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# *Goals for Growth*



Progress **95**

First Report of the Maine Economic Growth Council

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# Economic Growth Council

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Dear Reader,

Why bother with an "Economic Growth Council," and what is it anyway? There is one thing that is clear today -- people are angry, frustrated, and worried that they can no longer rely on government to solve their problems and lead us into the future.

What is it that worries us? Will we have jobs tomorrow? Will our wages support us? Will our businesses be fairly taxed and rewarded? Will our children be educated for tomorrow's world? Will the government perform the tasks we need done with speed, efficiency and economy?

This is what hundreds of citizens -- legislators, businesspeople, educators, agency employees, and community leaders across the state -- have been pondering over the last ten months. But the goal wasn't to produce "yet another report." The goal was to look at governing, economic growth, sustainability, and service delivery in a different way in order to determine if we were doing a good job.

*First*, we decided to take a very broad look at our economy -- to see how our educational system affects job growth, how our tax policies support or interfere with business innovations, to understand what the relationship is between the vitality of our natural resources and a healthy economy. *Second*, we wanted to find a way to measure both where we are today and to chart our progress as we move into the next century. Today, too often, we measure how much we spend, how many forms are filled in, reports prepared, permits issued. But what if we asked government to be held accountable for the results -- is life better, is it safer, is it cleaner? **Does what we're doing work?** And, if it doesn't, on the next budget cycle then we shouldn't hand out the cash.

We set out to find benchmarks - a way to measure the outcomes of our actions, outcomes that we agree on before we design programs to solve problems. And, we wanted to make sure the information about our results was available and understandable to the public. Determining the goals of all Maine people and translating them into benchmarks that measure our progress is the work we have begun.

To be successful we need your help. Please -- read what we have written, give us your reactions, ideas, and your own benchmarks. Become involved as we refine the benchmarks through the legislative committees, departments of state government, and citizens' groups across the state. Changing the way we view our economy, the way government does business, the way we involve the citizens of Maine and holding ourselves accountable for our progress is hard work. These times require no less.

Sincerely,



Senator Rochelle Pingree  
Co-Chair



Kevin Gildart  
Co-Chair

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# *Goals for Growth*

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## Progress 95

First Report of the Maine Economic Growth Council

April, 1995



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## Acknowledgements

The Maine Economic Growth Council is staffed by Henry Bourgeois, Lucien Gosselin, and Claire Breton of the Maine Development Foundation.

This report was prepared for the Growth Council by Dr. Charles S. Colgan of the Edmund S. Muskie Institute of Public Affairs at the University of Southern Maine and Frank O'Hara of Market Decisions, Inc. Beth Sheehan contributed to the research. The design and layout were the responsibility of Anne Bernard of the Muskie Institute.

The Goal Committees of the Growth Council were provided staff by the Margaret Chase Smith Center for Public Policy at the University of Maine. Dr. Steven Ballard, Executive Director of the Center, coordinated the staff of the Goal Committees and served as staff to the Infrastructure Committee. Other Smith Center and University of Maine staff involved were: Dr. Barbara Jean Nicoletti (Human Resources and the Workforce), Christopher Spruce (Environment and Natural Resources), Dr. James Killacky (Education and Training), Charles Morris (Government Policies), and Dr. Sheila Pechinski (Business Vitality and Entrepreneurship).





# Executive Summary

The Maine Economic Growth Council was created by the legislature in 1993 to “develop a long-term plan for the state’s economy... based on economic opportunity for all citizens.” The Growth Council believes that the key element in such a plan, indeed the key to Maine’s future economic success, lies in collectively setting out a vision of where our state should be and then setting specific goals to get there. We need to continually check our progress towards those goals by measuring our performance in all areas related to economic growth against benchmarks that we define.

Doing this requires extensive dialogue involving all sectors of Maine economic life. The Growth Council has begun this process over the past year. Working with an advisory committee of more than sixty members, the Council has met with over three hundred people throughout Maine to craft a vision to guide Maine into the future. The Council formed six committees comprising more than two hundred representatives from business, education, government, and nonprofit organizations to begin defining goals, performance measures, and benchmarks in six key areas.

Based on the input from all of the people who have helped us, the Growth Council recommends that Maine adopt the following vision for the Maine economy:

OUR VISION FOR MAINE IS A HIGH QUALITY OF LIFE FOR ALL CITIZENS. CENTRAL TO THIS VISION IS A SUSTAINABLE ECONOMY THAT OFFERS AN OPPORTUNITY FOR EVERYONE TO HAVE REWARDING EMPLOYMENT AND FOR BUSINESSES TO PROSPER, NOW AND IN THE FUTURE. THE PEOPLE OF MAINE BRING THIS VISION INTO REALITY BY WORKING TOGETHER, AND BUILDING ON OUR TRADITION OF HARD WORK, DEDICATION, AND YAN-KEE INGENUITY.

We further recommend that Maine adopt goals that will assure a future based on:

- Innovative Businesses
- Productive Workers & Rewarding Employment
- Vital Communities
- Healthy Natural Resources
- Efficient Government
- State-of-the-Art Infrastructure

In this report we propose a number of goals in each of these areas, along with specific ideas for assessing our progress towards those goals. The following six goals we identify as urgent:

- *Maine businesses will be leaders in innovating new products, new markets, and new companies by investing in technologies and people.*
- *Maine workers will be among the highest skilled in the United States, with the best capacity to acquire and use the specialized skills needed to make best use of existing and emerging technologies, and to respond and adapt to rapidly changing workplaces and markets.*
- *Disparities in income and opportunity, including disparities between the rich and poor and among regions of the state will be reduced.*
- *Maine will continue to improve the quality and optimize the quantity of its renewable natural resources to promote sustainable economic development. Maine will continue to promote economic opportunities in natural resources, including increased niche marketing, recreational opportunities, and opportunities that encourage value-added approaches for better utilization and conservation of natural resources.*
- *Maine state and local government services will be known for their high quality, and reasonable cost. Where regulation is necessary, Maine will be known for the timeliness with which regulatory decisions are made, and the flexibility in achieving public purposes. Maine's tax system will be balanced, stable, predictable, and fair, and will not impose burdens that place Maine at a competitive disadvantage.*
- *Maine's transportation and telecommunications infrastructure will support economic growth by being modern, affordable, and continually improved.*

This first report of the Growth Council is offered to engage even more Maine people in the debate about framing our economic future in ways that will inspire all of Maine to take the steps needed for economic success. The Council will be working over the next six months to:

- work with the governor and legislature to move state government to adopt specific goals to guide its performance.
- refine the definitions of goals, performance measures, and benchmarks to assure that they are both realistic and ambitious.
- collect additional data for measuring our performance and establishing benchmarks.
- make Maine people more widely aware of the Growth Council's recommendations and seek additional input.

# Why Set Goals for Growth?

## Introduction

Economic growth has rarely been easy for Maine. For most of our recent history we had too little; then in the 1980s parts of the state had too much, too fast. In the early 1990s, Maine experienced the opposite, with the loss of more than 30,000 jobs. As we recover, Maine's job growth is still lagging well behind that of the rest of the country, though it is somewhat ahead of what is happening in New England as a whole (Figure 1). Many of the lost jobs are not likely to return in the same form as the Maine and American economies undergo significant and permanent restructuring.

As they have for more than a century, the challenges presented by Maine's economic conditions have called forth numerous efforts to expand and strengthen the outlook for businesses and jobs throughout the state. Economic development remains the most constant and vigorous of public debates throughout the state. The state has not lacked for ideas about economic development. What it has lacked is a sense of

**Economic  
growth  
challenges  
for Maine**

**Not a lack of  
ideas but a lack  
of direction**

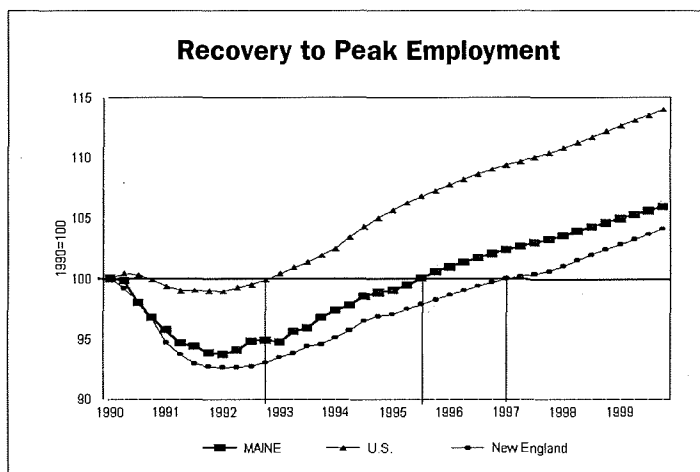


Figure 1. Maine won't recover jobs lost during the recession until nearly 3 years after the U.S.

where we are headed, whether we are getting there, and a sense of how rapidly, if at all, we are making progress. Nor does Maine lack people and institutions to act. It lacks agreement on where all the action will take us.

Responding to these needs has been the task of the Economic Growth Council. A group of 19 Maine citizens, the Growth Council has worked over the past year to examine what has been happening in

**The Economic  
Growth Council**

Maine, the United States, and around the world and begin the process of setting goals for growth.

**A public process**

The Council began its work with the premise that it alone could not determine goals for Maine, and so in the course of preparing this report, the Council has directly involved over 200 Maine people from business, nonprofit organizations, government, education, and other institutions and has consulted with the public from one end of the state to the other. This degree of public involvement from the beginning of the process stood in contrast to the other states that have attempted similar efforts.

**A culture of performance**

As a result of the input we have gotten from all over Maine, we are convinced that economic prosperity in Maine must be based on a culture of performance in which everyone, from the classroom to the factory floor to the executive suite, works together to achieve common goals that collectively get Maine to the place where we want our state to be. The elements of such a culture of performance are easy to identify:

- **Set High Standards**

**High standards**

The horizons of new markets and new opportunities for Maine have not been this great since the days of lumbering and shipping in the years before the Civil War. But the competitive pressures from neighboring states, neighboring countries, and regions far away have also never been greater. We have to find the means of asserting our advantages over our competitors, recognizing that every state, every region, is faced with the same challenges we are, and every one is looking for ways to assert their competitive dominance over us. Our only hope is to seize the opportunities in a global marketplace by setting high standards for what we want to achieve and constantly working to meet or exceed those standards.

- **Find Common Ground**

**Common ground**

Who will set these high standards? We all have to. Maine people from the public and private sectors, from northern and southern Maine, and from towns and cities must work together to define common goals that we all should be seeking to attain. We may disagree on the best way to achieve those goals, and have vigorous debates that are the hallmark of a vibrant democracy. But if we can agree on where we are headed, working together will be much easier.

- **Recognize the Many Dimensions of Economic Growth**

**Many dimensions**

We cannot assume that a new program, or more state spending here, a tax cut there, a new federal contract, or a new business attracted or created here will be enough. Efforts to find a few “key” industries that will bring prosperity to all, or to find the mix of taxes

that is acceptable, are not enough. Economic growth involves almost everything we do, from business to government, from labor to management, from rich to poor.

- **Continually Monitor Progress**

Setting goals is a useless exercise if we do not constantly assess our progress towards achieving them. This is especially critical given the complex and ever-changing conditions in the economy, in society, in government and business, and in the natural environment. We will have to devise and use measures of progress that keep us informed of where we are going, how far we have come, and where we are in comparison to our competitors.

**Monitoring  
progress**

Setting high standards will not be unique to Maine. Businesses throughout the world have realized that they must be much clearer about what their mission is, the goals they are seeking to attain, and that they must continually monitor their performance in a way that lets everyone, from the chair of the board of directors to the factory floor worker know how they are doing. Whether called “Total Quality Management” or “Continuous Quality Improvement” or some other name, the drive to link outcomes and performance with day-to-day decisions is now recognized as a prerequisite to success.

**Businesses  
already setting  
goals and  
measuring  
performance**

The idea of setting goals and monitoring progress is also not new to our sister states or other regions with which Maine competes. Forty-six states have been, or are now, engaged in the kind of development policy review the Council proposes, with states such as Oregon and Minnesota already operating under well-established procedures. Numerous cities, such as Seattle, are also engaged in similar policy development. Nor is the idea limited to the United States; over fifty such efforts are underway in cities, provinces, and federal agencies in Canada.

**Other states  
well ahead of  
Maine**

The advantages of taking this approach to economic development are clear:

**Clear  
advantages**

- It provides a way to navigate toward where we want to be. It provides a clear, shared sense of direction, as well as checkpoints along the way that permit midcourse corrections whenever necessary.
- It encourages a focus on the results of actions, not just the actions. This is particularly critical in the public sector where the tendency is to assume that if we do more of something—spend more, regulate more, have more programs—that we will achieve what we set out to do.
- It allows a clear separation between *what* we are trying to accomplish and *how* we are trying to accomplish it, allowing a much greater latitude for imagination and thought about the means public and private institutions use to accomplish Maine’s goals.

**Charting a  
course**

**Focus on  
outcomes**

**Avoids  
confusing  
ends and  
means**

**Enhanced  
debates**

- It enhances civic dialogue; it does not replace it. The key to good decisions is good information, regularly updated. Good information does not guarantee wise decisions, but lack of information makes the prospect of a good decision little more than luck.

**Our common  
stake**

- It reminds everyone of their common stake in the performance of Maine's economy, in progress towards our goals, and in meeting or exceeding the standards we set for ourselves.

## From Here to There

*If we could first know where we are and whither we are tending,  
we could then better judge what to do and how to do it.*

Abraham Lincoln, 1858

The first priority, as Lincoln notes, is to figure out where we are going. To say that economic growth is simply about "more" jobs, profits, and businesses is to state the obvious and ignore tradeoffs and costs. We need to become much more explicit about what we are trying to accomplish and we must be constantly assessing our progress towards those goals.

To do that, the Growth Council has undertaken a process of defining a vision, setting goals and devising ways of measuring our progress towards those goals. This process is set forth in the following table, which notes our progress to date and sets out the next steps.

**The Growth  
Council process**

What	Who	When	To Date
Growth Council Established	Governor/Legislature	1993	✓
Define a Vision	EGC & Board of Advisors	Spring 1994	✓
Identify Key Areas in Economy	EGC & Board of Advisors	Spring 1994	✓
Seek Public Input	Eight Public Meetings	Summer 1994	✓
Define Goals, Measures & Benchmarks	EGC & Goal Committees	Fall 1994	✓
Identify Priorities	EGC & Goal Committees	Winter 1995	✓
Involve Governor and Legislature	EGC	Spring 1995	
Gather Baseline Data	EGC	Sum., Fall 1995	
Inform Public	EGC	Spr., Sum. 1995	
Work with Key Organizations	EGC	Spr., Sum. 1995	
Seek Feedback	EGC	Fall 1995	
Adopt Goals and Benchmarks	Governor/Legislature	Winter 1995-96	
Monitor Progress and Annually Report to Public	EGC	1995-96 and beyond	
Refine/Expand Goals, Performance Measures and Benchmarks	EGC	1996 and beyond	

To begin, the Growth Council convened a group of 87 Mainers to serve as a Board of Advisors. (See Appendix 1 for a list of the Board.) The Board met several times during the spring of 1994 to help formulate a vision for the Maine economy. Based on their deliberations, the Growth Council proposes the following vision:

### **A Vision for Maine's Economy**

Our vision for Maine is a high quality of life for all citizens.

Central to this vision is a sustainable economy that offers an opportunity for everyone to have rewarding employment and for businesses to prosper, now and in the future.

The people of Maine bring this vision into reality by working together, and building on our tradition of hard work, dedication, and Yankee ingenuity.

**Define a  
vision for  
Maine**

In addition to helping craft a vision for Maine, the Board of Advisors was also asked to identify key areas of the economy to organize discussions of goals, performance measures, and benchmarks. The Board recognized that economic growth results from myriad decisions by businesses, government, and others, and involves issues of:

**Identify six  
key areas**

**Business Vitality and Entrepreneurship**

**Education and Training**

**Environment and Natural Resources**

**Government Policies**

**Human Resources and the Workforce**

**Infrastructure**

The Growth Council took the results of the Board of Advisors' work and conducted eight meetings around Maine. These were held in Auburn, Augusta, Bangor, Biddeford, Machias, Portland, Presque Isle, and Rockport and were attended by more than three hundred citizens. The results of these meetings confirmed the essential message of the Board of Advisors with respect to the key areas, and also helped refine the vision.

**Seek public  
input**

The Growth Council then convened six goal committees in each of the areas defined by the Board of Advisors. These committees (see Appendix 2) worked to define the specific standards we should set for economic growth in Maine as well as to suggest how we should monitor our progress towards those goals. Their report, published separately, sets out:

**Goals,  
performance  
measures,  
benchmarks**

**Goals** that describe specific accomplishments Maine should seek in achieving the vision,



**Performance measures** that provide specific data about changes underway in Maine, and

**Benchmarks** that provide reference points to judge whether we are moving toward or away from the goals.

**An invitation  
to comment**

This is the first of the Growth Council's reports on Maine's progress towards achieving that vision. It lays out the rationale for the approach to economic growth that the Council proposes and identifies the key areas where progress must be made. This report is a work in progress. While much has been done, a great deal more remains before Maine can realistically say that we have altered our future economic course. We present this report in the urgent hope that Maine people will read it, think about its implications, and provide us with their best ideas and advice as we complete our work in the next few months. A form is included at the end of the report for doing this.

**"Lies,  
damned lies,  
and statistics"**

The advantages of this approach are real and vital. But a note of caution is still in order. There is another old saying about "lies, damned lies, and statistics" which reminds us that facts do not speak for themselves. Measures and data are imperfect, ambiguous, and require care in collection, analysis, and interpretation. For example, in Figure 1, Maine's employment growth appears much stronger than New England, but in fact the New England figures are quite slow solely because of the weak Connecticut economy. Maine's growth rate is actually slightly slower than New Hampshire and Vermont. How we interpret the measures is an important part of the civic dialog. Measuring performance is an investment in good information for decisions.

**Sustainable  
development**

In its charge to the Council, the legislature explicitly asked that "sustainable development" be considered. This term has been so widely used that its meaning has become increasingly confused. The Growth Council has chosen to avoid confusion by focusing on the common-sense ideas that should underlie any discussion of economic growth:

1. We must invest and act now in such a way to assure the prosperity of the current generation without sacrificing the opportunities for future generations. Above all, this means paying close attention to how we use the environment and natural resources. This should be a matter that is second nature to Maine people, but it is still a principle which bears restating.
2. Economic growth is the result of a complex interaction among economic, environmental, and social factors. Success cannot be defined by examining the separate parts, only by understanding the cumulative interaction of the parts.
3. Efforts to achieve sustainable development must be continually monitored.

The Council has chosen not to develop a number of new strategies or propose new programs for economic development at this time. Rather, our efforts address what has been most lacking in debates about economic development: ideas about *where* economic development is taking us. We leave the *how* of economic development to the dozens of state, local, and regional agencies and thousands of businesses throughout Maine who undertake the actual work of economic development. The Growth Council's recommendations are intended to assist the governor and legislature and these many other groups in proposing and implementing *their* activities and strategies.

**Focus on  
where, not  
how**

Thus, throughout its work, the Growth Council has been cognizant of the efforts of the many groups currently working on economic development issues in Maine. The Council and its goal committees have made every effort to stay in touch with groups such as the Maine Alliance and Maine Chamber of Commerce, the Coalition for Excellence in Education, the Maine Environmental Priorities Project, and the Task Force on Learning Goals. We have also recognized that many institutions in Maine, such as the Technical College System, are also engaged in setting goals and defining performance measures and benchmarks.

**Relation to  
other economic  
development  
efforts and  
agencies**

In the following section, the Council sets forth its proposals for goals, performance measures, and benchmarks for each of the six areas. In the final section, we note the actions which we, the Growth Council will take this year to inform Maine citizens about our approach and incorporate our ideas into the fabric of decision making in the state.

**Next sections  
of this report**



# What Goals Should We Set for Maine?

## Introduction

One of the foundation principles of the Growth Council is that economic growth depends on many different factors, not any single factor. At the same time, we must recognize that certain areas require more immediate attention than others. Based on the recommendations of the goal committees, the Growth Council has chosen to focus this report on areas where greatest attention needs to be paid in the immediate future.

Maine should move immediately to set goals and define measures and benchmarks to assure the following:

**Broad goals for  
the economy**

**Innovative Businesses.** The willingness of business owners to invest in Maine—to employ Maine’s human and natural resources to serve markets at home and abroad, to invest in new technologies and new products as part of a process of continuous innovation—remains the foundation of all economic growth.

**Productive Workers/Rewarding Employment.** Ask any business what the foundation of their success is, and they will say it is the skills, the energy, the knowledge, and experience of their workers. Maine’s future depends on making sure that workers have the highest skills appropriate for their jobs, are capable of working together to meet the needs of customers, and are continually kept at the forefront of new technologies. Maine also should be known for its quality jobs offering good wages, benefits, and opportunities to participate in decision making.

**Vital Communities.** Maine is a state of 500 towns and cities, of very urban and very rural places, of rich neighborhoods and poor neighborhoods. Even at its most rapid, economic growth has not reached all citizens or all regions of Maine equally. Finding ways to make sure that the fruits of economic growth are more widely distributed remains one of the great challenges for Maine.

**Healthy Natural Resources.** Maine has greatly diversified its economy, but our natural resources remain key parts of the economic foundation. Our forests, lands, fisheries, waters, and unique places are an enduring legacy from the past which we must use to contribute to today’s prosperity without diminishing the opportunities for tomorrow’s.

**Efficient Government.** Maine needs to find ways to reduce the costs of government while still meeting the multitude of challenges that can only be confronted together through our governmental insti-

tutions. This means adopting more flexible and cost-effective approaches to regulation and assuring that tax burdens do not place Maine at a competitive disadvantage.

**State-of-the-Art Infrastructure.** All we produce is of little value if we cannot get it to market, and today that means not only roads, rail, and airports. Today the communications revolution consists of electronic impulses traveling over wires to satellites and back.

In this section, the Council identifies the *urgent* and *priority* goals in these six areas based on the recommendations of the goal committees on the extent to which goals

**Criteria for selecting urgent and priority goals**

- move Maine towards the vision defined by the Council,
- are essential to economic development, and
- represent an issue that requires immediate attention.

The judgment of the Council about the degree to which each goal met the third criterion concerning immediate action differentiated urgent and priority goals.

**Performance measures and benchmarks**

Associated with each of the goals, the Council has identified an initial list of performance measures and benchmarks to assess progress. Sources for the performance measures are listed in most cases, but it should be emphasized that much of this data is not currently collected or analyzed anywhere. Information about the evolving economy has not kept pace with the speed of change, so data for numerous other performance measures are not available in any form currently. The Growth Council believes that this or similar data should be collected on a regular basis.

**Business and citizen surveys**

A key part of this effort will be regular surveys of Maine businesses and citizens, at least every two years. The Council proposes to undertake the first of these studies in 1995 in order to provide a baseline of key data against which progress can be judged in the future. (Further discussion of these surveys may be found in the third part of this report, "Where Do We Go From Here?".)

**Benchmarks**

Benchmarks represent guideposts along the way, reference points we can use to check progress and identify specific objectives we can shoot for. These reference points may be based on our own past performance or a comparison of Maine to other states or to other regions with which we compete. Because of the large volume of information that can be generated in setting benchmarks for something as complex as the Maine economy, and because of the absence of data for a number of performance measures just noted (particularly comparing Maine with other countries), the discussion in this report is necessarily brief. The Council suggests benchmarks which it believes are sensible at this stage, but remains open to recommendations for further refinement.

In addition, each section includes examples of performance measures for some aspects of recent performance in Maine. These illustrate how performance measures can indicate the rate of progress in some key aspects of the Maine economy. This information is drawn partly from one of the best known benchmarking studies of state economic development, the *Development Report Card for the States* prepared annually by the Corporation for Enterprise Development as well as from other sources to illustrate where Maine currently stands on some key indicators. (See Appendix 3 for a listing of sources.)

The presentation order of the following section does not imply priority.

# Innovative Businesses

## Goals

Innovative businesses

Meeting world standards

Collaborative work organizations

For our economy to provide the opportunity for a rising standard of living for all citizens, our state needs to encourage and nurture businesses that will contribute to the achievement of that goal. Particularly in an increasingly international marketplace, we are challenged to develop strategies that will help us achieve a vibrant economy which benefits shareholders and stakeholders, owners, employees, and communities alike. The pace of change in Maine, America, and the world economy has been dizzying, and not always to our advantage. Over the long term, the only sure guarantor of a vital business community is the extent to which businesses innovate. It is the combination of risk-taking entrepreneurship and efforts to improve products and production through research and development upon which the future of all businesses in Maine, large and small, old and new, now depend.

## Where is Maine Today?

	1990	1994
Unemployment Rate	5.1%	7.4%
Employment Growth (Year to Year)	-1.2%	2.5%
Personal Income Growth (Year to Year)	1.9%	3.6%
Capital Investment Manufacturing *	29	19
New Companies *	10	16
Ph.D. Scientists/Engineers *	30	30
Science/Engineering Grad Students *	33	49
University R&D Activity *	49	50
Federal R&D Activity *	18	44

\* Rank among 50 states (Lower Number = Better Performance)

## URGENT GOAL

Maine businesses will be leaders in innovating new products, new markets, and new companies by investing in technologies and people.

## **Suggested Performance Measures and Benchmarks for Urgent Goal:**

### **Growth in exports from Maine**

*Source:* U.S. Department of Commerce

*Benchmark:* Total exports in Maine grow at least as rapidly as U.S. growth in exports.

### **New business formations**

*Source:* Dun & Bradstreet

*Benchmark:* Annual growth as fast or faster than the growth in the U.S.

### **Research and Development**

*Source:* Technology Resources Index, Corporation for Enterprise Development

*Benchmark:* Improvement in grade from an F to C by 2000 and to B by 2005.

### **New product line development**

*Source:* Maine Business Performance Survey

*Benchmark:* Number of companies actively engaged in new product development will increase each year.

### **Business diversification**

*Source:* Maine Business Performance Survey

*Benchmark:* Number of companies actively engaged in developing additional lines of business will increase each year.

### **Overall growth in the Maine economy as measured by gross state product, employment, and personal income**

*Source:* Department of Labor, Bureau of Economic Analysis

*Benchmarks:* Rate of increase in key economic statistics at or above national and regional rates.

## **Priority Goals**

### ***Meeting world standards:***

Maine companies will produce goods and services that meet world standards in order to compete in global markets.

*Performance Measure:* Number of companies meeting international standards (such as ISO 9000) certification.

*Source:* Maine Business Performance Survey

*Benchmark:* The number of companies will increase by at least 5% each year for the next 10 years.

### ***Collaborative work organizations:***

All Maine businesses will be high performance organizations where key decisions are made in collaborative relationships among employees.

*Performance Measure:* Number of companies reporting that they have involved all levels of the company in significant management and strategic decision making (to be defined).

*Source:* Maine Business Performance Survey

*Benchmark:* The number of companies reporting collaborative work organizations will increase each year.

## **Getting There...** (ideas for moving Maine towards its goals)

State and local governments are tying business tax credits to the value-added development, technological investment, and workforce upgrading activities of businesses. Other states are devoting a portion of their training and support programs to businesses engaged in workplace reform, emphasizing collaborative organizations. Almost all states have extensive programs to help small and medium sized businesses expand their exports.

*For More Information:* See the Reports of the Growth Council Goal Committees on Business Vitality and Entrepreneurship, Infrastructure, and Human Resources and the Workforce.



# Vital Communities

## Goals

Reduced economic disparities  
Enhanced civic infrastructure  
Increased collaboration among  
local governments

Maine is a state of communities shaped by income levels, shared interests, and common heritage. The capacity and opportunity to work together in communities represents one of the great strengths of Maine, but great disparities in income and opportunity among communities diminish the quality of life for many and place real barriers in the path of achieving a vision for a unified Maine economy. The special needs of urban and rural development, and of neighborhood development need to be explicitly recognized and accommodated.

## Where is Maine Today?

	1990	1994
Income Distribution *	7	26
Income Distribution Change *	25	41
Rural Urban Disparity *	7	1
Ratio of Per Capita Income in Wealthiest County to Poorest County	1.61	1.56 (1992)
Voter Turnout	57%	55%

\* Rank among 50 states (Lower Number = Better Performance)

## URGENT GOAL

Disparities in income and opportunity, including disparities between the rich and poor and among regions of the state, will be reduced.

## **Suggested Performance Measures and Benchmarks for Urgent Goal**

### **Per capita personal income and job growth rates by county.**

*Source:* Bureau of Economic Analysis

*Benchmarks:* The gap between the richest and poorest counties in Maine should be reduced by at least 5% by 2000 and every five years thereafter. Employment growth rates in counties with higher unemployment rates than the Maine average in 1995 should be faster than the state employment growth rates over the next ten years.

### **Per capita and household income.**

*Source:* Bureau of Economic Analysis

*Benchmarks:* The gap between the richest and poorest quintiles of personal income in Maine should be reduced by at least 5% by 2000 and every five years thereafter.

## **Priority Goals**

### ***Enhanced civic infrastructure***

The capacity of Maine's civic infrastructure—the network of governments, voluntary organizations, and neighborhood groups—should be enhanced to assure that cooperation continuously characterizes efforts to achieve Maine's goals.

*Performance Measures:* Voting in state and local elections, participation in local government boards, commissions, etc., and participation in volunteer civic activities.

*Sources:* Secretary of State, Maine Municipal Association, Maine Citizen Survey

*Benchmarks:* Voting in off-year elections should approach voting rates in presidential election years. Vacancy rates in local boards and commissions should be reduced to not more than 5% by the year 2000. Participation in civic volunteer activities will increase by 20% within ten years.

### ***Increased collaboration among local governments***

Collaboration among local governments should increase in order to improve effectiveness and efficiency.

*Performance Measures:* Interlocal agreements in economic development, tax base sharing, and natural resource management.

*Source:* Maine Municipal Association

*Benchmarks:* Increase in number and scope of interlocal agreements among municipalities.

## **Getting There...(ideas for moving Maine towards its goals)**

Expanding capacity and responsibility for economic development at the local level is the purpose of Business and Industrial Development Corporations (BIDCO's), which bring together and manage pools of combined public and private funds that can be used flexibly by regional boards to provide loans, guarantees, or even equity investment. Communities are also finding that cooperative efforts in economic development across municipalities can be productive, especially when towns join forces through tax base sharing to minimize competition and maximize competitive advantage.

*For more information:* See the Reports of the Growth Council Goal Committees on Business Vitality and Entrepreneurship, Infrastructure, and Human Resources and the Workforce.

# Healthy Natural Resources

## Goals

Improved quality and quantity of renewable resources

Increased niche marketing, value added, and recreational use of resources

Improved information about the natural resource base

Maine's current and future prosperity can only be secured if Maine citizens and their leaders accept the premise that a healthy economy and a healthy environment are interdependent. Given the extent to which Maine's economy depends on its natural resource-based businesses and industries, and the extent to which Maine depends on clean air, clean water, and properly utilized lands, it is simply not possible to have one without the other.

## Where is Maine Today?

	1990	1994
Miles of Rivers Rated Nonfishable or Nonswimmable	390/166	380/285
Total Fish Landings (thousands lbs.)	168,666	251,729 (1993)
Estimated Forest Resource (Millions of Cords)	287.2 (1980)	241.8 (1990)
Land in Agriculture (Acres)	1,450,000	1,370,000
Employment in Forest Products (SIC 24 & 26)	32,645	30,725
Employment in Food Products	7,214	6,809
Sewage Treatment Needs *	33	29

\* Rank among 50 states (Lower Number = Better Performance)

## URGENT GOAL

Maine will continue to improve the quality and optimize the quantity of its renewable natural resources to promote sustainable economic development. Maine will continue to promote economic opportunities in natural resources, including increased niche marketing, recreational opportunities, and opportunities that encourage value-added approaches for better utilization and conservation of natural resources.

## **Suggested Performance Measures and Benchmarks for Urgent Goal**

### **Waters classified fishable/swimmable or better, land acreage devoted to conservation and recreation purposes, forest biomass estimate, fishery biomass estimates.**

*Sources:* Departments of Environmental Protection, Conservation, and Marine Resources

*Benchmarks:* Number of major bodies of water classified as fishable/swimmable increases by 20% over next ten years; land acreage devoted to conservation held in both public and private hands should increase by 50% over the next decade. Forest and fishery biomass estimates should show no significant declines in any key commercial species.

### **Value added products and employment in forestry, forest products, fisheries, agriculture and food products, and tourism.**

*Source:* Department of Labor, Bureau of Economic Analysis, Maine Business Performance Survey

*Benchmarks:* Growth rates in value added in these industries should increase at least as fast as comparable industries in the nation. Employment in industries that have shown employment growth in the past decade will continue to show growth. Employment in industries that have shown employment declines over the past decade will stabilize at current levels over the next five years.

## **Priority Goal**

### ***Improved information about the natural resource base***

Information about the condition and utilization trends of Maine's natural resource base will be significantly expanded and widely communicated.

*Performance Measures:* Extent of state resources indexed for geographic information systems analysis, ground water quantity and quality surveys, volumes of inland and coastal waters regularly sampled.

*Sources:* University of Maine campuses, Maine Geological Survey, Department of Environmental Protection

*Benchmarks:* Increase in GIS data bases.

## **Getting There...(ideas for moving Maine towards its goals)**

An increasing emphasis in economic development efforts throughout the United States is on "environmental industries," firms that produce goods and services that result in a cleaner environment through pollution prevention or reduction, make more efficient use of existing natural resources, or assist other companies to minimize their effects on the environment while still maximizing profit. These industries are expected to be among the fastest growing worldwide in the next decade, including having significant export potential.

*For more information:* See the Reports of the Growth Council Goal Committee on the Environment and Natural Resources.

# Efficient Government

## Goals

Timely, low cost, flexible regulation

Stable, equitable, predictable,  
and competitive taxes

Outcome-based policies and  
performance budgeting

Increased citizen satisfaction  
with government

Government policy is a key component in fostering economic growth for all citizens because of its inherent power to establish the climate for change. Government also affects the prospects for economic growth in more direct ways through programs and services, through choices about how to tax and how much to pay for those services, and choices about how and what to require businesses to do to meet public purposes. The challenge for government at all levels in Maine is to reconsider what government does and how it does it to provide the public services essential to health, safety, and prosperity at the lowest cost.

## Where is Maine Today?

	1990	1994
Own Source Revenues/ \$1000 of Personal Income	\$67.40	\$68.46
Fiscal Stability/Balanced Revenues *	11	37
Tax Fairness *	3	4
Fiscal Equalization *	31	34

\* Rank among 50 states (Lower Number = Better Performance)

## URGENT GOAL

Maine state and local government services will be known for their high quality and reasonable cost. Where regulation is necessary, Maine will be known for the timeliness with which regulatory decisions are made, and the flexibility in achieving public purposes. Maine's tax system will be balanced, stable, predictable, and fair, and will not impose burdens that place Maine at a competitive disadvantage.

## **Suggested Performance Measures and Benchmarks for Urgent Goal**

### **Time for regulatory approvals, costs to public and private sector, adoption of alternative regulatory strategies including market incentives.**

*Source:* Maine State Government Annual Report, Business Performance Survey

*Benchmark:* The public and private costs of regulatory procedures will be reduced by 10% over the next five years.

### **Fiscal stability & balanced revenue index, revenue elasticity, own-source state and local revenues per \$1,000 income.**

*Sources:* Corporation for Enterprise Development, Department of Administration and Finance, Bureau of the Census

*Benchmarks:* By the year 2005, Maine will rank between 20th and 25th on the CfED fiscal stability and balanced revenue indexes. Attain an elasticity measure over four-year averages below that for New England and for the U.S. by the 1997-1998 biennium.

## **Priority Goals**

### ***Outcome-based policies and performance budgeting***

Maine state and local governments should shift to output-oriented policies such as performance budgeting as rapidly as possible.

*Performance Measures:* Adoption of performance budgeting or similar policies, number of programs subject to periodic and systematic evaluation.

*Source:* Maine State Government, Survey of municipal governments

*Benchmarks:* By 1997-1998 Maine state government will have adopted a performance-based budgeting system. By 2000, 20% of Maine municipal governments will have adopted performance-based budgeting.

### ***Stable, equitable, predictable and competitive taxes***

Maine's tax system must be balanced and broad-based and capable of generating a stable and predictable revenue stream, while at the same time not imposing a total state and local tax burden higher than that of Maine's competitors.

### ***Increased citizen satisfaction with government***

Citizen satisfaction with the services and costs of government will increase from current levels.

*Performance Measures:* Surveys of citizen satisfaction.

*Source:* Maine Citizens Survey

*Benchmark:* Citizen satisfaction will increase from levels measured in a 1995 survey.

## **Getting There...(ideas for moving Maine towards its goals)**

Outcome-based policies are also being used to reform regulatory procedures; public utilities are being given more latitude to set prices within parameters set by commissions; environmental regulators are increasingly shifting towards combinations of pollution prevention measures, permit by rule, and market incentives to achieve environmental goals without using command-and-control regulations. State and local governments throughout the United States are increasingly using performance budgeting in place of traditional line-item budgeting; expected outcomes are defined for major programs and budgets adjusted to reflect movement towards the goals.

*For more information:* See the Reports of the Growth Council Goal Committees on Government Policies and on Natural Resources and the Environment.

# State-of-the-Art Infrastructure

## Goals

Modern, affordable, continually updated  
telecommunications and transportation

Diverse, competitively priced  
energy supplies

When Maine became a state 175 years ago this year, the state-of-the-art technology for transportation and communication was the sailing ship, and Maine was already well on its way to becoming a world leader in this industry. Communications are somewhat faster today. Air, road, rail, and sea connections remain vital parts of the infrastructure which underlies all economic activity, and telecommunications promises to be the fundamental infrastructure for the twenty-first century. Energy supplies and price are still a concern for many industries and consumers in Maine. The “invisible infrastructure” of water and sewer systems remains a vital underpinning of the economy.

## Where is Maine Today?

	1990	1994
Highway Deficiency *	27	44
Bridge Deficiency *	19	37
Traffic through Maine Ports (tons dry cargo)	988	1273
Miles of Active Railroad Bed	1184.61	1025.65
Miles of Fiber Optic Cable in NYNEX Territory	24,820	52,618
Digital Switches in NYNEX Territory	64%	90%

\* Rank among 50 states (Lower number = better performance)

## URGENT GOAL

Maine's transportation and telecommunications infrastructure will support economic growth by being modern, affordable, and continually improved.

## **Suggested Performance Measures and Benchmarks for Urgent Goal**

### **Availability of broadband and wireless telecommunications capacity in Maine, including fiber optic cable.**

*Source:* Telecommunications companies

*Benchmarks:* The proportion of population with access to fiber-optic telecommunications will increase by 50% within five years. All towns in Maine above populations of 5,000 will have a minimum of 10% of telecommunications over fiber optic cable by that year. All of Maine's populated areas will be covered by wireless telecommunications services, including cellular radio, by 2005.

### **Prices of telecommunications services.**

*Source:* Public Utilities Commission, Maine Business Survey

*Benchmarks:* Maine telecommunications rates for business and residential customers should be no more expensive than in comparable states, and should show price changes that place Maine at a competitive advantage.

### **Access to telecommunications services in education, health care, and social services.**

*Source:* To be determined

*Benchmarks:* By 2000, all public schools and communities will be linked to the Internet and to broadband distance learning opportunities. By 2000, more than three-fourths of health care and social service agencies will be linked by a network permitting sharing of case and other data and permitting regular consultation and coordination.

### **Road and bridge deficiency reports, highway capacity utilization data.**

*Source:* Department of Transportation

*Benchmarks:* The proportion of Maine roads and bridges rated deficient in either physical condition or capacity according to accepted engineering standards will be reduced by half within 10 years.

### **Traffic and capacity for moving people and goods through Maine's marine ports, and air and rail systems.**

*Source:* Department of Transportation

*Benchmarks:* By 2005, there will be a 10% increase in passenger and goods movement on Maine's non-highway transportation network. By 2005, services on the non-highway network will be sufficient to divert 5% of the traffic that would otherwise have used the highway network.

## **Priority Goals**

### ***Diverse, competitively priced energy supplies***

Energy supplies in Maine will be stable and predictable, while energy prices remain competitive with national and regional levels.

*Performance Measures:* Diversification in energy supply mix, diversification in electric generation mix, use of renewable energy resources, comparative energy costs.

*Source:* U.S. Department of Energy, Edison Electric Institute, State Planning Office

*Benchmarks:* Composite energy prices will be competitive with national and regional levels.

## **Getting There...(ideas for moving Maine towards its goals)**

A number of states have had significant telecommunications-based economic development strategies, emphasizing in varying degrees regulatory reform, public investment in fiber optic cable, and the development of public telecommunications networks that expand services in the fields of education, health care, and delivery of government services. Concern over the condition of public infrastructure has also led state and local governments to adopt capital budgets separate from operating budgets; these allow much closer attention to long-term investment needs.

*For more information:* See the Report of the Growth Council Goal Committee on Infrastructure.



# Productive Workers/ Rewarding Employment

## Goals

Highly skilled workers  
Seamless and lifelong education system  
Employment with adequate pay  
Healthy and safe workplaces  
Equal opportunity

More than ever before, it is the knowledge and skills that workers bring to the job that determine the long-term success of both the worker and the business. Assuring that workers have the skills needed requires that we understand what those skills are and that we make sure that the system which assists workers in developing those skills is as effective and efficient as any in the world. But work is more than a "job." It is part of our very identity as human beings. Whether we enjoy our work, how much income we make, whether we are covered by health insurance, what kinds of opportunities we have for ourselves and our children, and how we interact with our fellow workers can be a source of great satisfaction. Maine's economic success depends on the opportunity for productive and rewarding work for all its people.

## Where is Maine Today?

	1990	1994
Poverty Rate *	11	26
Average Annual Pay *	40	38
Average Annual Pay Growth *	15	37
Health Coverage of Employees *	20	26
High School Graduation *	19	14
High School Attainment *	25	19
College Attainment *	32	39

\* Rank among 50 states (Lower Number = Better Performance)

## URGENT GOAL

Maine workers will be among the highest skilled in the United States, with the best capacity to:

- acquire and use the specialized skills needed to make best use of existing and emerging technologies, and
- to respond and adapt to rapidly changing workplaces and markets.

## **Suggested Performance Measures and Benchmarks for Urgent Goal**

### **Measures of skills proficiency at various education levels.**

*Source:* Education systems

*Benchmark:* Assessments of defined skills should show continuous improvement over time, and should show steady progress against national assessments to the extent such comparisons can be made.

### **Proportion of the population achieving defined levels of educational attainment, including high school, associates, bachelors, post graduate, and advanced certificates of study.**

*Source:* Department of Education, Higher Education Institutions

*Benchmark:* The proportion of the Maine population completing each of the levels of educational attainment should increase by at least 10% over the next ten years.

### **Training activity in private sector, both amount, and distribution within the organization.**

*Source:* Maine Business Performance Survey

*Benchmark:* The amount of private sector training activity should increase, and should be clearly distributed through all parts of the organization, especially among "front line" workers.

### **Citizen satisfaction with Maine education and training system.**

*Source:* Maine Citizen Survey and Maine Business Performance Survey

*Benchmark:* An increasing proportion of citizens should report that they find the education and training system in Maine accessible, affordable, and capable of meeting their needs for continuous learning.

## **Priority Goals**

### ***Seamless and lifelong education system***

Maine must have a seamless and lifelong education and training system which integrates public and private education and training opportunities to assure that learning is a constant and universal characteristic of the Maine workforce.

*Performance Measures:* Participation in education and training programs, employer and employee evaluations of the education and training system.

*Source:* Education and training institutions, Maine Citizen and Business Performance surveys.

*Benchmark:* Reported ease of access to education and training resources among current workers will increase by 2000.

### ***Employment with adequate pay***

Maine workers will have increasing opportunities to find employment that provides adequate pay.

*Performance Measures:* Industrial and occupational wage data, measures of poverty and a basic needs budget.

*Source:* Department of Labor, Bureau of the Census. "Basic needs budget" to be developed.

*Benchmark:* The proportion of jobs paying wages adequate to support a worker and family above the federal poverty level will increase, as will the proportion of jobs paying wages sufficient to meet a "basic needs budget." Wage gaps between different groups (gender, race, and people with disabilities) should steadily decrease.

### ***Healthy and safe workplaces***

Workplaces in Maine will be healthy and safe places.

*Performance Measures:* On-the-job injury data and workers compensation claims.

*Source:* Maine Department of Labor

*Benchmarks:* The job injury rates for Maine will be no higher than national rates reflecting comparable occupations and industries by 2000, and at least 5% lower than national rates by 2010.

### ***Equal opportunity***

Everyone in Maine will have equal opportunity for employment, advancement, and an adequate standard of living, including women, minorities, and people with disabilities.

*Performance Measures:* Participation of women, minorities, and people with disabilities in the workforce.

*Source:* Department of Labor

*Benchmarks:* Women, minorities, and people with disabilities should increase their participation in the full range of available jobs.

## Getting There...(ideas for moving Maine towards its goals)

Companies throughout the United States are renegotiating labor agreements to emphasize increased opportunities and rewards for skills enhancement and upgrading. A number of state and local community programs around the country are creating individual skill accounts, interest bearing and tax-advantaged funds from government, employers, and individuals which may be used for education, training, starting a business, or even buying a first home. The success of these and other programs affecting the workplace are increasingly being monitored by regular surveys of employers and employees.

*For More Information:* See the Reports of the Growth Council Goal Committees on Human Resources and the Workforce, Education and Training, and Business Vitality.

# Where Do We Go From Here?

## Introduction

The Maine Economic Growth Council's recommendations in this report differ from those of many previous attempts to define economic development policy for Maine. We have focused much more on what we are trying to accomplish and less on a review of specific programs or policies. Our proposals still require a great deal of refinement and elaboration, and our next steps will be to continue clarification of goals, performance measures, and benchmarks. As has been our practice, we will continue to work with people from throughout Maine.

### Next steps

In 1995 we propose to:

- 1) work with the governor and legislature to continue the process of refining the goals, performance measures, and benchmarks and developing ways to apply them to state policies;
- 2) assist with the integration of the Growth Council long-range goals into the short-range performance targets set in the FY 1997 state budget;
- 3) develop reliable and timely data to begin to monitor progress;
- 4) seek commitments from key statewide organizations; and
- 5) increase public awareness and support.

### 1995 steps

In the next section we outline how we will proceed in each of these areas, including defining the benchmarks we set for our own performance.

## Work with Governor and Legislature

The Growth Council was created by the legislature to recommend a long-term plan for Maine's economic growth. In this report, we present fundamental elements for such a plan: direction and ways to measure progress. The Council has already begun briefing the executive and legislative branches of state government on its recommendations, including special briefings for the Business and Economic Development Committee, which is the committee of jurisdiction for the Growth Council.

### The Growth Council and state government

These consultations will allow the Council to clarify the implications of its work for state policies and to begin the process of integrating the goals, performance measures, and benchmarks into existing and developing public policies. The Council's work is expected to be of particular value in the emerging efforts to establish a performance-based budget for Maine, which are expected to intensify over the next few months.

**Benchmark:** *Adoption of performance measures and benchmarks by state government in 1996 based on Growth Council recommendations.*

Activities to achieve this will include:

- briefings of legislative committees;
- briefings of key executive branch agencies; and
- assist in development of performance measures and benchmarks for state agencies.

### **Public Awareness**

#### **Expanding public aware- ness of goal setting process**

Accomplishing statewide goals is a collaborative process. It cannot be achieved by state agencies or a few corporate executives issuing top-down mandates for their respective organizations. Instead they can only realistically be achieved through the coordinated actions of thousands of Mainers working in every corner of the state.

Such collaboration can only result from a several stage process. First, and most importantly, people must become aware that the goals exist. Second, having heard of the goals, people must come to support them. And third, once having decided to support them, people must be motivated to work at achieving them.

This is a multi-year process. In the first year the concentration must be on awareness. Therefore the Growth Council sets for itself this performance target for 1995:

**Benchmark:** *To make 10,000 Mainers aware of the new Growth Council goals.*

Activities to achieve this will include:

- press/media events;
- editorial board visits;
- regional meetings;
- public service spots; and
- distribution of a summary brochure.

Public awareness will be tested by a scientific survey of Maine people in the fall of 1995.

## Key Organizations Adopt Benchmarks

American democracy has always been notable for the flourishing of voluntary organizations. Maine in 1995 illustrates this strength—with countless statewide organizations combining the efforts of business people, educators, municipal officials, health providers and the like.

**Working  
with key  
organizations**

The endorsement and participation of these organizations is essential to achieving the goals set out in this document. As has been stated, the goals can only be achieved through a collaborative process involving thousands of people. The most efficient way to achieve this collaboration is to engage the commitment and resources of existing statewide organizations.

Therefore the Growth Council intends to reach the following performance target in 1995:

**Benchmark:** *To engage the support and active involvement of ten statewide organizations to achieve one or more Growth Council goals as indicated by benchmarks.*

This will be done by:

- meetings and presentations to key groups;
- articles in newsletters of key groups;
- providing technical assistance to get activities started.

Success in this endeavor will be measured by obtaining at least ten board resolutions in support of the goals, and committing resources to their achievement.

## Using the Economic Growth Council Recommendations to Assist in Development of a State Government Performance Budget

Governor Angus King, Senate President Jeffrey Butland, House Speaker Dan Gwadosky, and all of the legislative leadership have committed themselves to creating a performance budget for state government. A performance budget is structured around an explicit statement of desired outcomes of government programs, with considerable flexibility provided to achieve those outcomes. It is the exact opposite of the current state budget format, called a “line item” budget. The line item budget “micromanages” the way government programs are delivered, but has no statement of desired achievements or outcomes.

**Assisting the  
development of  
performance  
budgeting**

The affinity between a state government performance budget and the Economic Growth Council benchmarks is obvious. Both arise from a similar philosophy of organizational development, one which has been proven effective by the revolution in American business productivity in recent years. And both the Growth Council benchmark pro-

cess and the state government performance budget can only succeed with the help of the other.

State government can only set meaningful annual performance targets for its individual agencies if there is a consensus on long-range societal goals developed for Maine. These are provided by this document. On the other hand the Growth Council's long-range goals can only be implemented if state government—the key organization which allocates common resources and regulates private activities—commits itself to their achievement.

This year state government will take its first steps towards creating a performance-based budget in the development of its Fiscal Year 1997 budget document. It is of critical importance to the Growth Council effort that the benchmarks included in this report be used as an overall guide for agencies setting their own more specific annual targets. Of all the goals the Growth Council is aiming for in 1995, none is more critical than this one.

**Benchmark:** *To incorporate elements of the Growth Council goals, performance measures, and benchmarks into the state budget process on a trial basis in 1995-1996.*

Achieving this will involve:

- consulting with the governor and legislative leadership;
- meeting with cabinet officials and key legislative committees, both in groups and in one-on-one sessions; and
- assisting state budget officials in identifying and evaluating agency performance targets.

The test of success in this endeavor will be the extent to which the FY 1997 performance budget targets reflect the priorities of the Growth Council's long-range benchmarks. This will be judged by an independent analysis commissioned by the Growth Council.

### **The Development of Reliable and Timely Data for Performance Measures**

#### **Collecting and reporting on key performance measures**

The process of setting high standards and measuring progress is only as effective as the data which drives the analysis. In the past, we in Maine judged our progress based on whatever data happened to be published by others. This was helpful, but often misleading, since "available data" didn't always address the most crucial issues.

What is unique about this document is that, through a process of consultation and reflection, the Growth Council can now set forth the standards which most truly define success for Maine. But this also creates a challenge. Now we must find ways to measure how well we

meet these tests. In many cases there is no available data which does so. This means that the Growth Council must generate the information needed to measure Maine's progress through independent surveys, research, and the like.

Developing and publishing such information will be a major focus of Growth Council activity in 1995.

**Benchmark:** *To provide a status report on where Maine stands in each of the critical six goal areas.*

This will be accomplished by:

- a business performance survey of the practices and attitudes of Maine businesses related to the goals and benchmarks defined here;
- a Maine citizen survey to examine the satisfaction of citizens with various public services in order to assess progress towards goals and benchmarks defined here;
- further collection and analysis of data needed for performance measures and benchmarks; and
- monitoring of new national research on comparative state performance in key areas.

The test of this activity will be the Growth Council's ability to produce a report in 1995 measuring Maine's current performance in each of the six critical areas described in this report.



## **Conclusion**

Creating a performance-based culture for an entire state is not a simple or easy process. It does not end with the publication of this report. In fact the work is only beginning.

As the process of consultation, research, and implementation goes forward, it is to be expected that there will be occasions to revise or refine the goals set forth in this report. This will not be considered a setback for the process. In fact it is a sign that the process is working—that people are taking the goals seriously, and are looking for better ways to frame them in ambitious and attainable ways.

The important thing is that Maine commits itself to achieving some ambitious goals, and that we set about in all seriousness to organize ourselves for their accomplishment. Goal-setting, accountability, and organizing for performance are the essential characteristics of all successful groups in the 1990s, be they countries like Japan or Germany, states like Oregon or Minnesota, or the many companies involved in benchmarking. This process is about creating a culture of performance in Maine; and in the end it is this, as much as the specific goals which are set and achieved, which will do the most to help Maine succeed in the years to come.

“A journey of a thousand miles begins with a single step,” John Kennedy said in his inaugural address in 1960. This document represents Maine’s first step towards the 21st century.

## APPENDIX 1

# Economic Growth Council Board of Advisors 1994

Stephen J. Adams  
State Planning Office, Augusta

Tim Agnew  
Finance Authority of Maine, Augusta

Michael Angelakis  
State Cable TV Corp., Augusta

Andy Ayer  
Maine Packers, Inc., Caribou

Steve Ballard  
Margaret Chase Smith Center, Orono

James A. Bennett  
Town of Old Orchard Beach

Brenda Birney  
State Representative, Paris

Laurie Bouchard  
Fleet Bank of Maine, Augusta

Nona O. Boyink  
HealthReach Associates, Waterville

Jackalene Bradley  
Town of Easton

Joseph C. Brannigan  
(former) State Senator, Portland

William Brennan  
(formerly) Department of Marine  
Resources, Augusta

Alan Brooks  
Quoddy Regional Land Trust, Whiting

John D. Bubier  
Greater Portland Council of  
Governments

Mike Cavanaugh  
Amalgamated Clothing and Textile  
Workers Union, Biddeford

Michael Cline  
Maine Audubon Society, Falmouth

Crispin Connery  
Town of Woolwich

Brenda Cook  
University of Maine, Orono

Peter Cox  
*Maine Times*, Topsham

Daniel N. Crewe  
Gateway Mastering Studios, Portland

Richard Crossman  
W.C. Ladd & Sons, Rockland

Mary Denzer  
Coastal Tribune, Bath

Edward L. Dexter  
State Representative, Kingfield

Carla Dickstein  
Coastal Enterprises, Inc., Wiscasset

Cyndy Erickson  
Bigelow Laboratory for Ocean Sciences,  
Boothbay Harbor

Tom Ewell  
Maine Council of Churches, Portland

Duane Fitzgerald  
Bath Iron Works, Bath

David Flanagan  
Central Maine Power Co., Augusta

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Charles Johnson  
Kennebec Tool & Die, Augusta

Frazier Kellogg  
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*(Continued)*

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Anne Perry Maine School Boards Assn., Farmington	George Sergeant Brunswick	A. Mark Woodward <i>Bangor Daily News</i>

## APPENDIX 2

# Maine Economic Growth Council Goal Committees

## BUSINESS VITALITY & ENTREPRENEURSHIP

### *Co-Chairs*

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Bob Carroll  
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Maine Business Brokers' Network,  
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Small Business Dev. Centers, Portland

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William F. Reed  
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Richard Rudolph  
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## Appendix 3

### Sources of Data Referenced in “Where Maine Is Today”

<b>Data</b>	<b>Source</b>
Unemployment Rate	State Planning Office
Employment Growth	State Planning Office
Personal Income Growth	State Planning Office
Capital Investment Manufacturing	Corporation for Enterprise Development (CfED)
New Companies	CfED
PhD Scientists/Engineers	CfED
Science/Engineering Grad Students	CfED
University R&D Activity	CfED
Federal R&D Activity	CfED
Poverty Rate	CfED
Average Annual Pay	CfED
Average Annual Pay Growth	CfED
Health Coverage of Employees	CfED
High School Graduation	CfED
High School Attainment	CfED
College Attainment	CfED
Income Distribution	CfED
Income Distribution Change	CfED
Rural Urban Disparity	CfED
Ratio of Per Capita Income in Wealthiest County to Poorest County	State Planning Office
Miles of Fishable/Swimmable Rivers	Department of Environmental Protection
Fish Landings	Department of Marine Resources
Estimated Forest Resource	Maine Forest Service
Land in Agriculture	Department of Agriculture
Employment in Forest Products (SIC 24 & 26)	State Planning Office
Employment in Food Products	State Planning Office
Sewage Treatment Needs	CfED
Own Source Revenues/\$1000 of Personal Income	State Planning Office
Fiscal Stability/Balanced Revenues	CfED
Tax Fairness	CfED
Fiscal Equalization	CfED
Highway Deficiency	CfED
Bridge Deficiency	CfED
Traffic Through Maine Ports	Department of Transportation
Miles of Active Railroad Bed	Department of Transportation
Voter Turnout	Secretary of State
Figure 1	New England Economic Project



## **YOUR TURN**

The Growth Council invites your comments on this report. You may use this form, or write to the Growth Council in care of the Maine Development Foundation.

You may also wish to examine the full report of the Goal Committees, which contains additional detailed recommendations on goals, performance measures and benchmarks. It is available from the Maine Development Foundation. The Council invites comments on any aspect of the report, but is particularly interested in the following questions:

Are there any changes, additions or deletions to the goals, performance measures, and benchmarks proposed by the Growth Council?

Are there goals, performance measures, or benchmarks that your organization has set which would assist the Growth Council as it continues to define standards for Maine?

Would you like to continue receiving information on the Growth Council?

### **Contacting the Growth Council:**

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