



California Center for Regional Leadership

**California Progress Report
Draft Prototype Template and Utilization Matrix
September 2005**

Introduction

The California Progress Report is a project of the California Center for Regional Leadership, in partnership with CalCOG and many of the State's Councils of Government (COGs), the Orange County Business Council, and Collaborative Economics. This project was developed for several reasons. Regional Quality of Life/Community Indicator are a long-time area of program focus for CCRL. Starting with the Joint Venture: Silicon Valley Index in the 1990s', Regional Collaboratives have led the field in California in the technical, policy, and community engagement aspects of this national and international movement.

COGs are responsible for strategic planning and infrastructure investments at the regional level and the repository for a wide range of data sources and policy analysis. Many state agencies, including the Business, Transportation and Housing Agency and the Labor and Workforce Development Agency, increasingly have emphasized the need to measure and assess the value of investments, including the need to leverage scarce resources most effectively, promote innovation, and meet priority regional and community needs.

Over the years CCRL has convened the Regional Collaboratives and other state and regional partners to discuss ways to support this community of practice and help network practitioners and policy leaders. In 2003, CCRL documented indicator projects throughout California and the growing role of the Regional Collaboratives in leading these projects, in concert with a wide array of civic, planning and education partners, most especially the Councils of Government (COGs). This inventory, *Telling our Story, Measuring our Progress*, was conducted with the support of the California Children and Families Commission, whose First Five Commissions are documenting investments and outcomes in healthy children, families and communities throughout the State's regions.

The analysis found that the Regional Collaboratives are natural entities to sponsor indicator projects because they work at the most meaningful scale to measure progress for broad measures of prosperity and community health – the regions. Their work includes not only data, research and analysis but also the convening of civic leaders to understand and mobilize action on the challenges and opportunities that drive regional prosperity. Their primary partners are the COGs, and in some cases the COGs are leading the indicator projects. Several of the COGs and the Regional Collaboratives also are partnering on regional growth and visioning projects, whose results are flowing back into the indicator projects by identifying regional goals and priorities for the future of their regions.

As governments and communities at all levels are increasingly focused on the accountability of public and private sector investments and measuring progress across a broad range of issues, the value of indicators as measuring and track tools is becoming increasingly important. For example, some states such as Oregon link incorporate their benchmarking into state policymaking. The Orange County Board of Supervisors uses the County's annual Community Indicator report to set investment priorities. Use of indicators is advancing but the application of indicators is variable due to resource requirements, data availability, organizational capacity and other issues, especially at the State level. State agencies and the Legislature whose investment and policy decisions affect how regions can address their challenges and opportunities are hampered by the lack of holistically presented regional data linked to community and regional priorities.

To address this need, State partners have asked CCRL and CalCOG to assist in providing them with a region-based statewide indicator report to measure and track progress on a variety of critical indicators, so that they may better address critical regional investment priorities and assess whether progress is being made. CCRL and CalCOG have committed to prepare a potential prototype template for this report – the California Progress Report.

To date, the project's planning team has:

- Discussed technical and policy issues impacting the development of such a report
- Reviewed and updated the status of indicator reports, including advances in data sources and analytic methodologies, and best practices from other regions
- Identified key issues that could be the focus of the specific indicators
- Identified potential user and audiences for the report through a detailed utilization matrix

The following is the draft of a potential template for the California Progress Report. It identifies some overarching policy questions, as well as issue areas. The Summit provides an opportunity to review this template and receive feedback and guidance for refining this template, identifying data availability and methodology issues, target audiences, and resource issues.

Thanks to our sponsors for the project who are contributing financing and in-kind expertise and especially to Ping Chang of the Southern California Council of Governments:

- Association of Bay Area Governments
- Association of Monterey Bay Area Governments
- Fresno Council of Governments
- Metropolitan Transportation Commission
- Sacramento Area Council of Governments
- San Bernardino Council of Governments
- San Diego Council of Governments
- Southern California Council of Governments
- Western Riverside Council of Governments

The following sections contain key project questions, potential issues and indicators for the Prototype Template, and potential Utilization Matrix.

California Progress Report Prototype Report Template

Issues that the Planning Team Considered

- ✓ **Should there be state level data compared to other states on a core set of indicators (such as the Development Report Card for the States prepared by the Corporation for Enterprise Development)?**
It would be useful to set the stage to see how California compares with other states on some key indicators.
- ✓ **What are the regions/areas? How do we define them and what data is available?**
The regional issue is an ongoing discussion, but we believe there should be aggregation beyond the county level where possible to reflect economic regions. There is consideration of treating environmental indicators on a biological basis, such as by watershed and, air quality districts, and by other important natural assets in each region (such as health of Lake Tahoe, health by the San Francisco Bay, health of the oceans, health of species and habitat). There may not need to be a unified solution to every indicator.

- ✓ **How do we deal with rural areas and less well-defined regions from a data availability/consistency standpoint?**
Consult further with rural regions, consider proxy indicators, and identify priorities for additional data availability, especially from state data providers.
- ✓ **What is our conceptual framework?**
Our conceptual framework is the 3 E's – Economy, Equity (people), and Environment (Place). The fourth E – civic engagement measures – also should be addressed in some way. This is the framework used by most projects statewide, nationally and internationally, and ensures a holistic approach to economic vitality, community health and quality of life.
- ✓ **What are the priority issues and potential core indicator areas for the regions?**
See the Template for priority issues and potential core indicators. Sometimes data is widely available but does not address the most important issues. Sometimes the most important issues are hard to measure. How many indicators should be included? We want to tell the story without overwhelming the reader and losing the message, while still presenting a good cross-section of indicators that are a high priority for the users.
- ✓ **What is the time frame for comparing and tracking – longitudinal or most recent?**
The time frame to be considered depends on data availability and what tells the most important story. Should the indicator look at change over time or current status?
- ✓ **Who are the Stakeholders and who is the audience?**
See the Utilization Matrix that follows the Prototype Template which outlines potential users, uses and outcomes.
- ✓ **What are the best data sources and methodologies to get at the most important issues and available for updating over time?**
Once the priority issues and core indicators are determined, the planning team and COG technical advisors will assist with identifying data sources and methodologies. This work has occurred to the first level. Dealing with racial and ethnic breakouts is another consideration, especially as disparities within and across regions come more into play.
- ✓ **How difficult would it be to aggregate data to appropriate levels?**
This will need to be determined once the preferred indicators are determined, through consultation with technical advisors.
- ✓ **What resources would be required to conduct certain methodologies (like industry cluster profiles)?**
Estimates will be made once the preferred indicators are determined, through consultation with technical advisors. Potential funding sources will be identified, in addition to leveraging with partners and in-kind contributors from policy and technical experts (much the way regional indicator projects leverage resources).
- ✓ **What is the best way to display the information – maps, graphics, etc.?**
Once the indicators are determined the planning team will identify potential method for display.

The following is the initial Prototype Template based on the work of the Planning Team in considering priority issues, based on their identification of leading indicators and best practices and from their review and knowledge of data sources and indicator reports, including those on which they have worked.

This draft presents numerous indicators within each “E,” with some crosscutting areas identified across issue area. We are consulting with stakeholders and experts to help refine this list to a more concise and high priority inclusion of issues and indicators. This format does not incorporate comparisons to external regions (outside of the State). (See the Balance Indicator methodology developed by the San Diego Council of Governments as a possible example of elevating discussion of regional competitiveness through comparison with other regions within the framework of the Three E’s.

PROTOTYPE REGION-BASED INDICTORS TEMPLATE

Section/Issue	State/Region	Comments
Introduction Overview of context, Demographics, migration trends, urbanization trends, income disparities	Why are indicators important? Why regions? What is the framework – 3 Es (vital cycle) Calif. 5 th largest economy, each region has its own story Overall growth - population growth rates and sources of growth, shifts in ethnicity, age (shift in demand for services, graying of the population, school age demands) Urbanization trends – urban footprint Income gap between top 20% and lowest 20% of families (rather than per capita income?)	Need to define regions, determine key indicators
Economy		
1. Overall job growth	Rates of growth, unemployment rates	
2. Cluster Growth	Portfolio of clusters for each region – high wage vs. other? Employment in selected clusters? Average wages?	See the California Regional Economies Project (www.labor.ca.gov) for example of regional profile)
3. Number of High growth firms? Number of start-ups?	Publicly traded gazelle firms, number of business starts, minority and small business job growth. Federal R&D \$	Impact of U.C. Investments?
People & Community		
1. Education	Racial/ethnic distribution of K-12 population	Show change in components of distribution
2. Education	English Language Learners, languages spoken in California School Districts	
3. Education	Third grade reading scores	
4. Education	College Readiness - Percent of graduating students meeting UC/CSU requirements by race/ethnicity (also, rating for schools that offer all the required courses)	Could discuss drop out rates by ethnicity – new report out
5. Education	Enrollment in Upper Level Math -By ethnicity, gender	Proxy for showing readiness for science and technology careers
6. Health	Early Pre-Natal Care	
7. Health	Childhood and Adult Asthma	Link to air quality

People & Community		
8. Health	Insurance – by job, medical, etc. – number of uninsured	
9. Health	Fitness of youth - Meeting school standards (which grade?), status for low income youth by ethnicity	New policy emphasis on childhood obesity
10. Poverty	% children eligible for free/reduced meals (overall poverty rate?)	This is a proxy indicator
11. Health	Focus on particular disease, or hospital closures? Healthcare labor shortages? Medical enrollees?	Economic costs of obesity and overweight in California adults
12. Public Safety	Trends in juvenile crime? Overall crime rate?	Parolee recidivism?
13. Public Libraries	Cardholders, # of hours open?	
Place		
1. Job Growth/Housing Construction	New jobs created compared to housing permits granted (jobs-housing balance)	
2. Housing Affordability	Housing affordability index, income needed to afford median-priced home compared to typical salaries (ratio)	
3. Home Ownership	By ethnicity; asset development	New Latino Urbanism
4. Affordability for Renters	Compared to typical salaries	
5. Transportation	Lane miles added vs. population, vs. # of miles driven, # of registered vehicles	
6. Transportation	Commute times, or freeway congestion? commute vs. non-commute trips (by mode), daily average miles traveled	Impact on productivity (number of hours in traffic, impact of wasted time and fuel), land use, air quality
7. Transportation	Transit Use - # of riders, rider miles added	
8. Air Quality	Number of unhealthy days, types of contaminants (ozone, particulates, etc.), impact of mobile sources	Link to changing land use patterns, increases in miles traveled
9. Parks	Parks/open space as percent of city land areas	
10. Land Use	Conversion of Ag Lands to urban and other uses	
11. Environment	Unique indicator for each region – stewardship index	OC and other coastal regions - beach closures; Bay Area - health of the Bay; Sierra - clarity of Lake Tahoe; Sacramento - flood control; health of rivers and streams

Other Issues

- As context for some issue areas, we can add information from surveys such as PPIC and Field Institute that demonstrate what Californians are concerned about (housing costs, traffic congestions, etc).
- Add Map of regional visioning projects?
- There are no suggested indicators for density of new development in urban areas (indicating more efficient use of land), reuse of brownfields/remediation, number of brownfields, number of new housing units in downtown areas (infill).
- Environmental Indicators are difficult to address due to very different data bases and lack of data availability or comparability, especially since there are so many different agencies and companies that provide service. For example, water demand and conservation information is difficult to obtain across regions, yet issues like water and also energy, by both residences and businesses, are vitally important to the future of the State. How should these issues be addressed?
- Sidebars are possible to show a best practice or indicate an emerging trend. For example, organic agriculture is not yet a major part of regional economic production but is a very fast growing sector. An example could be provided for the potential contribution of solar power for kilowatt hours.
- What about some higher education indicator? Graduate degrees in technology fields?
- How should the digital divide be addressed, including the rate and distribution of broadband connectivity, especially in rural and other underserved areas?
- Civic engagement questions at this time (except for library usage). They are sometimes difficult to obtain. Indicators could include amount of philanthropic giving (ratio to population).

The following section of this paper presents a matrix of potential utilization of the California Progress Report. It describes potential uses, users and outcomes, and poses some additional questions to be answered regarding the optimum use of the Report. An important goal is to have state, legislative and other policymakers and policy influentials working from a shared set of information regarding critical regional issues and priorities. These concepts need to be reviewed and discussed with an Advisory Group comprised of representatives from each user community so that the final draft prototype template can be developed and resources identified to prepare the report.

DRAFT UTILIZATION MATRIX

User	Utilization opportunities	Potential outcomes
State Govt. Executive Branch 1. Governor and Advisors 2. State Agencies, Commissions/Panels	1. State of the State: setting public priorities, educating the public. 2. State Budget: setting priorities and establishing goals/benchmarks 3. State Agencies, Commissions/Panels: - develop strategic plans and monitor progress for performance accountability - orientation and knowledge-upgrade training of state employees 4. Candidates for statewide office use Report to assist with issue identification.	1. Budget is used as a policy tool to address critical issues; overall budget performance is measured against outcomes. 2. State entities are aligned to address issues in an integrated manner with integrated accountability for outcomes. 3. State employees are educated about critical issues, in support of improved productivity. 4. Better informed races for statewide office. <i>General: appreciation for regional diversity and need for region-based state policy.</i>

<p><u>State Govt. Legislative Branch</u></p> <p>1. Leadership</p> <p>2. Committees and Membership</p> <p>3. Staff</p>	<p>1. Assist in setting legislative priorities (working from common set of facts)</p> <p>2. Develop specific legislative strategies to address critical issues.</p> <p>3. Monitor Executive Branch performance.</p> <p>4. Educate and orient members (especially new members)</p> <p>5. Candidates for Legislature use Report to assist with issue identification.</p>	<p>1. Improve Legislative policies.</p> <p>2. Informed oversight improves state agency performance.</p> <p>3. Better informed policymakers.</p> <p>4. Better informed races for Legislative office.</p> <p><i>General: appreciation for regional diversity and need for region-based state policy.</i></p>
<p><u>State policy influentials</u></p> <p>1. Interest groups</p> <p>2. Media</p>	<p>1. Report used as basis for analysis, communications that are intended to draw attention to critical issues.</p> <p>2. Means of holding policymakers and state agencies accountable for improved policy and agency performance.</p> <p>3. Education of staff and volunteer leadership of interest group organizations and journalists.</p> <p>4. Education (through orgs. and the media) of specialized (membership) audiences and the general public.</p>	<p>1. State government is held accountable for addressing critical issues.</p> <p>2. State government is held accountable for improved performance.</p> <p>3. Better informed state policy debates.</p> <p>4. Better informed media coverage of state policy issues.</p> <p>5. Voters and general citizenry better informed on statewide and multi-regional issues.</p>
<p><u>Regional/local governance</u></p> <p>1. COGS, MPOs, other planning orgs.</p> <p>2. Local govts. and special districts (incl. school districts)</p> <p>3. Civic and nonprofit orgs.</p> <p>4. Media</p> <p>5. Educators (college and high school-level)</p>	<p>1. Establish benchmarks to hold state government accountable for serving the regions.</p> <p>2. Used to set priorities and goals for regional/local planning, programs and funding.</p> <p>3. Education of governmental and non-governmental leaders on critical issues in the region, in adjoining regions and across the state.</p> <p>4. Regional and local policymakers, and non-governmental leaders hold regional and local agencies accountable for improved results.</p> <p>5. Candidates for local office use the report to assist with issue identification.</p> <p>6. Private philanthropy uses Report to help guide priority setting and funding decisions.</p> <p>7. Educators use Report for educating young people about contemporary issues and forms of civic engagement.</p>	<p>1. Regional and local agencies improve responsiveness and performance.</p> <p>2. New, multi-regional coalescence around common issues revealed in the Report.</p> <p>3. Better informed state-regional-local policy debates.</p> <p>4. Better informed races for public office.</p> <p>5. Voters and general citizenry better informed on regional and local issues.</p> <p>6. Better targeted private philanthropy.</p> <p>7. Young people understand critical issues better and why and how they can become involved throughout their lives.</p>

Questions to be answered for optimum use of the CA Progress Report

Utilization - General

- Above all: how to measure the successful utilization of the Report by targeted user communities?
- How to ensure that indicators chosen are high priority for the user communities?

- How to persuade state, regional and local policymakers that *this* data is credible *and* relevant to their work?
- How to engage users with the data even when the Report contains “bad news?” Also, how to ensure that good news gets equal attention (especially in the media) with bad news?
- Should we encourage that the Report’s indicators be used in other formal planning and outcomes documents? (the challenge: variety of data types, formats and timeframes)
- How to reinforce the distinction between the Report’s community indicators/outcome measures and conventional performance-based management? (in the latter, policymakers and agencies are accountable only for what is truly under their control, in contrast with community outcomes that result from a wide variety of causes)

Dissemination of and Access to the Report

- How can the Report present data in an easily accessible fashion without diminishing the quality of the data and analysis?
- How to ensure that individuals and communities with conventionally diminished access to this kind of information are given access?
- How to optimize use of the Internet for accessibility and utility of the Report?
- Should the Report be created in a CD format as well as print and online?

Pragmatics—how to get the Report produced and used

- How to efficiently access timely and accurate data for the Report?
- How to assure a reliable source of adequate funding and/or volunteer resources to periodically update the Report and disseminate it effectively to the broad user communities?

Other utilization questions

- Should the Report be explicitly linked to regional and statewide dialogues on the future of the state?
- Should there be explicit linkage to other “trend” data, both factual (various official annual reports of data) and opinion research (routine queries about the priorities of Californians)?
- Though the Report may be of interest to the general media, should it be especially targeted at the public interest side of commercial media (editorial Boards, columnists, etc.) and to the public interest media such as public broadcasting and community cable programming?
- How should the Report be used to inform the CA Congressional delegation?
- How the Report should be used to inform various state and regional economic development marketing strategies? Either to demonstrate progress where it occurs or to demonstrate intention to make progress where it is needed.

Next Steps

The Draft Prototype Template and Utilization Matrix will be disseminated and reviewed with the Regional Collaboratives, the COGs and other partners, and the potential user groups described in the Matrix. The feedback will be synthesized and a refined summary version of the Template will be prepared. The partners will develop an implementation plan for the next phase.

Contact us

We would appreciate your feedback and input. Contact us at the following:

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