SUMMARY REPORT

MAPPING CHILD WELL-BEING
IN DUVAL COUNTY, FL

Commissioned by Jacksonville Children’s Commission

Project funded by

Jessie Ball duPont Fund

Mikyung Baek
Research & Technical Associate

So-young Lee
Graduate Research Assistant

Samir Gambhir
Senior Research Associate

john a. powell
Executive Director

Andrew Grant-Thomas
Deputy Director

THE OHIO STATE UNIVERSITY

KIRWAN INSTITUTE
FOR THE STUDY OF RACE AND ETHNICITY

March 2011
ACKNOWLEDGEMENTS

We would like to thank Sherry Magill, President; Mark Constantine, Vice President for Strategy, Policy and Learning; and Board of Trustees of Jessie Ball duPont Fund for enabling this study. We are grateful to Linda Lanier, Executive Director/CEO, Jacksonville Children’s Commission, for providing valuable insight on the great contributions her organization makes child well-being in Duval County. We greatly appreciate your support and guidance on this research.

We would also like to thank the following individuals and organizations for contributing their time, efforts and resources toward this research:

**JACKSONVILLE CHILDREN’S COMMISSION** ([www.coj.net/Departments/Children+Commission](http://www.coj.net/Departments/Children+Commission))

Juliette “Dolly” Dillin, Director, Grants Administration, Evaluation, and Research

Laura Lane, Research Coordinator, Grants Administration, Evaluation, and Research

Juan Ruiz, SAMIS Manager

Loren Puffer, Consultant to Jacksonville Children’s Commission

**JESSIE BALL DUPTON FUND** ([www.dupontfund.org](http://www.dupontfund.org))

Barbara Roole, Senior Policy Director

Katie Ensign, Senior Program Officer

**DUVAL COUNTY HEALTH DEPARTMENT** ([www.dchd.net](http://www.dchd.net))

Thomas Bryant III, Interim Director, Institute for Public Health Informatics and Research

Morris W. Jackson, Institute for Public Informatics and Research

**JACKSONVILLE SHERIFF’S OFFICE** ([www.coj.net/jso](http://www.coj.net/jso))

Jamie L. Roush, Crime Analysis Unit Manager

Stanley J. Howard, Public Safety Analyst

**DUVAL COUNTY PUBLIC SCHOOLS** ([www.duvalschools.org](http://www.duvalschools.org))

Sheila S. McLeod, Technology Administrator, Transportation Department

**CITY OF JACKSONVILLE, PLANNING AND DEVELOPMENT DEPARTMENT** ([www.coj.net/Departments/Planning+and+Development](http://www.coj.net/Departments/Planning+and+Development))

T. Scott McLarty, Planner I

**FLORIDA DEPARTMENT OF EDUCATION** ([www.coj.net/jso](http://www.coj.net/jso))

Sean Millard, Director, Data Reporting

**KIRWAN INSTITUTE FOR THE STUDY OF RACE AND ETHNICITY** ([www.kirwaninstitute.org](http://www.kirwaninstitute.org))

Jason Reece, AICP, Senior Researcher

Christy Rogers, Senior Researcher

Matthew Martin, Research Associate

Jillian Olinger, Research Associate

Keischa Irons, Graduate Research Associate

Craig Ratchford, GIS/Demographic Analyst

Cheryl Staats, Research Assistant

---

PHOTO CREDITS

www.sxc.hu

http://all-silhouettes.com/
Introduction

The Kirwan Institute, with its expertise in opportunity mapping and research on the geographic distribution of opportunity in metropolitan areas, was commissioned and funded by the Jessie Ball duPont Fund to assist the Jacksonville Children’s Commission in understanding child well-being in Duval County through opportunity mapping and analysis. The resulting analysis provides an opportunity mapping framework to help the Children’s Commission target their efforts in fulfilling their mission of “supporting families in their efforts to maximize their children’s potential to be healthy, safe, educated and contributing members of the community.” As the status of children’s well-being is an important barometer for the health and vitality of our society, understanding the current status of child well-being, as well as potential racial, geographic, and economic inequalities among children, can help shape policies intended to overcome inequalities and increase the life chances for all children.

The project consists of three main components:

a) mapping the distribution of comprehensive opportunity for children in Duval County, defined as a combination of neighborhood, educational and health/environmental opportunity;

b) an examination of the impacts of opportunity distribution on children’s health and education outcomes; and

c) a local application of opportunity mapping by analyzing demographic data of children served by the Children’s Commission and neighborhood conditions of the New Town Success Zone.

The major findings from this project are:

1. The comprehensive opportunity map shows a clear spatial division of opportunity between the eastern and western parts of the county and a very high concentration of opportunity-poor neighborhoods in the Urban Core.

2. A historical comparison of comprehensive opportunity maps for 2009 and 1990 shows an overall opportunity improvement for children in the southeastern areas of the county, a persistent concentration of opportunity-poor communities in the Urban Core, and an opportunity decline in areas in the southwest over the last twenty years.

3. Racial overlay analysis on the comprehensive opportunity map reveals a spatial isolation of children of color concentrated in low-opportunity areas. While only 16.56% of white children live in lower opportunity areas, the percentage for African American children is almost 3.5 times higher, at 59.73%. Not surprisingly, only 25.65% of African American children live in higher opportunity areas while 68.3% of white, 68.28% of Asian, and 61.94% of Hispanic children live in higher opportunity areas.

4. Neighborhood poverty rates and a few poverty-related indicators (child poverty, unemployment rates and households with public assistance) are strong factors affecting all of the health outcomes. Health Zone 1, with the worst neighborhood conditions, has the highest incidence of diabetes, asthma and teen births.

5. Neighborhood conditions affect educational outcomes for children in Duval County. Mapping analyses of non-promotion rates find that minority student concentrations, school poverty rates, non-white populations, neighborhood poverty, and home ownership rates are all strongly related with non-promotion in elementary schools.

6. A comprehensive opportunity map overlaid with participants in the Children’s Commission programs shows that a higher number of children and families from opportunity-poor communities (69%) are participating in the Children’s Commission programs, and a very high percentage of them are African American.

7. The New Town analysis confirms the need for attention to the area, as it reveals a very high concentration of non-whites (98-100%) alongside a concentration of poverty and low-income families. Two neighborhood schools have a very
high percentage of economically disadvantaged students (more than 80% are eligible for free or reduced lunch) and display poor academic performance on math and reading tests compared to the county average.

This summary report briefly discusses each project component by highlighting findings and maps from each analysis.

The first component of the project, the child opportunity mapping analysis, looks at three domains of factors related to comprehensive opportunity for children: neighborhood factors, school-related factors and health/environmental factors. Based on a review of the literature on child well-being and relative factors, the following set of indicators was identified for this analysis. These multiple indicators of opportunity are assessed in a comprehensive manner at the same geographic scale, thus enabling the production of a comprehensive “opportunity map” for the region.

The resulting comprehensive opportunity map of Duval County (Map A-1) shows a clear spatial division of opportunity between the eastern and western parts of the county and a very high concentration of opportunity-poor neighborhoods in the central region of the county, also known as the Urban Core. Because the comprehensive opportunity map is a composite of three opportunity maps, children in lower opportunity areas are more likely to live in areas with poorer neighborhood, health, or environmental conditions, and/or to attend schools which are under-performing.

Educational opportunity is relatively higher in the eastern region of the county (Map A-4). Areas with very low educational opportunity are noted in the Urban Core, in the southwest, and in the north, which has mostly rural areas. Areas in the southwest, south of US-90 and west of US-17, deserve attention as they display particularly low levels of educational opportunity with respect to neighborhood and comprehensive measures (Maps A-1 and A-3).

The comprehensive opportunity map overlaid with the spatial distribution of non-white children in Duval County (Map A-2) reveals a clear pattern of racial isolation in low-opportunity communities in the central region of the county where a high concentration of non-white children is noted.

To get an even more detailed analysis of racial distribution against opportunity distribution, the opportunity distribution by race is displayed in the following chart, which confirms the racial isolation noted in Map A-2. It is clearly visible that the isolation is the most severe for African American children. While the percentage

<table>
<thead>
<tr>
<th>Neighborhood indicators</th>
<th>Education and school related indicators</th>
<th>Health and environmental indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td>Neighborhood poverty rate</td>
<td>Free and Reduced Price Lunch Students</td>
<td>Children with asthma, cancer, diabetes</td>
</tr>
<tr>
<td>Population on public assistance</td>
<td>Teacher qualification</td>
<td>Low birth weight babies</td>
</tr>
<tr>
<td>Unemployment rate</td>
<td>Teacher experience</td>
<td>Teen births</td>
</tr>
<tr>
<td>Share of households headed by single parent</td>
<td>Student/Teacher ratio</td>
<td>Access to healthcare facilities</td>
</tr>
<tr>
<td>Home ownership rate</td>
<td>Test results (Math and Reading)</td>
<td>Availability of healthcare professionals</td>
</tr>
<tr>
<td>Housing vacancy rates</td>
<td>Non-promotion rate</td>
<td>Access to affordable food</td>
</tr>
<tr>
<td>Foreclosure rate</td>
<td></td>
<td>Exposure to toxic waste</td>
</tr>
<tr>
<td>Adult educational attainment</td>
<td></td>
<td>Access to parks and open spaces</td>
</tr>
<tr>
<td>Crime rates</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

■ Table 1: Indicators used in Opportunity Mapping analysis
Map A-1: Comprehensive Opportunity Analysis
Duval County, FL
This map displays the spatial distribution of opportunity in Duval County, based on education, health/environment, and neighborhood indicators at the census block group level in 2000 with an overlay of high school attendance zones.
Date: November 2, 2010

Map A-4: Education Opportunity Analysis
Duval County, FL
This map displays the spatial distribution of opportunity in Duval County based on education indicators at the census block group level in 2000 with an overlay of high school attendance zones.
Date: October 19, 2010
Map A-2: Comprehensive Opportunity Analysis and Race Overlay
Duval County, FL

This map displays the spatial distribution of opportunity in Duval County, based on education, health/environment, and neighborhood indicators at the census block group level in 2000 with an overlay of non-White children (<18 years).

Sources: U.S. Census 2000, Florida Dept. of Education, ESRI 2009, Jacksonville Children’s Commission

Map A-6: Comprehensive Opportunity Analysis - 2009 with Subset of indicators
Duval County, FL

This map displays the spatial distribution of opportunity in Duval County based on most recent data on a subset of education, health/environment, and neighborhood indicators to compare with comprehensive opportunity in 1990 at the census block group level.

Sources: U.S. Census 2000, Florida Dept. of Education, ESRI 2009, Jacksonville Children’s Commission
in lower opportunity levels in all other racial groups ranges from 16.56% (non-white Hispanics) to 17.30% (Hispanics), the percentage for African Americans is 59.73%, about three and a half times higher than other racial groups.

A historical comparison of comprehensive opportunity maps for 2009 and 1990 (Maps A-6 and A-7) shows an overall improvement in opportunities for children in the southeastern areas but a decline in the Urban Core and areas in the southwestern part of the county. Also noted is the convergence of opportunity-rich areas into the southeastern part of the county and the persistent concentration of opportunity-poor communities in the Urban Core over the last twenty years.

Chart 2: Opportunity distribution of Duval County children by race
The second component of the project is an examination of the impacts of opportunity distribution on health and educational outcomes of Duval County children; the two most important domains of children’s well-being.

The Health Zone analysis maps the rates of children with diabetes, asthma and cancer, low birth weight babies and teen births in relation to neighborhood, health and environmental factors. Neighborhood poverty rates and a few poverty-related indicators (child poverty, unemployment rates and households with public assistance) are found to be strong contributors for all health outcomes examined in this analysis. Also noted is the extremely vulnerable neighborhood and demographic conditions in Health Zone 1, which has the highest poverty and child poverty rates, the highest unemployment rate, the highest percentage of households with public assistance and the lowest adult educational attainment.

A few factors that are found as important determinants of health outcomes include: a) access to healthcare, which is closely related with rates of diabetes, asthma and cancer; b) access to good quality food, an important factor affecting the number of children with diabetes (Map B-12); and c) parental education affecting incidence of diabetes, asthma and teen births (Map B-1 for Teen Births).

Mapping health outcomes with a race overlay shows a pattern of higher incidence of negative health outcomes in areas with greater concentrations of non-white children, with an exception of cancer (Map B-28 for Asthma). This is shown more clearly in Health Zone maps (smaller maps) where the lowest incidence of poor health outcomes (diabetes, asthma, low birth weight infants and teen births) are found in Health Zones 3 and 6, where the percentages of non-white children are the lowest. It is incidental to note that Health Zones 3 and 6 have the most favorable neighborhood and demographic conditions related with poverty, which confirms the racial implication of poverty and neighborhood conditions found in opportunity mapping analysis.

The student non-promotion rate analysis examines effects of school-based and neighborhood-based indicators on students’ retention rates and finds that the rates of student minority population, school poverty, non-white population in the neighborhood, poverty, and home ownership are all strongly related with non-promotion rates in Duval County elementary schools.

Afterschool program data mapped in Map C-7 (page 8) tells a very important story, calling for attention to areas in the southwest. Compared to other areas such as the Urban Core, areas on the Westside have more schools with high non-promotion rates and low afterschool participation rates, which translate into an increased demand for afterschool programs. While the Children’s Commission has been fulfilling the needs of most non-White students in Duval County as a whole, more attention should be devoted to areas on the Westside, due to higher numbers of struggling schools and lower afterschool participation rates in that region.

The last analysis component of this project is a local application of opportunity mapping by analyzing: a) demographic data of children served by the Children’s Commission; and b) neighborhood conditions of the New Town Success Zone.

The comprehensive opportunity map is overlaid with demographic data of the children and families participating in several programs funded by the Jacksonville Children’s Commission (afterschool, Healthy Families, mentoring, special needs programs, and assistance for homeless teens) to visualize the spatial distribution of opportunities for these children. The result shows that a higher number of children and families from opportunity-poor communities are participating in the Children’s Commission programs, and a very high percentage of them
Map B-1: Teen Births vs. Poverty Rate
Duval County, FL
This map displays the distribution of teen births and poverty rate in Duval County, FL by zip code and by health zone (smaller map).
Sources: U.S. Census 2000, Florida Dept. of Health. Date: July 23, 2010

Map B-28: Children with Asthma vs. Non-White Children
Duval County, FL
This map displays the distribution of children (18 or younger) with asthma and non-white children in Duval County, FL by zip code and by health zone (smaller map).
Sources: U.S. Census 2000, Florida Dept. of Health. Date: July 23, 2010
Map C-7: Elementary School Non-Promotion Rates and After-School Program (ASP) Participation for 30 Days or More - Duval County, FL

This map displays the percentage of students who are retained and not promoted to the next grade in elementary schools and percentage of students in respective schools attending after-school program (ASP) for 30-days or more in Duval County, FL. Data is for school year 2008-09

Sources: U.S. Census 2000, Florida Dept. of Education, ESRI 2009, Jacksonville Children’s Commission

Map D-1: After School Program Participants and Comprehensive Opportunity
Duval County, FL

This map displays the location of students in After School Programs over the spatial distribution of opportunity in Duval County, based on education, health/environment, and neighborhood indicators.

Date: October 14, 2010

Source: Jacksonville Children’s Commission
are African American. This is a very positive indication that the Children’s Commission is succeeding in reaching families who need the most support.

However, as noted in Maps D-1 and D-3, in areas in the southwest, which display lower comprehensive opportunity levels, fewer children are participating in Children’s Commission-funded programs. These maps confirm findings from the historical analysis as well as the non-promotion rate analysis. Over the years, comprehensive opportunity for children living on the Westside has decreased, but participation in publicly-funded programs assisting children and families has not increased at the same time. Strategic and targeted efforts to assist families on the Westside can prevent further decreases in opportunity.

An example of a strategic and targeted effort to revitalize a neighborhood by increasing opportunity for children is the New Town Success Zone. The project is inspired by the Harlem Children’s Zone©. New Town Success Zone’s mission is “to provide a place-based continuum of services from prenatal to college or post-secondary training for the children and their families living in the area.” New Town is located in Health Zone 1, an area continuously struggling in economic, health, and social domains despite overall improvement of various child well-being indicators for Duval County.
The New Town analysis confirms the need for attention to the area, as it reveals a very high concentration of non-whites alongside a concentration of poverty and low-income families. All three block groups in New Town show an extremely high concentration of non-whites in 2000, averaging 98-100%, who are primarily African Americans.

Two neighborhood schools (Smart Pope Livingstone Elementary School and Eugene J. Butler Middle School) have a very high percentage of economically disadvantaged students (higher than 80% eligible for free or reduced lunch) and display poor academic performance in math and reading tests compared to the county average, which could be attributed to neighborhood or school poverty.

Based on the results from analyses in the project, we offer the following recommendations for improving opportunity for children in Duval County:

**School-based community revitalization:** Building on the interdependence of school quality and neighborhood quality, we recommend that efforts be made to improve both school and neighborhood conditions because they are equally crucial for children’s well-being. Core elements in this approach include: improving at least one school in the neighborhood; developing safe and affordable housing; child care and early childhood education programs; affordable health services for children; and workforce and economic development programs.

**Health interventions in the neighborhood context:** Strategic efforts targeting areas of attention found in the health analysis – access to healthcare facilities, and access to healthy food – would be useful in improving child health. Interventions aimed at improving these conditions will call for social, institutional and physical (environmental) strategies.

**Making informed decisions and prioritizing investments for improving children’s opportunities:** Comprehensive opportunity maps identify areas of inequity between low and high opportunity communities, and the results of this comparative analysis can be used to target investments accordingly. In the case of after-school programs, opportunity maps can offer policy insights as to where the most needy children are located and where to focus in order to optimize investment return. Building upon the comprehensive opportunity mapping analysis, qualitative evaluations of existing Children’s Commission programs will help policymakers make more informed and targeted decisions and improve opportunities for children in Duval County.

The challenges facing Jacksonville’s marginalized communities and marginalized children are complex and multi-faceted. The most disadvantaged of Jacksonville’s children face a number of obstacles, and many live in communities which lack resources and the critical pathways to opportunity needed to thrive and survive in our society. Despite the depth of these challenges, strategic interventions to affirmatively connect marginalized children to opportunity can produce transformative change in the lives and future of Jacksonville’s children. With an eye towards creating opportunity for all, Duval County residents can begin with targeted, strategic interventions. These initial interventions can bring various groups to the table to define a shared vision of success, mobilize energy around important issues, build trust among diverse people and organizations, and show that change can indeed happen.

The strategies discussed in this report are a starting point, but these solutions alone are not effective without an organized and engaged community to implement them. Political and public will, collaboration, strategically used resources and extensive civic engagement are a critical foundation to implementing strategies to expand opportunity for Jacksonville’s mar-
New Town, Duval County, FL

Map E-2: Non-White Population

This map displays the distribution of non-White population by census block group in Duval County, FL with a focus on New Town area.
Sources: U.S. Census 2000, ESRI. Date: June 22, 2010

New Town, Duval County, FL

Map E-12: Math Proficiency (2008-09 School Year)

This map shows Duval County, FL schools' performance on FCAT Math for 2008-2009 school year with a focus on New Town area. (Duval County Average = 682%) Sources: U.S. Census 2000, ESRI, Florida Department of Education. Date: June 22, 2010
ginalized communities and children. Laying this foundation is the critical starting point and represents the crucial first steps in responding to these systemic challenges.

The many faces of poverty - dilapidated schools, sporadic health care, stress, exclusion and increased exposure to crime - force us to recognize that poverty is more than just a lack of money. In policy terms, this means that interventions that aim to expand opportunity for all of our children and families cannot be limited to one domain. The challenge for Jacksonville is to move forward on all these domains: health, education, and financial stability. The New Town Success Zone can become an excellent candidate in this effort because it can be used as a testing field of strategies for improving child well-being on a smaller scale before expanding to the whole city, county, state and the nation.

Achieving sustainable, positive change amidst inequality and economic instability is a monumental challenge. At the heart of this challenge is a new vision of an inclusive society – inclusive physically, socially, economically and spiritually. Nobel-Prize winning economist Amartya Sen wrote that we must recognize “the relevance of our shared humanity in making the choices we face.” As such, perhaps a healthy individualism – one in which the individual is nurtured by a sustainable, robust and diverse community – is a better indicator of a healthy society. It is important to build a shared understanding that responding to the unequal distribution of opportunity is not just a response to help communities’ most marginalized children, but a critical investment in the future of the city as a whole. By providing the necessary support services and pathways to opportunity for marginalized kids living in opportunity deprived areas, Duval County can provide an environment where all kids can flourish and reach their full potential.

Endnotes

1 Maps that are not included in this report are accessible on the web: http://www.kirwaninstitute.org/research/projects/jcc-child-well-being.php

2 New Town is an area made up primarily of three census block groups: Block Group A – ID 120310028023; Block Group B – ID 120310028021; Block Group C – ID 120310028022. This area is part of census tract (ID 12031002802) within the City of Jacksonville, FL.

3 http://www.hcz.org/about-us/the-hcz-project


Jessie Ball duPont Fund

The Jessie Ball duPont Fund is a national foundation that makes grants to a defined universe of organizations whose eligibility is determined exclusively by Mrs. duPont’s personal philanthropic decisions. An organization is eligible if it received a gift from Mrs. duPont between January 1, 1960 and December 31, 1964. Today, there are more than 300 eligible organizations. The Fund organizes its resources around three focus areas: Strengthening the Independent Sector; Building the Assets of People, Families and Communities; and Building the Capacity of Eligible Organizations.

Jacksonville Children’s Commission

The Jacksonville Children’s Commission plans, funds, and evaluates the city’s efforts to grow great kids. It is an autonomous entity of the City of Jacksonville, leveraging federal and state funding dollars, improving the lives of more than 40,000 children. The Commission creates pathways to opportunity by funding a wide range of programs including child care scholarships, high-quality afterschool programs and summer camps, mental health services, quality improvement initiatives in early education centers, mentoring programs and services for children with special needs.

Kirwan Institute

A university-wide interdisciplinary research institute, the Kirwan Institute generates and supports innovative analyses of the dynamics that underlie racial marginality and undermine full and fair democratic practices in the United States and throughout the global community. Its work informs policies and practices to produce equitable change.