOL SUSPENSIONS:** Suspensions are an indication of adaptation problems between the student and the school. The frequency of suspensions is not as important as the cause. Many feel the basis of the suspension problem lies with learning disabilities, poor academic performance, socio-economic conditions, or varying attitudes toward discipline.

Existing suspension records in Duval County indicates a downward trend in the total frequency of suspensions: (a) 1973-74 — suspensions were down 13.5% from the previous year; (b) 1974-75 — suspensions were down 22% from the previous year; and (c) the three-year period from 1972-73 through 1974-75 shows a 33% drop.

An excessively high volume of suspensions occurs at the Junior High level.

There is a disproportionate number of black students suspended in relation to the black student population.

Suspensions frequently happen to students with records of weak verbal and reading skills which result in low grade point averages.

Many teachers are not prepared to deal with nonconforming students.

Other alternatives should be explored. Suspension appears to be the major remedy for dealing with disruptive students. **Even with a downward trend, over 11,000 total suspensions are reason for concern.**

No early alert system for low achievers (in grades 3-7) exists as a suspension prevention strategy.

**X. HUMAN RELATIONS:** Although Duval County is past the initial step in integration and busing, there are many in the community who voice concerns about the learning environment in the school and specifically about the race relations. This is a community-wide concern which is not characteristic of just one race, although the concerns are differ-

ent for each race. Children's safety, fairness of treatment, quality of education, discipline and prejudice are elements of these concerns. The solutions of these concerns are not entirely the responsibility of the school system. However, because the school system is a major arena of action, the steps taken there toward solutions can be guideposts for the entire community.

The Human Relations Component in Duval County Schools has two major thrusts: (a) Developing Bi-Racial Student Advisory Teams in the twenty-three junior high schools, (b) Developing reference and teaching materials for Multi-Ethnic Studies and the Bi-Centennial.

Integrating of multi-ethnic studies can be improved. Generally, incorporation of multi-ethnic studies in the total curriculum has improved greatly in the 1974-75 school year. The administration has strongly urged schools to use the materials. However, the real responsibility for utilization is with individual teachers and principals.

Presently, there is no School Board policy to support Human Relations efforts.

The key to a good Human Relations Program lies with the administration, beginning with and focusing on the principal, but extending upward to the School Board. Human Relations Workshops should include all levels in the School System.

Human Relations encompass more than race relations. A broader interpretation recognizes relationships between age groups and socioeconomic groups.

**XI. COMMUNICATIONS:** Much of the success and failure of a School System, and therefore the quality of the product, is dependent upon the communications that exist between various participants in that school system. Therefore, it is recognized that good communication is an important element in the overall operation of the School System.

Communications in the School System generally fall into one of two categories: mass media or interpersonal. Mass media communications include publishing and broadcasting. Interpersonal communications are those that pass formally and informally between people. Personal communication can be one to one, or one to many. A review and assessment of mass media communications is more easily done than a review of interpersonal communications.

**A. Mass Media:** Mass media is a prime factor in the formation of the public image of the quality of the school system. The media serves as the agent for the communication of public concerns about education to the School System and for information concerning policies and programs from the school system to the public. It is important that the media messages be an accurate and broad representation of both community sentiments and action by the school system.

Extensive coverage is given to: the School Board Meetings and administrative activities, fiscal matters, conflict between individuals, analysis of official meetings, reports and test score results.

Insufficient coverage is given to:

- Activities and accomplishments of black students, although black students comprise 32% of the student population.
- The problems concerning parental involvement and the present opportunities available for participation by parents.
- Changing and shifting attitudes about the school system.
- Student issues, teacher perspectives or neighborhood viewpoints.
- Principals (who are key participants in the educational process).

- In-depth follow-up on the progress of particular policies or programs, e.g. School Based Management.
- **Annual School Progress Reports**, especially parent and student attitudes.

**B. Interpersonal Communication:** The growth that has made the Duval County School System larger over the past 25 years has also increased the dependency on formal means of communication between the participants in the system. There has been a corresponding decrease in interpersonal relationships of a smaller system.

- Teachers feel they have little or no input into the programs they work with or with teachers in other schools.
- Students feel the community does not care about them.
- Principals feel the contact with the administration is very limited.
- Black groups do not always feel their concerns are listened to.

**XII. CONCLUSIONS:** The citizens of Jacksonville can easily be overwhelmed with the size of their school system. The fantastic growth in all elements of curriculum and personnel can leave one confused as to where to start to understand or assess quality.

The Duval County School System has come a long way. Hopefully, this report will be another step in the direction of attaining quality education for the students of our community.

### **XIII. RECOMMENDATIONS:**

#### **A. THE SCHOOL BOARD SHOULD:**

- Fund a program that assigns a competent reading resource teacher to each school.
- Monitor a revision of the Master Plan for In-Service Education to assure wider teacher participation and more flexibility of format between schools.
- Make primary prevention a major policy and program. Learning aids should be developed and disseminated to parents of preschool children.
- Develop and adopt a policy on Human Relations, which includes support of maximum participation in Human Relations Workshops at all levels and should give attention to a broad spectrum of human relations problems.
- Continue to develop new avenues to regularly receive information from all the participants in the school system.
- Develop new avenues to regularly disseminate information to all the participants in the school system.
- Develop and adopt a policy to assure the implementation of School Based Management.
- Assure that schools receive monies generated by that school.
- Engage an outside consultant to assess the criteria and tests presently used to evaluate the quality of student reading.
- Initiate an overview of the issues surrounding suspensions.
- Develop and adopt a policy regarding the use of community resources, i.e. volunteers.

#### **B. THE SUPERINTENDENT SHOULD:**

- Direct that a standardized form to survey parent attitudes be developed.
- Direct that interviews be considered as a source for parent and community attitudes.

- Direct that the Master Plan for In-Service Education be revised in collaboration with principals following the philosophy of School Based Management.
- Direct that an early alert system to identify low achievers in grades 3-7 be developed to aid in suspension prevention.
- Direct that children with multiple suspension records be given specialized help.
- Direct that new avenues to regularly receive information from all the participants in the school system should be developed.
- Direct that suspension records include causes of suspensions, academic achievement standings and socio-economic characteristics. Yearly summaries should be issued by school and by area.
- Direct that media needs be responded to whenever feasible.
- Direct that the coordination of individual school Comprehensive Plans and the District Comprehensive Plan should be increased.
- Direct that the process for receiving achievement test score results be reviewed.
- Direct that individual school Comprehensive Plans be reviewed and receive developmental suggestions and support.
- Direct that the dissemination of information to principals and teachers about the progress and utilization of new ideas and programs should be improved.
- Direct that innovative programs be assessed before their extensive implementation into the whole system.
- Direct that centralized information regarding individual school volunteer programs should be implemented.
- Direct that a summary of all of the Annual Reports of School Progress should be made and disseminated. This summary should include the results of the parent attitude survey.
- Direct that a regular newsletter to the community should be established.

#### C. THE PRINCIPALS SHOULD:

- Increase teacher input in the program development.
- Concentrate on increasing the strength of Local School Advisory Committees (LSAC).
- Encourage and effectively utilize volunteer programs.
- Aid in the improvement of the dissemination of information to teachers about the progress and utilization of new ideas and programs.
- Explore alternative solutions to suspensions.
- Make efforts to develop and utilize a formal referral and aid linkage between the school and private youth-serving agencies.
- Develop new avenues of communication to regularly receive information from all the participants in the school, students, parents, teachers, resource people, volunteers.

#### D. THE TEACHERS SHOULD:

- Aid parents in understanding the difference between diagnostic and achievement testing in order for them to determine how individual students are doing in school.
- Aid in strengthening the Local School Advisory Committees by participating and encouraging parents to participate.
- Participate in Human Relations Workshops and ask for any help they need in solving human relations problems.
- Encourage volunteers and effectively utilize their services.
- Effectively use the reading resources that are available.

- Be alert to low achievers and aid in developing a system to aid in the prevention of suspensions.
  - Use all available avenues to increase their input in program development.
- E. **THE STATE LEGISLATURE SHOULD:**
- Increase funding for basic skills programs, especially at the K-3 level.
- F. **THE PARENTS SHOULD:**
- Actively participate in the parent attitude surveys in order to communicate their priorities and concerns.
  - Actively participate on Local School Advisory Committees.
  - Read and familiarize themselves with the **Annual Report of School Progress**.
  - Utilize learning aids for preschool children.
  - Understand the difference between diagnostic and achievement testing in order to determine how an individual student is doing in school.
- G. **THE COMMUNITY MEMBERS SHOULD:**
- Participate on Local School Advisory Committees in order to strengthen community input into schools.
  - Volunteer as resource persons for the schools.

## ● PUBLIC SERVICES

- I. **OVERVIEW:** Peter F. Drucker makes some biting comments on the "Deterioration of Public Services". These comments are apropos to Jacksonville:

"No success lasts 'forever'. Yet it is more difficult to abandon yesterday's success than it is to reappraise failure. Success creates emotional attachments, habits of thought and action, and false self-confidence. A success that outlives its usefulness may be more damaging than failure.

"These statements are especially true when applied to service industries. Yesterday's success becomes 'policy' 'virtue' and 'conviction'. To overcome this problem, the service industry must discipline itself with mission redefinition and continuous priority setting.

"To make service industries work, does not require 'great men'; but rather, it requires a great system. What has to be learned today is to design systems that work and to manage systems for **PERFORMANCE**".

- II. **TRENDS:** Public Service Trends are presently being discerned which are radically different from trends of the past. The new trends are developing because of several factors: the inadequacy of past service systems; inflation; cost of energy; new technology; etc.

The trends in public services in Jacksonville/Duval County, Florida are:

- Expansion of public services to accommodate growth are very expensive due to the higher costs of money, materials, and labor as well as the non-contiguous pattern of growth.

- Maintenance costs and operations costs of public services are rising due to higher replacement costs for parts and equipment, higher service costs, and higher personnel costs.
- City government is assuming more of an operational and maintenance responsibility for water and sewer services as well as for fire protection services (by purchasing water and sewer plants from private operators and reducing volunteer fire companies).
- Capital expenditure costs for upgrading water and sewer plants to meet Environmental Protection Agency Standards is skyrocketing.
- City government is assuming less of an operational and maintenance responsibility for solid waste disposal services (by contracting with private companies). Even so, the city has paid for solid waste disposal services from general taxation and does not charge a users fee.
- There has been discussion of a growth policy which would limit or remove the liability of the general tax roll to provide public services to new developments.
- Capital expenditures are being spent according to Systems Master Planning.
- Mass transportation and transportation planning is getting the serious policy and resource attention that has long since been needed in Jacksonville.
- The posture of most public service resource allocations is "catch up" after years of neglect. There is a need for the community, at some time in the near future, to make a quantum leap in terms of planning and resources, if the community is ever going to establish the public service capability to handle the community's needs of the future.

### **III. RECOMMENDATIONS:**

#### **SOLID WASTE**

- The City Government should provide adequate resources for the planning of an adequate Solid Waste Resource Recovery System.
- Public support should be generated by community institutions and the media to help implement a Solid Waste Resource Recovery System. Public support will be especially needed where public involvement is required to make the system work (i.e. separation of wet and dry garbage; collection of glass, aluminum, and paper for recycling).

#### **PORT SERVICES**

- Alternative solutions to land encroachment at the airport include zoning restrictions, purchase of the adjacent land by either JPA or an agency of the City or State, or Legislative relief or protection other than zoning. The zoning alternative is the easiest to implement and least expensive. It is also the easiest to change and most conducive to political influence. Therefore, JPA should:
  - (a) Examine the merit of City or State ownership or lease of the land adjacent to the airport;
  - (b) Examine the possibilities of legislative alternatives to zoning in relation to the land adjacent to the airport;
  - (c) Examine the feasibility of zoning in lieu of JPA purchase of the airport's adjacent land.
- City government should seek relief from the requirement to contribute \$800,000 to the JPA annually.
- The Jacksonville Port Authority should update the Aviation Master Plan and draft a Marine Master Plan and present them to the City of Jacksonville for adoption. Capital Improvement Programs for JPA should be based on these Master Plans.

## **MASS TRANSPORTATION:**

- **Public Awareness Program** — The citizens of Jacksonville should be informed about what a modern transit system is and how such a system can contribute toward eliminating air pollution, conserving energy and solving the parking and circulation problems in Downtown. The public must understand that a modern mass transit system is **not** just an expansion of the existing bus system. Various public presentation tools, such as films, slides, graphics and news media, should be utilized.
- **Citizen Involvement** — An informed public is paramount to the success of a mass transit system. Likewise, those designing and operating the system must recognize the needs and desires of the people the system is to serve. Public forums must be established to involve the citizenry at the community level before and during the development of the program.
- **Growth Policy** — How the city grows is directly related to the City's ability to provide public services economically. This pattern of growth is also a determinate in the design of a Transportation System. A firm growth policy must be adopted by the City to assure priority funding of all public services (which includes mass transit).

The Jacksonville Urban Transportation System (JUATS) Plan should include a section on "growth policy" which will encourage urban development which will, in turn, support the development of MASS TRANSIT; a section on the relationship between ENERGY and TRANSPORTATION, and a section which provides a cost analysis comparison between urban/suburban sprawl and core/central development as they relate to Transportation.
- **Off Street Parking** — Parking lots and parking structures should be located convenient to and coordinated with the mass transit system to encourage the use of mass transit and discourage the use of the private automobile in congested areas.
- **Consolidated Transportation Authority** — Responsibility for transportation cannot be fragmented if the goal of a unified transportation system is to be reached. Financing, engineering, construction and operation of highways, bridges, mass transit and parking should be the responsibility of one agency. The City Council and the Duval Legislative Delegation should work together on a Charter Revision to consolidate the governance of Jacksonville's transportation system.
- **Jacksonville Urban Area Transportation Study (JUATS)** — It is recognized that JUATS is the proper vehicle for accomplishing a unified transportation system in order to receive the necessary federal and state funding. All transportation proposals must be channeled through the process. Mass Transit must take a more prominent position in the updating process now underway than it has in previous efforts.
- **Funding** — Mass Transit must be recognized as a public service and should receive adequate public funding. It has been demonstrated in Jacksonville and throughout the country that mass transit cannot survive through the receipts of the fare box and provide acceptable service. Annual Federal Subsidy available through the Urban Mass Transit Act (UMTA) for the operation of a Municipal Mass Transit System is directly proportionate to the amount of City funding (cannot exceed 50% of average city contribution for two previous years). Inadequate funding of operations by the City could preclude maximum federal funding.

## **STREETS AND HIGHWAYS:**

- **Resources** — In order to meet the short and long term future resources needed to properly maintain and improve Jacksonville's existing streets and highways and to pave 200 miles of improved

streets and replace old traffic lights, we need to examine carefully the alternatives of:

- (a) Impact fees;
  - (b) A local option gas tax;
  - (c) Increase bridge tolls to 25¢ for all cars, and
  - (d) Have heavier cars (2W, 2WW) pay more for their tags.
- Economic disincentives should be used to reduce the level of traffic in the core city. Some suggestions are:
    - (a) Use resources to develop mass transit systems;
    - (b) Encourage car pools via no tolls and special rush hour car pool lanes
    - (c) Bus lanes, bike lanes, etc.
  - **Planning** — Streets and highway planning must follow a comprehensive plan to encourage contiguous development and growth. Thoroughfare and mass transit planning must be coordinated. Citizens must be involved in the planning. Therefore, it is recommended that:
    - (a) Citizens get involved in the new Jacksonville Urban Area Transportation Study (JUATS) from its beginning;
    - (b) City Council reintegrate transportation elements back into the 1990 Comprehensive Plan before they adopt that plan;
    - (c) City government set streets and highways priorities that reflect the need of moving people to and from established centers of activity and development;
    - (d) Streets and highway planning must integrate environmental impact factors from the outset.
  - All transportation regulation planning and operations need to be consolidated under one single aegis (i.e. streets and highways, mass transportation, bridges, etc.).
  - **Discriminating Past Activities** — In the past, street and highway planning and improvements were targeted to growth and development and seemed to give lower priority to areas where low-income and racial minorities lived. We recommend careful examination of this question of discrimination in public services.

#### **FIRE SAFETY:**

- Since Jacksonville's 625 person firefighting force is 24% below the national average and since Jacksonville's rolling stock of firefighting equipment must cover 19.6 square miles as compared to a national average of 4.54 square miles, we recommend that fire department personnel and the rolling stock of firefighting equipment be increased on a five (5) year plan to bring us up to a level more closely approximating the national averages and to better enable us to meet the demands of community growth and development.
- Fire Regulations and Building Codes should require safety features such as sprinkler systems in all public buildings.
- The present training center for fire and rescue personnel is inadequate. A priority in the Fire and Rescue budget should be a modern facility for training of new personnel and the retraining of old personnel.
- The hydrant system needs expansion in some areas of the community. This should be a priority of the Water and Sewer Division of the City as well as for the Fire Department.
- Jacksonville's Rescue Units were one of the first and best in the Nation. For years they have served as a national model. Technology and procedures as well as other innovations have passed the Jacksonville Rescue Units by. We recommend that the Jacksonville Rescue Program keep up with the developments in the field and look more to the future.

- The quick response units for handling small emergencies can respond in a shorter time than the large firefighting equipment. They are less expensive and totally adequate innovations that need to be expanded as resources allow.

#### **WATER AND SEWER:**

- **Future Water Supply** — Public services should be planned to prevent development which is a threat to the present and future water supply in terms of both the location and intensity of development.
- **Growth Policy** — A growth policy should guide the expansion of public services (especially water and sewer services). The costs of providing public services to non-contiguous development is significantly greater than the costs of providing public services to contiguous development.
- **Water and Sewer as an Enterprise Concept** — The City's Water and Sewer Program should be maintained as an enterprise concept with an equitable distribution of costs to the user (and without a subsidy to any group).
- **Rate Structure** — Water and Sewer Rate Structures should be adequate to sustain maintenance and needed development in order not to jeopardize future bond revenue.
- **Private Utility Acquisition** — The Florida Public Services Commission should reinstate the intent of Local Ordinance 1169 (which has been rescinded). The ordinance provides for the Public Service Commission to give new permits for the operation of private utilities subsequent to the formal agreement that such utilities be incorporated into a Regional System when it is feasible for the City to assume the operation of the utility. The incorporation of the private utility into the Public Regional System should be made at no cost to the city (much as roads are planned, paved, and deeded over to the City for maintenance).
- **Public Information** — The City should develop (in conjunction with the various public advisory citizen boards and committees and the media) public information strategies that would inform the citizens of Jacksonville about the 2.2 billion dollar Water and Sewer Program which is being developed.

## ● **RECREATION AND THE CULTURAL ARTS**

### **I. OVERVIEW:** Jacksonville is a good city.

- A good city is a city of opportunity. It sustains and nurtures the human spirit by providing opportunity to build self identity and a sense of personal fulfillment that are essential ingredients to a good community.
- The health of a city is based on the deep emotional ties of a citizenry which cares deeply about the cultivation of opportunity for all. Jacksonville, as a good place to live, must continually evaluate the assets that regenerate the energies of its citizens.
- Leisure opportunity is vital for the recreation of a community. Sports, culture, and the arts all are basic to the health and happiness of citizens.

### **II. PRINCIPLES FOR ACTION:** A good city provides variety, spontaneity, informality and presents to its citizens an almost infinite number of choices for entertainment.

- In conjunction with a strong commitment to new approaches and changes, Jacksonville should also protect its past.

- Any new community-wide approach to leisure opportunities should include the total spectrum of cultural arts, recreational, parks, and other leisure time opportunities.
- Any new leisure opportunity program should be directed to ALL people.
- The new leisure opportunities should give high priority to programs and activities involving people as participants.
- Such good participation programs should reflect diversity and change . . . depend on good leadership . . . emphasize the priority of process over product.
- Diversified leisure opportunity programs will require an equally flexible organizational vehicle to administer the program on a community-wide or regional basis.

**III. WHAT WE HAVE:** The leisure resources of Jacksonville cover a range of interests and assets as diverse as the Edward Waters' Choir, garden clubs, horse groups, and the high school bands and teams of Ribault, Raines, and Wolfson. Facilities such as the civic auditorium, Wolfson Baseball Park, the Coliseum, Gator Bowl, Children's Museum, and Community Schools are basic assets we can be proud of. The following list is only the beginning of an inventory of Leisure Opportunity in Jacksonville.

Arts Assembly of Jax.  
UNF Dept. of Fine Arts  
Handball  
Jacksonville Art Museum  
Boating  
Cummer Gallery  
Museums  
Jax. Ballet Theatre  
Reading  
JU College of Fine Arts  
Jax. Symphony

Tennis  
Theatre Jacksonville  
Zoo  
Swimming Pools  
Opera Repertory  
Golfing  
Camping  
Fishing & Hunting  
Youth & Adult Sports  
Bicycling  
Community Schools

**IV. BASIC QUESTIONS ABOUT THE FUTURE:** Recent surveys show that television viewing may be the leading national leisure occupation. Should our community explore the expansion of viewer options and broaden this "window on the world?" Should we encourage additional UHF Stations? Cable Television? Increased support for public television? Alternate educational and community programming?

- How can we best keep the public informed, on a daily basis, about what is going on in leisure opportunities? How can we increase informational access to community school programs?
- How can we insure that citizens have opportunities to experience and to respond artistically to the beauty in life, regardless of circumstance, income, background, remoteness or race?
- Where does the public want new parks, facilities, sporting grounds, swimming pools? What kind of new facilities does the public want? What kind are they willing to pay for?
- How can we involve major segments of the community such as businesses, neighborhoods, and government in joint cultural arts programs or projects?
- What are the needs and desires of high density, low-income areas? How can they be assisted in enjoying distant water and culture leisure opportunities?
- What additional services do we want from our libraries? Museums? Zoo? Art Institutions and Organizations?
- What recreational and cultural opportunities lie untapped?
- What forms of enrichment, education and public involvement can be shaped around our port? Our industrial, commercial and manufacturing areas?

- How can we best encourage individual and group efforts in historical preservation? Guided tours of every aspect of community life? Neighborhood fairs? Organized scientific events? Vocational fests? Ethnic celebrations?
- Could spoil islands in the river be developed as recreational areas?
- Would the public support:
  - "Know Your City Bus & Boat Tours?"
  - A city-wide system of bicycle paths or bikeways?
  - A full-fledged historic, cultural and national history museum?
  - Cinema Clubs?
  - Alternate Theatre?
  - Greater variety of camping facilities and themes?
  - Neighborhood Arts Festivals?
  - Arts in the Parks?
- What long-term effect will the nation's new energy conservation policies have upon the community's ability to finance and support future leisure activities? What changes will take place in our lifestyles and leisure needs as the economy changes with long-term energy conservation programs?
- Can we expect past population growth and development patterns to continue? To increase? To decline? Should we begin purchasing land for recreation in areas far removed from population centers in anticipation of growth and future rising prices?
- How labor intensive should the maintenance and operation of new facilities be? How energy intensive? Should we begin planning for a longer structure life? More durable facilities? More hardy and maintenance-free vegetation in landscaping? Can vegetation replace fences?
- What kind of funding approaches will be open to us in the future. How can we maximize the use of state and federal programs?
- Are there new and innovative ways to encourage the donation of private lands? Their inexpensive lease or purchase?
- How useful can volunteers be in recreational programming? In maintenance?

**V. RECREATION RECOMMENDATIONS:** The 1980 Recreation Master Plan has been prepared by the Jacksonville Area Planning Board with assistance provided by the Recreation Department of the City of Jacksonville. Assistance was also provided by the Recreation Technical Coordinating Committee, Jacksonville's Commission on Aging, the Community School Program, Duval County School Board, and the six Subarea Citizens Advisory Committees. This plan is coordinated with the Short Range Development Plan. When approved and adopted by the City Council of the City of Jacksonville, it will officially become an element of the Comprehensive Plan of the City.

The 1980 Recreation Master Plan makes recommendations for developing public open space and recreational facilities, protecting environmentally significant areas, and improving the aesthetic qualities of all existing public open spaces.

Specific program proposals have been made based upon intensive consideration of the following:

- the projected population increase in Jacksonville from 542,000 in 1974 to 625,000 in 1980 and an increase in Duval County from 570,400 in 1974 to 660,000 in 1980.
- the existing public park facility inventory prepared by the Department of Recreation and Public Affairs.
- the on-site evaluation of the Jacksonville Area Planning Board Staff of the existing public recreational and open space facilities.

- the inventory and analysis of existing private recreational facilities.
- the input by the planning Subarea's Citizens Advisory Committees.
- information from the 1980 Short Range Development Plan.
- the socio-economic factors by census tract throughout Jacksonville.
- and the analysis of the plan's standards in relation to the aforementioned factors.

Total costs related to the program proposals for the whole city is \$72,842,580.

**VI. THE ARTS RECOMMENDATIONS:** There are significant cultural arts gaps in Jacksonville. An estimate of what's needed to close them would include:

- Facility Needs: \$5.525 million.
- A graduate degree program in the Fine Arts.
- Increased intra-state exchange of arts programs and performances.
- Increased business and governmental support for arts participation and exposure for all citizens.
- Community commitment to insure that citizens have opportunities to experience and respond artistically to the beauty in life, regardless of circumstance, income, background, remoteness or race.
- Development of a nucleus orchestra of at least 35 musicians for a 40-week contract.
- Expansion of arts activities into neighborhood and other public locations — take the arts to the people.
- Full scope history, cultural and natural science museum.
- Corporate arts fund drive.
- Completion of the school arts curriculum analysis study, and followed by implementation of its recommendations.
- Implementation of a community arts award and recognition program.
- Better information dissemination of arts opportunities in education, exhibitions, activities.
- Comprehensive, community-wide planning approach to cultural arts resource development which will prevent duplicity in program offerings and provide a means of developing complementary scheduling and planning to identify and fill programming gaps.
- A community analysis of the cultural arts needs of certain special categories of citizens, including: senior citizens, exceptional and gifted children, handicapped and minorities.
- Re-evaluation of recreation department resources and personnel distribution between physical programs and cultural arts recreational programs.
- Continued growth, development and expansion of the Arts Assembly's programs in support of its role as the community arts agency.

## ● SOCIAL SERVICES

**I. DEFINITION:** Social Services are services which provide assistance to those persons whose capacity for self-support has been impaired, interrupted, or has not yet reached maturity.

A distinction must be made between providing **social welfare services** (economic assistance) and **social services** (social assistance).

Social services (in this document) exclude education, medical care, housing and cash transfers. What remains are those hard-to-define counseling, guidance, referral, and informational social services which help people overcome the obstacles that prevent them from using other community services or resources.

Social services can be further classified as either therapeutic or rehabilitative, but increasingly are developmental or preventive.

## II. AN OVERVIEW: An overview of Social Services In Jacksonville/Duval, Florida can be summarized as follows:

- Large scale increases in funding and major shifts in the focus of responsibility have placed social service coordination in a state of transition and flux.
- Growth in the variety of governmental programs funded has increased the local concern for accessibility, continuity, coordination and quality of services.
- Jacksonville is experiencing some significant sociological and demographic patterns that increasingly call for redirection of resources and programs.
- Agencies responsible for the delivery of services are frequently trapped in a maze of guidelines, shifting funding cycles, various reporting formats, and limited assurance of any continuity of dollar commitments.
- The social service community needs to research for methods that will clarify and simplify authority, regularize funding commitments, coordinate program strategies, and focus on prevention.

### CHART A MAJOR TRENDS IN SERVICE DEMANDS\*

From	→	To
A. Curative Rehabilitative Restorative Therapeutic		Preventing Developmental Informational
B. Individualized Small Scale Case Work		Universalized Large Scale Client Group Work
C. Private		Public
D. Social Welfare with Little or No Social Service		Social Welfare with Expanding Social Services
E. Criterion of Poverty or Income		Criterion of Need
F. Treatment of the Individual by Professional		Social Administration of Services Where Client Has Program Options and Decides Need Level.

\*Adapted from an article by John S. Morgan, "The Changing Demand for Social Services" in *Changing Services for Changing Clients* (New York: Columbia University Press, 1969).

## III. SOCIAL SERVICE TRENDS:

- A. **Policy Trends** — Today, funding levels of social services have skyrocketed upward. The services have become very complex to plan, fund, and deliver. There seems to be no basic philosophy which can bring together the various social service program mandates at the national, regional, state, or local levels (i.e. integrate Dept. of Labor Social Services with Public Housing Social Services, etc.). Further, social services are experiencing trend changes in relation to service demands.

The policy arenas which plan and develop social services have multiplied as new legislation (in many programmed areas) has mandated or allowed special services as a supplement or complement to other human services.

**B. Other Trends** which are more specific than the trends from private funding to public funding and from a low-resource allocation to a high resource allocation are:

- More people are living longer and aging is a proper focus for social services.
- Women outlive men and are alone in old age.
- More local influence is occurring (and should occur) over criteria and design for job training programs.
- Income strategies are being (and should be) better linked to work and job requirements.
- Parents are working, leaving youth socialization up to the community.
- More emphasis is (and should be) placed on prevention strategies.
- Peer review and accountability is developing with regard to health related services.
- Understanding that social services are for the total population and not just the poor.
- Increased governmental role (City of Jacksonville and State of Florida) in social services (planning and delivery).
- Increased demand for social services.

**IV. ISSUES WHICH NEED PROGRAM AND POLICY ATTENTION:** Issues which need program and policy attention are:

- Equalization of opportunity for manpower training for blacks and women;
- Job development strategies for blacks and women;
- One-parent working heads of households;
- The community's low-wage structure;
- Management quality of social service agencies;
- Growth of planning mechanisms;
- Capacity of local agencies to mobilize resources and coordinate services
- Community resource allocations out of line with priority need assessments;
- Neighborhood development is weak;
- Special policy and long-term program consideration for the disabled and aged who cannot be rehabilitated;
- Prevention; and
- Need for Emergency Shelter Care, Group Home Care, Residential Treatment for Younger Children, and Housekeeping Services.

**V. RECOMMENDATIONS:**

- City Council, Greater Jacksonville Economic Opportunity, and the United Way should form an ad hoc committee comprised of members of their budget and financial committees respectively to develop and review joint guidelines on the allocation of monies to agencies and programs supported by both funding bodies.
- Leadership in corporate and financial institutions should be sensitized to the values and merits of private social service agencies (institutions) so as to increase and upgrade the level of giving via foundations and trust funds, and to improve the support given to the annual United Way Campaign.

- The Duval Legislative Delegation, City Council, and affected local agencies should develop some mechanisms that will monitor the start up and formative stages of the new HRS regional offices.
- The media should make periodic assessments on the status, progress, and impact of Title XX on Duval County.
- The City Council, United Way, and Board of Directors of private agencies should encourage and demand program audits on a consistent and regular basis — in order to assure that the use of resources is monitored and the effect of programs is assessed.
- With the advent of New Standards of Accounting for private not-for-profit agencies, the expected increase in recordkeeping and audit costs might be minimized with the use of centralized audits so that formats are regularized and information is stored and accessible to all responsible bodies.
- Funding bodies should make more conscious attempts to search out and fund prevention programs. Strategies that are innovative and prototype in nature which aim at prevention — rather than more maintenance of services to chronic and pathological situations — need a much higher degree of community support.
- Schools should establish family life training programs which focus on human relations, family planning, and parenting skills as part of the core curriculum.
- Government and private agencies should prepare a comprehensive annual report to the people from whom funds are solicited.
- Many people feel that the government is meeting all social service needs in the community; for this reason, private non-profit agencies which have relevant programs are not supported. Consequently, civic groups and public officials must continue to support private agencies through purchase of service contracts, contributions, and fund drives.
- City Council should develop a long range commitment to providing more service opportunities for senior citizens. Program priorities are homemaker, activity centers, and transportation services.
- The need for day care for infants and children is still acute in Jacksonville. City funding for day care should be reviewed to see if additional funds can be allocated to increase the level of service. Private industry can endorse the establishment of such services at convenient locations and at reasonable costs to the employee.
- The Youth Service Council (developed in April 1975) can be a worthwhile and important forum for dealing with agencies who serve youth. The United Way and City should support this new community process.
- Social Service Information should be disseminated on a regular basis via the TV and newspaper media. Family Focus is a prototype for this dissemination.
- Parenting Skills courses should be institutionalized by support from the Duval County School Board, Mental Health Board — District 6, Florida Junior College, and the Community School Consortium. They should be taught in all junior and senior high schools as a part of the regular curriculum. They should be used as in-service training with classroom teachers.
- The administration of protective services for children and youth is presently divided between a City Department and a State Division and should be unified. The State Division of Family Services, Dept. of Health and Rehabilitative Services should administer the whole program.
- The vast majority of families in need of day care depend on the private sector. The demand which would otherwise fall on the

community is being met through small businesses on a fee basis. The supportive resources of the community — for example, volunteers, screening teams, in-service training — should be opened up to private proprietary day care to reinforce the quality of care which the private sector is able to economically maintain.

- The State Division of Family Services should be given policy and financial flexibility to provide much needed additional Emergency Shelter Homes and Group Care Homes in order to provide for the level of need and to provide separate care for children and older youth.
- Family Counseling should be expanded and coordinated.

## ● HOW DO YOU GET INVOLVED?

### **1 DETERMINE YOUR AREA OF INTEREST** — something important to you:

- high electric bill — energy, public utilities
- concern for clean air — environment, pollution, health
- neighborhood — local school, church, neighborhood clubs

### **2 FIND INFORMATION**

- from news media
- from friends and people in the community
- from government agencies
- from libraries
- from organizations

### **3 STUDY THE INFORMATION**

- listen to those who agree with you
- listen to those who disagree with you
- listen to those who are not sure
- listen to those who are experts in the field

### **4 DECIDE HOW YOU WANT TO BE INVOLVED IN YOUR AREA**

- join an organization
- work on an ad hoc committee
- help establish a new program
- teach others
- appear at public meetings
- run for public office

### **5 PROCEED — FULL STEAM AHEAD**

- keep aware of the problems
- learn more
- be sensitive to relationships — who and what are being affected?
- look for others to help you if needed
- help others if needed

The Jacksonville Council on Citizen Involvement is a private, non-profit organization founded in 1975. It has a broadly-based membership of 200 community members and a 20 member Board of Directors. It is a composite of three previous community organizations: the Community Planning Council, the Commission on Goals and Priorities for Human Services, and the Amelia Island Community Planning Conference.

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