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# **An Evaluation of Southern California Edison's Local Government Initiative Program 2004-2005**

A Report Prepared for  
**Southern California Edison**

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## Executive Summary

This report presents the results of an evaluation of Southern California Edison's (SCE) Local Government Initiative (LGI) Program for 2004-5. The goal of the LGI Program is to work through local governments, primarily the heads of community building departments, to leverage community resources in order to increase participation in SCE's energy efficiency programs such as Community Energy Efficiency Program (CEEP), Express Efficiency, the Multifamily Energy Efficiency Rebates, CheckPoint, and others.

The objectives of the evaluation were to:

- Verify the achievement of LGI Program goals and targets.
- Describe the program process and assess the effectiveness of the program in reaching its goals and targets with specific attention to increasing the effectiveness of the program.
- Identify potential measures of success for the program.
- Assess the effectiveness of the LGI Program in activating local networks.
- Provide recommendations for program improvement.

To complete this evaluation, Innovologie examined program documents and reports and secondary data and conducted structured interviews with approximately 55 people.

For 2004-5, the basic goals of the program were to:

- Re-register 32 existing jurisdictions in the LGI Program.
- Identify opportunities to present SCE's residential and nonresidential programs and services at 20 events.
- Obtain a written agreement from 10 new hard-to-reach jurisdictions.
- Conduct 12 training sessions for community building department staff.

ConSol was SCE's contractor for the program. Based on a review of ConSol's monthly reports, spreadsheets and other materials, we verified that ConSol had met or slightly exceeded the first three goals and that twice as many training sessions were conducted as the program goal required. However, ConSol included in the training count training offered to communities as part of another program. The program has been a success with respect to meeting these goals.

However, there is little evidence that the program succeeded in meeting its ultimate goal, which was to increase participation in the SCE energy efficiency programs. Interviews in 32 of the 43 jurisdictions indicated that:

- No CEEP homes were built in any of the jurisdictions that expressed interest in the CEEP program.
- One community promoted the CheckPoint program, although this may have resulted from efforts of the CheckPoint circuit rider.
- One community promoted the Express Efficiency Program.
- One community requested the services of the mobile education unit.
- While most communities expressed an interest in multiple programs, most of our community respondents indicated that nothing was done to promote the programs.

- Seventeen jurisdictions indicated that they did participate in training. However, there were multiple sources for training, and it was unclear to what extent LGI was a driver behind the training.

We conclude that LGI had very little if any influence on participation in SCE's energy efficiency programs in 2004-5.

There were numerous reasons for this:

- Community representatives had limited time and few resources to promote the programs.
- LGI needed to target other community officials in addition to community building officials.
- There needed to be an alignment of interests between the energy efficiency programs and the functions of the community officials promoting a program.
- Strategies and materials that local officials need to promote the energy efficiency programs did not exist and were not developed.
- Performance goals for all actors were not aligned with expectations and what needed to be accomplished.
- Greater coordination was needed within local government and among various parties within SCE and SCE's contractor.

One of the goals of the evaluation was to examine what networks the LGI Program activated. We found little evidence of network activity. Most officials indicated that they were solely responsible for the decision to participate in LGI. There is little evidence that information about LGI spread beyond building departments except in those communities where multiple decision makers were involved in the decision to participate in LGI. There was evidence of building officials from various communities working together under the banner of California Building Officials (CALBO). In one instance, officials from neighboring communities reported working together to deal with dust mitigation and enforcing building regulations in a consistent manner across jurisdictions. Officials also reported using CALBO to organize training events.

Based on these overall findings, we recommend that SCE either discontinue the current LGI Program or significantly modify it to make it more effective. There is strong support among all of those we interviewed for community programs. We believe that there would be widespread support and interest in a modified and more effective version of the LGI Program. Based on lessons learned, a community program checklist was developed to help guide future efforts (Chapter 7).

In making the decision as to whether to terminate or modify the program, the ability of the program to deliver incremental savings should be considered. A community program requires that one mobilize the community and then deliver services. The costs of effectively mobilizing the community can be quite substantial and may duplicate costs of other infrastructure. For this particular program it appears that the costs far outweighed the benefits simply because there were so few benefits. This program did not effectively deliver additional resources.

The following are recommendations for a more effective LGI Program:

1. Increase the staffing for the LGI Program and as part of the LGI Team create the position of Community Energy Efficiency Representative that would function in a way similar to that of a Public Affairs Representative.
2. Make the Community Energy Efficiency Representative responsible for identifying and recruiting a broader cross-section of community officials and creating Community Energy Teams within communities that can assist with marketing energy efficiency.
3. Organize a set of tools, programs, and contacts that Community Energy Efficiency Representatives and local officials can use or call on to increase the efficiency with which local governments use energy.
4. Working with local officials, identify methods and develop simple resources that local officials can use as part of their routine activity to promote SCE's energy efficiency programs with their constituencies.
5. Create agreements that commit SCE to assisting local community governments in reducing their energy use and supporting Community Energy Teams in return for assistance from local community governments in helping SCE promote the energy efficiency programs.
6. Identify clear performance goals for both the Community Energy Efficiency Representatives and the Community Energy Teams that are tied to the results of community efforts to market the energy efficiency programs and the results of efforts to reduce community energy usage. The results should be tied to changes in the market and changes in energy use.
7. Provide the infrastructure to support the Community Energy Efficiency Representatives including a focal point within SCE to coordinate and support community efforts with good connections throughout SCE. Other infrastructure developments might include such things as increased coordination with the energy efficiency program managers, community related performance goals for energy efficiency program managers, a centralized literature resource, a referral system, strategies and tactics for use in community situations, library materials and displays, materials that can be used by community television, specially developed energy efficiency program materials for use in communities, and program training.
8. Coordinate the efforts of Community Energy Efficiency Representatives with those of the Distribution Planners, Account Managers, and Public Affairs Representatives.
9. Integrate the efforts of the Community Energy Efficiency Representatives with those of the energy efficiency program managers and modify the performance goals of the energy efficiency program managers so that they can be partially met through local government activities.



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# 1 Introduction

The goal of the LGI Program was to work through local governments, primarily the heads of building departments, to leverage community resources to promote a broad array of SCE energy efficiency programs. The idea was that the heads of building departments would provide information to builders and citizens coming to the building department as well as others within community government to promote standard SCE efficiency programs such as the Community Energy Efficiency Program, Express Efficiency, and the Residential Appliance Recycling Program.

## 1.1 Objectives

The objectives of this evaluation<sup>1</sup> were to:

- Verify the achievement of Program goals and targets.
- Describe the program process and assess the effectiveness of the program in reaching its goals and targets with specific attention to increasing the effectiveness of the program.
- Identify potential measures of success for the Program.
- Assess the effectiveness of the LGI Program in activating local networks.
- Provide recommendations for program improvement.

## 1.2 Methods

Innovologie used multiple methods to complete this study. These methods included:

- Content analysis of data from ConSol monthly reports
- Review of data about community enrollments maintained by ConSol
- Analysis of community data from secondary sources
- In-depth interviews

## 1.3 Overview of the Report

Chapter 2 describes some of the history of the LGI Program and provides a brief description of the Program. Chapter 3 discusses the methods used in this evaluation. Chapter 4 provides information about the communities and community participation in the program. Chapter 5 provides a detailed description of the findings from the interviews. Chapter 6 provides a community programs checklist. Chapter 7 summarizes the findings of the report and presents recommendation based on the findings. Various appendices provide supporting information. These appendices include:

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<sup>1</sup>

This study was conducted at the request of the California Public Utilities Commission. In the summer of 2004, Southern California Edison (SCE) contracted with Innovologie, LLC, to complete an evaluation of its 2004 and 2005 Local Government Initiative (LGI) Program. The 2004-5 LGI Program was actually initiated in August of 2004 when SCE signed a contract with ConSol. Because the evaluation of the 2003 LGI Program was still being completed, it was decided to defer the start-up of the evaluation of the 2004-5 program until the spring of 2005. This study was funded through the public goods charge (PGC) for energy efficiency and is available for download at [www.calmac.org](http://www.calmac.org).

- A copy of the Community Agreement
- A copy of the LGI brochure
- A copy of the interview guide
- A summary of community residential construction data
- A summary of community commercial construction data

## 2 History and Description of the Program

The LGI Program initially grew out of efforts to promote the Community Energy Efficiency Program (CEEP), which began in 1999. The LGI Program was designed to work with communities to get them to provide the incentives in support of CEEP. Local governments were to promote these standards for new residential construction projects with builders. The Building Industries Institute (BII) was to promote the plan with builders and train them. As an incentive to builders to build to the CEEP standard, local governments were asked to provide reduced permitting fees, expedited plan checks, public recognition of active builders, or other benefits. At that point CEEP standards were 15 percent above the California energy code.

Over time, as SCE worked with communities to promote CEEP, communities began asking about other SCE programs. As a result, the LGI Program was broadened to include promotion of other SCE energy efficiency programs.

According to various SCE documents, Southern California Edison's Local Government Initiative (LGI) partners with local governments and cities to offer:

- Energy efficiency information and education
- Hardware upgrades through facilitation of existing rebate programs
- Subsidized energy efficiency improvements to small- and medium-sized business owners, lower-to-moderate income residential customers, single- and multi-family residential customers, and residential and small commercial builders through facilitation of existing SCE programs

The basic program theory was that SCE would form partnerships with local jurisdictions, especially jurisdictions with high percentages of hard-to-reach populations, to promote increased participation in existing SCE energy efficiency programs such as CEEP, CheckPoint, Express Efficiency, Multifamily Energy Efficiency Rebates, training for building staff, and/or customize a bundle of programs specific to the needs of the jurisdiction. The idea was to use the leverage and networks of local jurisdictions to increase interest and participation in existing energy efficiency programs thus reducing energy consumption and demand.

As the program was run, SCE, through ConSol (an SCE contractor that specializes in working with builders to improve the efficiency of residential buildings) contacted local building officials, provided information, and asked them to enroll their communities in the program. ConSol focused on local building officials, spoke to other officials in the community, and sometimes gave presentations to the jurisdictional councils or other groups. Officials enrolled their community by signing an agreement.

A series of adjustments have been made to the LGI Program to address community concerns and changing circumstances at SCE. For example, in the 2002-3 timeframe, some local government officials perceived the agreement to be potentially legally binding or to subject their communities to future legal exposure from citizens or other groups who

might feel that the community did not live up to an implied obligation. As a result, building officials sometimes felt the need to clear the agreement with other community officials such as a mayor, a manager, or a city council. In his evaluations of the program, Wirtshafter pointed out that for some, the agreement was possibly an obstacle to signing up for the program and recommended changing it.<sup>2</sup>

As a result, for the 2004-5 program year, the agreement (Appendix 8.1) was changed to include a simple statement that LGI was a voluntary partnership, a section where the community indicated interest in energy efficiency programs, a section for the community to indicate that it would work on providing benefits for builder participation in CEEP if it elected CEEP as one of its programs of interest, a section indicating interest in training and technical assistance, and a section for signatures. During our interviews, ConSol staff verified that the agreement had been a problem and that the changes did seem to reduce concerns about the agreement.

Another change resulted from staffing issues at SCE in 2003 that extended into 2004, which led the LGI Program to become more narrowly focused around CEEP. The staff responsible for LGI was also responsible for the Residential New Construction (RNC) Program, and because of a staffing shortage, had a limited amount of time to promote and service the programs for which they were responsible. The RNC Program had very clear energy savings goals and the annual performance ratings of the SCE staff were closely tied to those goals. One RNC staff person said that because of a focus on the energy savings performance goals, the staff largely focused on CEEP because that program, unlike other energy efficiency programs, would contribute to their energy savings performance goals.

Narrowing the focus was not without implications. The CheckPoint Program was relying on LGI to market its program. The CheckPoint Program is an opportunity of last resort for developers and builders of new commercial construction, who do not take advantage of the Savings-by-Design Program, to receive prescriptive incentives for installing efficient equipment. Because of the staffing issues in the RNC and the narrow focus on CEEP, CheckPoint was not heavily promoted in 2003. To compensate for this, in 2004, the CheckPoint program dedicated a staff person to act as a circuit rider to contact local building officials about the CheckPoint Program. This increased the visibility of the CheckPoint Program and resulted in more use, but it also meant multiple contacts with building officials by different people associated with SCE's energy efficiency programs. In one instance, an LGI representative visited a building official whose next appointment was the Checkpoint circuit rider.

Another type of issue faced by the LGI Program involved various logistical constraints, including the ability of local jurisdictions to provide staff to support vital elements of the program. For example, a key delivery mechanism for the LGI Program was to get building officials to provide information to the local builders and others when they came

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<sup>2</sup> Robert Wirtshafter, Evaluation of Southern California Edison's PY2002 Local Government Initiative Program. Rydal, PA: Wirtshafter Associates, 2003. Robert Wirtshafter, Evaluation of Southern California Edison's PY2003 Local Government Initiative Program. Rydal, PA: Wirtshafter Associates, 2004.

to building departments to obtain building permits. In his 2002 evaluation, Wirtshafter found that some jurisdictions did not feel that they had time to deal with providing information and did not have the physical space at the counter to provide it. In an attempt to get around these problems communities were offered literature racks with the information about the different energy efficiency programs. Space was still an issue and the literature rack did not seem to solve the problem. Because of space limitations, one jurisdiction moved the rack from the building department to the lobby of the library where it remained until the librarian took it out of service because it was not being serviced and was largely empty. In another attempt to address the space problem, the LGI produced a handout that contained a paragraph about each of the energy efficiency programs rather than providing separate pieces of literature for each program.

In addition to the literature, building departments were encouraged to provide information to local builders and contractors when they had meetings with them. For its part, SCE was to provide support with literature, attendance at community events through collaboration with its energy efficiency programs, and training, particularly with respect to code training. LGI staff did attend some community events and did arrange for the mobile education unit to be at some events prior to the 2004-5 program year.

As the 2004 program rolled out, there were no real changes in the mechanisms for promoting the energy efficiency programs. ConSol's role was to recruit communities. The SCE LGI Program staff participated in some community events, but there was no clearly delineated set of content or services that were to be delivered to the communities, other than informing communities of the energy efficiency programs, and no clear plan for marketing services beyond looking for opportunities and providing services.

The protocol for communities to obtain services from SCE required that requests go to and be cleared by an SCE program person before being forwarded to the energy efficiency programs. Because ConSol was the public face of the program, service requests from communities typically went to the ConSol staff person responsible for the program or perhaps even more typically were relayed to her by a ConSol contractor who was riding circuit to promote the program and recruit communities. In turn, these were relayed to the responsible person at SCE. Different people, including some SCE staff, commented that the urgency of requests was dissipated and that requests were sometimes lost or delayed at SCE, given other priorities.

The goals for the LGI Program were primarily defined in terms of the number of new communities to be recruited. There were no goals focused on the delivery of information or services to the communities nor were communities asked to agree to perform in any manner except to pass along information or to provide incentives for CEEP. Further, there was no significant interaction during this period between the LGI staff and the other SCE energy efficiency programs. Given the goals, the SCE staff of the RNC Program rationally focused their efforts on obtaining savings through the new construction program and CEEP, and assigned ConSol and their contractor the goal of recruiting new communities. ConSol met their goal.

SCE RNC staff that were involved in the program in 2004 indicated to us that they firmly believed in the philosophy of the LGI Program and that they had made a renewed commitment to improve the effectiveness of the program in 2004-5. Because of delays in

decisions about all efficiency programs, the 2004-5 program did not get underway until August 2004 when the contract between ConSol and SCE was finalized.

In about this same timeframe, staffing changes at SCE also affected the implementation of the LGI Program. The program manager for the RNC Program left SCE in the early fall of 2004. There was a series of staffing changes until the spring of 2005 when a new person was given permanent responsibility for the program.<sup>3</sup>

Staff told us that in the late fall and winter of 2004-5, they were uncertain as to whether the LGI Program was to be continued. That, along with the staffing changes, meant that the LGI Program did not receive as much attention as it might have from SCE staff although the recruitment efforts of ConSol staff did continue.

In early 2005, it was clear that SCE wanted to change its overall approach to community programs. The new permanent LGI Program Manager who took over in the spring was focused on defining or redefining LGI or an LGI-like program, as well as having responsibilities for other community programs.

As noted above, the program goal was always defined in terms of recruiting new communities. Until the 2004-5 program year, the status of communities that agreed to participate in prior years was somewhat ambiguous. It was unclear whether communities that had agreed to participate in earlier years perceived themselves to be or were perceived to be continuing participants in years subsequent to that in which they were enrolled. Neither of the two evaluation reports really addressed this question. For the 2004-5 program, ConSol was asked to re-enroll participants. The ambiguity about status probably lowered the visibility of the program in communities.

The clearest performance goals for the program were laid out in the ConSol's 2004-5 task order. As paraphrased from ConSol's task order, the specific goals were as follows:

- ConSol was to re-register 32 existing jurisdictions in the LGI Program. They were to obtain a commitment by 16 jurisdictions in 2004 and another 16 in 2005. They were also to continue to educate these communities on the LGI Program and recruit builders to participate in CEEP.
- ConSol was to locate opportunities where SCE could actively participate in community outreach events. They were to locate or arrange 20 events (10 events in each year) where SCE's residential and nonresidential programs and services could be displayed to the appropriate audience. Of the 10 events to take place each year, five were to be residential and five were to be nonresidential.
- ConSol was to obtain a written agreement from 10 new hard-to-reach jurisdictions to participate in the LGI Program.
- ConSol was to conduct 12 training sessions for building department staff. Six training sessions were to be conducted in 2004 and an additional six sessions will occur in 2005.

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<sup>3</sup> A staff person was added to support LGI in January 2005. The person who took over the program in the fall transferred to another position in early spring. Her replacement and the person added in January shared responsibility for the program until a permanent LGI Program Manager was appointed shortly thereafter at which time the two persons with shared responsibilities refocused their efforts on the RNC Program.

The ConSol work statement is notable for what is absent. There is nothing in the tasks that specifically addresses promoting SCE's energy efficiency programs other than arranging events where SCE could participate. There is no provision in the task statement for ConSol to coordinate with the energy efficiency programs, to be trained on the programs, or to develop materials or displays that they could use to promote the programs. A strict reading of the contract provisions says that ConSol will locate opportunities where SCE can participate in community events but does not specify that ConSol should participate. The important point is that there were no goals that required activities that were directly linked to increasing participation in SCE programs.

Throughout 2004-5, ConSol maintained contact with the LGI communities through a CEEP/LGI fax newsletter that informed communities about events, training, and what other communities were doing. Fifteen of the 32 community representatives we talked to remembered the faxes. About two-thirds of the 15 reported that they were monthly faxes while the other five reported them to be quarterly. One reported attending meetings as a result of the faxes, one found them useful, and one person remembered passing the faxes to the community development department. The rest of the 15 respondents did not indicate that they found them useful or found them not useful.

Also, the ConSol contractor rode circuit and kept face-to-face contact with the communities. The ConSol contractor and the Consol Program Manager responded to requests for assistance. They looked for and found opportunities for SCE to participate in community events.

Other events and circumstances external to the program also had a bearing on its success. In 2003 and 2004, Energy Star Homes and CEEP had similar although not identical goals. Both programs were to result in homes that were 15 percent more efficient than the Title 24 Standard. As explained by the Building Industries Institute (BII) and as reported by Wirtshafter in the 2003 evaluation, the difference was that CEEP focused on the quality of the installation of ducts and insulation while Energy Star focused on the quantity and or the presence of the prescribed amount of insulation. A quality installation is a key to achieving savings. For many this may be a subtle distinction. It is unclear to us that builders, faced with the two programs and the differences in incentives between the two programs, would necessarily perceive the distinction or necessarily value the distinction. Further, many of the largest builders are production builders who are regional or national builders. For them, the Energy Star program might be more attractive because of the potential for consistency across all of their operations.

A second important factor that influenced the program were the revisions to the Title 20 and 24 standards that became effective in October of 2005. The revisions to the Title 24 standards effectively raised the codes and standards to the level of CEEP homes. Thus, the distinction between a standard home and a CEEP home was largely lost and with it the perceived value of owning a CEEP home. While the standards did not take effect until October in the second year of the LGI program, builders were anticipating them and according to at least some of our respondents, the incentives were to prepare for the new standards or wait until there was a requirement rather than participating in a program that differed from the standard. The Title 24 revisions did have the effect of increasing interest in training among builders and community building officials.

The LGI Program is not the only community program at SCE. There are other models that may generate more effects than the LGI model.

The Ventura REA and South Bay Energy Efficiency Center partnerships are focused on implementing Energy Efficiency or Resource Centers to provide training and education to builders, contractors, residents, and others. In addition to providing training, these programs will also encourage the use of existing energy efficiency programs.

The LA County/SCE/SCG Partnership and the City of Pomona partnerships are primarily focused on upgrading the energy efficiency of county and city facilities respectively, including multifamily buildings in the case of LA County. The Pomona program has a significant component that includes direct marketing through mail, e-mail, and websites to provide information to residents about energy efficiency, vendors of efficient equipment and services, and information about existing SCE programs. The LA County program encourages the use of existing programs as well.

Finally, the Energy Coalition is a direct action program designed to promote energy efficiency by creating action opportunities for students and members of local community organizations. In response to the efforts of this group, some individuals and firms may make use of SCE's existing energy efficiency programs. These programs approach communities through a broader range of contacts than the LGI Program.

Some of these community models appear to be based on more intensive collaboration with communities, broader target audiences within communities, and a narrower geographic focus than LGI. These programs also appear to have more proactive strategies and tactics for involvement in communities. They may also have more resources. Examination of these programs was outside the scope of our effort but we did hear about them from at least two of our building department contacts. Follow-up indicated that these efforts were reaching a much broader cross section of personnel in communities than is LGI and that the programs are producing savings. When and if there are evaluations of these community efforts, it might be fruitful to do a comparison of the structure, operation, and outcomes between these programs and the LGI Program.



### 3 Evaluation Methods

Innovologie used multiple methods to complete this study. These methods included:

- Content analysis of LGI Program data from ConSol monthly reports.
- Review of data about community enrollments maintained by ConSol.
- Analysis of community data from secondary sources.
- In-depth interviews.

#### 3.1 LGI Program Data

In order to understand ConSol's activities, Innovologie obtained monthly report data for 18 months from ConSol. Innovologie analyzed these data in three ways. First, we identified data that dealt specifically with the goals that were established for ConSol, developed our own tally of goal-related behaviors, and compared those to what ConSol reported.

Second, we analyzed and coded the ConSol monthly reports for "events" or "reports." An example of an event or report is having a meeting with local officials to market LGI or giving a presentation to local officials. Such an "event" might involve numerous actions such as placing telephone calls to arrange the event, creating a set of slides, and actually giving the presentation. If all of the activities occurred in one month and were essentially summarized by saying that ConSol gave a presentation, then the presentation was listed as a single event. If activities for a single event were reported in each of two months, then they were reported as two events, for example, a report that the arrangements for the event had been made and a report of the event indicating that an activity occurred. A report might also be a community's expression of interest in receiving information or hosting or participating in an event. Events and reports were also coded for directionality, that is, whether the report event was initiated by a community or initiated by ConSol.

This type of analysis provides a gross feel for the kinds and levels of interest that communities have in particular topics and their responses to being approached by the ConSol team. There are, however, substantial limitations to analyzing the data in this way. ConSol may not always have been consistent in how it reported things, and as noted above, our "chunking" of events does not necessarily correspond to all the activities that may have been associated with completing an event. Further, this chunking of events is not necessarily a good indicator of level of effort because some events may have required very little effort, for example a single e-mail, while a similar event may have required multiple attempts at contact using multiple methods.

### 3.2 Construction Data

One might hypothesize that communities with greater amounts of commercial and residential construction might be more interested in the LGI Program than communities with smaller amounts of construction.

In order to examine the levels of commercial construction activity in Southern California communities, we obtained the commercial construction data from FW Dodge. From this data, we extracted the value of commercial construction in 2004 for the 107 target communities. We ultimately were able to match on 93 cities and performed our analysis on those communities. Likewise, we extracted similar information for residential construction obtained from the Construction Industries Research Board.

### 3.3 The In-depth Interviews

Innovologie conducted interviews with three groups of people on five different occasions. A first round of interviews was conducted with the outgoing and incoming program managers (SCE) in the late summer and early fall of 2004. Both of these individuals had been associated with the program for several years. Based on these interviews and other information, it was decided to defer the evaluation of the program until the spring of 2005.

A second round of interviews targeted the SCE LGI staff that were involved in the program in the winter and spring of 2005, the SCE energy efficiency program managers (Checkpoint, Multifamily Energy Efficiency Rebates, etc.), and public affairs representatives. The purpose of these interviews was to understand the perspectives of SCE program managers whose programs were being promoted by LGI on the role of the LGI Program and the extent to which the LGI Program was coordinating with them. These interviews were mostly conducted in April of 2005 in person at SCE in Rosemead, California, and on site in Palm Springs. Two additional interviews in this series were conducted by telephone. Prior to conducting the interviews, Innovologie developed an interview guide and presented that to the evaluation manager for review and approval. A copy of the interview guide is found in Appendix 8.3.

Two rounds of interviews were conducted with ConSol staff. The first round of interviews were conducted in June 2005 with the ConSol program manager and ConSol's contractor who acted as a circuit rider. These interviews were designed to elicit an understanding of ConSol's role in the program and ConSol's activities. The interview with the program manager was conducted by telephone while the interview with the contractor was conducted in person in Washington, D.C.

A second round of telephone interviews was conducted with these same individuals in September and October of 2005. In addition, Innovologie completed a telephone interview with an additional person who had been assigned by ConSol to work on this project starting in July of 2005. These interviews were a follow-up to the earlier interviews to assess any changes in the program in the months following the first round

of interviews. These interviews were also a precursor to the third part of the analysis, which was completing interviews with community contacts.

Innovologie obtained a list of contacts for 39 participating jurisdictions. Beginning in October 2005, an e-mail request was sent to each of them describing the objectives of the evaluation and requesting a telephone interview. Emails were sent to groups of ten contacts at about two week intervals. Follow-up telephone calls were placed to these local officials within a few days of the e-mail to arrange a time for the interview. In most cases, several calls were needed to reach the community official and establish a time for the interview. In a few cases, interviews had to be rescheduled because the community officials were not available at the appointed time.

In the end, Innovologie completed 32 in-depth interviews with community staff. In four jurisdictions, the contacts had recently left their positions, and it was determined that the new staff members were not sufficiently familiar with the program to warrant conducting interviews, so interviews were not completed with them. In three communities, we were unable to reach the official after numerous attempts or the official declined to be interviewed. Thus, we completed 82 percent of our intended interviews.

The purpose of these interviews was to gain an understanding of how the communities were promoting the LGI Program, an understanding of how the programs were being received, the overall interest in each energy efficiency program, and the interactions between LGI staff and jurisdictional or community contacts. These interviews were completed over the telephone and lasted between 20 and 60 minutes. Four of these interviews were completed in January of 2006.

We had few difficulties getting the respondents to participate. However, we did frequently find that respondents did not remember the program. In those cases, we described the program. If respondents still could not remember, we asked if they remembered being visited by the ConSol contractor and signing up for the program he was promoting. With one possible exception, respondents were then able to recall the program. In about half of the interviews, respondents were at least initially unable to differentiate the LGI Program from CEEP. In one case, we are not sure the respondent ever accurately recalled the program.

In many instances, this recall problem made it difficult to follow the guide. In those cases, we conducted the interviews in a semi-structured format using the guide as a checklist to make sure that we covered all of the topics.

For most of the interviews, two Innovologie staff members were present. One of the staff persons conducted the interview and the other took notes.

We were interested in exploring the social and professional networks in the community and how they might or could have been used to promote the SCE suite of programs. The literature suggests that a key mechanism for the spread of information and ideas is face-to-face communication. After the early stages of a program, face-to-face communication

may be a more important strategy for recruiting participants than broadcast methods. Generating contagion is one of the reasons for promoting energy efficiency programs through the community mechanism. Local officials and key persons within the community are typically thought to have extensive networks and therefore to be in a position to promote programs where broadcast methods may be ignored.

Examination of networks is important for assessing the effectiveness of community programs. If most community programs generate participation through broadcast methods, then an important reason for community programs is lost. To investigate this, one might assess how extensively networks in the community have been activated and why there are differences in the extent of network activation between communities. One might examine the density of networks to see if more dense networks lead to more rapid uptake of efficient measures. One might examine patterns of networking to see if certain patterns, or the inclusion of certain officials, lead to more rapid or greater uptake of measures.

The use of network analysis in communities has a long history. For example, the use of network analysis was very much in vogue through the early 1970s. There were numerous studies that utilized it.<sup>4</sup> There are a number of more recent studies that describe the utility of network analysis.<sup>5</sup>

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<sup>4</sup> Robert S. Lynd and Helen Merrell Lynd, *Middletown: A Study in American Culture*. New York: Harcourt Brace Jovanovich, Inc., 1929. William Foote Whyte, *Street Corner Society*. Chicago: University of Chicago Press, 1955. Floyd Hunter, *Community Power Structure: A Study of Decision Makers*, Chapel Hill: University of North Carolina, 1953. Arthur J. Vidic and Joseph Bensman, *Small Town in Mass Society: Class, Power and Religion in A Rural Community*. Princeton: Princeton University Press, 1968. Linton C. Freeman, *Patterns of Local Community Leadership*. Indianapolis: Bobbs-Merrill, 1968. Gerald Suttles, *The Social Order of the Slum: Ethnicity and Territory in the Inner City*. Chicago: University of Chicago, 1968.

<sup>5</sup> Borgatti, Everett, and Freeman, *UCINET 6 for Windows: Software for Network Analysis*. Harvard, MA: Analytic Technologies, 1999. Mark Granovetter, *Getting a Job*. Cambridge, MA: Harvard University Press, 1974. Mark Granovetter, "The strength of weak ties," *American Journal of Sociology*. 1973, Vol. 78. Steven Johnson, *Emergence: The Connected Lives of Ants, Brains, Cities, and Software*. New York: Touchtone, 2001. Alden S. Klovdahl, "Social Networks and the Spread of Infectious Diseases: The AIDS Example," *Social Science Medicine*, 1985, 21 (11): 1203-1216. Stanley Milgram, , "The Small World Problem." *Psychology Today*. May 1967, 60-67. PAJEK: Program for Large Network Analysis, <http://vlado.fmf.uni-lj.si/pub/networks/pajek/>. John H. Reed, and Andrew D. Oh, "Examining Networks of Building Professionals, Developers, Owners and Contractors in the Commercial Building Sector," *Proceedings of the International Energy Program Evaluation Conference*, 2003. Howard Rheingold, *Smart Mobs: The Next Social Revolution*. Cambridge, Ma.: Persus Books, 2002. John Scott. *Social Network Analysis: A Handbook*. 2nd ed. London: Sage Publications, 1991, 2000. Mark C. Taylor, *The Moment of Complexity: Emerging Network Culture*. Chicago: Chicago University Press, 2001. Duncan J. Watts and Steven Strogatz, Collective dynamics of 'small-world' networks. *Nature*, 1998, 393, 440-442. Duncan J. Watts, *Six Degrees: The Science of a Connected Age*. New York: Norton, 2003. William H. Whyte, Jr., "The Web of Word-of-Mouth," *Fortune*, November 1954.

There were sections in the interview guide that were designed to allow us to develop a snowball sample to explore networks. Respondents were to be asked whom else they worked with or whom they could have worked with in relation to specific SCE programs. As we shall see momentarily, communities undertook few activities in relation to the energy efficiency programs. Even when communities expressed interest in an activity, people reported few things were done and there were very few reports of persons engaging others on behalf of SCE efficiency programs.

In order to use network analysis, it is necessary to identify the associations among the members of the network. This can be done by asking members of the network with whom they associate (as we intended to do in this project) or by finding a database, for example, e-mail message lists or data such as the F. W. Dodge Players Data, that link players by message or project.

We attempted to identify any colleagues, firms, or other individuals associated with activities that were mentioned during the course of the interviews. In about half of the interviews, one or two additional people were identified. Innovologie then screened those contacts for relevance. About a dozen contacts of interest remained. Innovologie attempted to contact these individuals by telephone. Before each call, we identified a series of questions that we wanted to complete. Innovologie completed five calls from this group. Their information was added to the information that we had. We were unable to reach several individuals in our “snowball” sample<sup>6</sup>. The upshot of this is that we were unable to develop an adequate sample to explore social or professional networks that could have been activated to support the program.

The fact that we were unable to complete a network analysis for this project does not reflect on the utility or importance of network analysis. We were unable to use network analysis because there was so little activity associated with the program. As noted above, network analysis is potentially a powerful tool for assessing the effects of a community program.

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<sup>6</sup> During an interview, respondents identify other individuals who are then included in the same frame, hence the term “snowball” sample.



## 4 Communities and Community Participation

ConSol identified 107 target jurisdictions. Ninety-seven of these jurisdictions are communities and the remaining ten are the balance of county areas that provide services, such as permitting, to residents outside of city boundaries.

Table 1 shows the participation status of these jurisdictions. At the end of 2005, 43 jurisdictions had signed written agreements indicating participation in the 2004-5 LGI Program. Thirty-six percent of the communities that previously had either a written or verbal agreement had not re-enrolled and were therefore considered to be non-participants. Twenty-three percent of the community jurisdictions that had not previously enrolled in the program still had not enrolled in the program by the end of 2005 and were considered to be non-participants. Three of the ten counties currently have a written agreement. Two others had previously had verbal agreements but had not re-enrolled and the remainder were target communities that had not previously participated in the program.

**Table 1 Current LGI Enrollment Status for the 107 Target Jurisdictions in SCE Service Territory as of December 2005**

|                                                                                | Community |            | County    |            |
|--------------------------------------------------------------------------------|-----------|------------|-----------|------------|
|                                                                                | Count     | Percent    | Count     | Percent    |
| Participants with a written agreement and information about interests          | 40        | 41         | 3         | 30         |
| Non-participants with a previous written agreement not yet re-enrolled         | 15        | 15         |           |            |
| Non-participants with a previous verbal agreement not yet re-enrolled          | 20        | 21         | 2         | 20         |
| Non-participating jurisdiction not previously enrolled targeted by the program | 22        | 23         | 5         | 50         |
| <b>Total</b>                                                                   | <b>97</b> | <b>100</b> | <b>10</b> | <b>100</b> |

### Hard-to-Reach Communities

One goal of this program was to target hard-to-reach communities.<sup>7</sup> Seventy-two of the 97 communities and eight of the ten counties are designated hard-to-reach. Seventy percent of the communities with written agreements are hard-to-reach communities, and seventy-nine percent of those with previous verbal or written agreements are hard-to-reach communities. One hundred percent of the communities that had not previously participated are hard-to-reach communities.

### Construction Levels in Participating Communities

<sup>7</sup> Hard-to-reach communities are communities where at least 30 percent of the zip codes have been identified as having a higher percentage of households with a demographic characteristic that the CPUC identified as describing a hard-to-reach household. Examples of such characteristics are living in a rural area, income between 150 and 235 percent of the poverty level, or being a household where the primary spoken language is other than English.

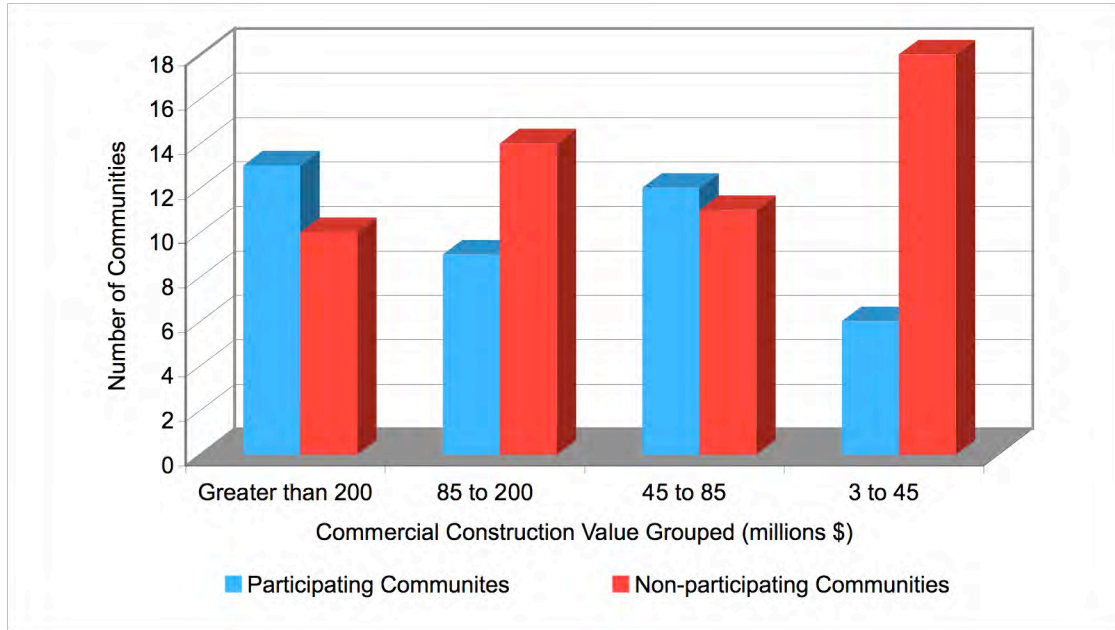
Several of the energy efficiency programs that were to be promoted by the LGI Program relate to construction. CEEP is targeted to builders constructing new homes. Although it is not a part of the LGI Program, Savings-by-Design is a new commercial construction program. CheckPoint, a counterpart of the Savings-by-Design program, is part of the LGI suite of programs. Express Efficiency is a prescriptive program that targets older commercial structures. Commercial buildings that are being remodeled are an ideal target for Express Efficiency. The Multifamily Energy Efficiency Rebates Program is targeted at owners of multifamily buildings and would be appropriate for use by firms renovating or upgrading multifamily units.

It occurred to us that participation might be related to the amount of construction occurring in a community. The difficulty was that we were uncertain about what the relationship might be between construction activity and interest and participation in the program. We could actually argue equally well for either of two hypotheses. One hypothesis is that communities with large amounts of construction would be more interested in the LGI Program than communities with very little construction. In particular, it seemed that this might be the case for CEEP, which had been the marquee program. On the other hand, we could argue that communities with a great deal of construction might be too busy and would shy away from commitments that might require involvement of staff.

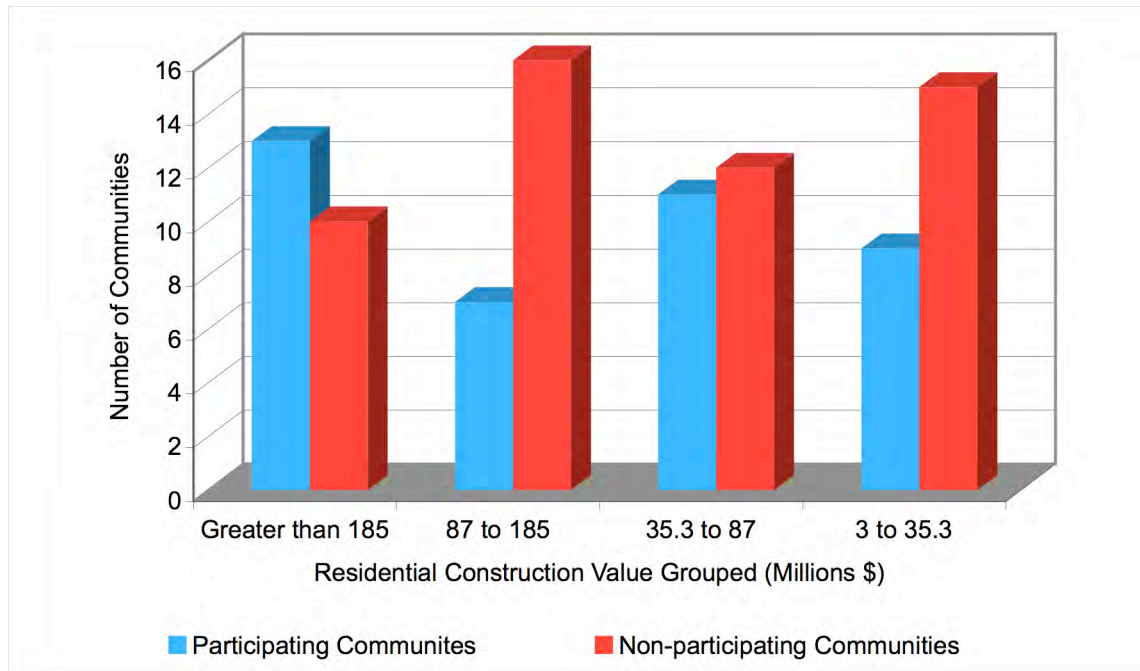
Figures 1 and 2 show the frequency of participation and non-participation in LGI separated by quartiles of residential and commercial construction value for 2004. Residential and commercial construction value is the total dollar value of permits for remodeling and new construction in the sector. The distributions were divided into quartiles and then the communities sorted by participation status. Figure 1 shows that participating communities are distributed relatively evenly across the first three quartiles of dollars of commercial construction. Communities in the fourth quartile of commercial construction value appear to have been less likely to participate.

Figure 2 shows the distribution of communities across the distribution of values of residential construction. In this case, the lowest levels of participation are found in the second quartile of residential construction value.





**Figure 1. Commercial Construction in LGI Participating Communities and Non-Participating Communities, 2002-2004**



**Figure 2. Residential Construction in LGI Participating Communities and Non-Participating Communities, 2004**

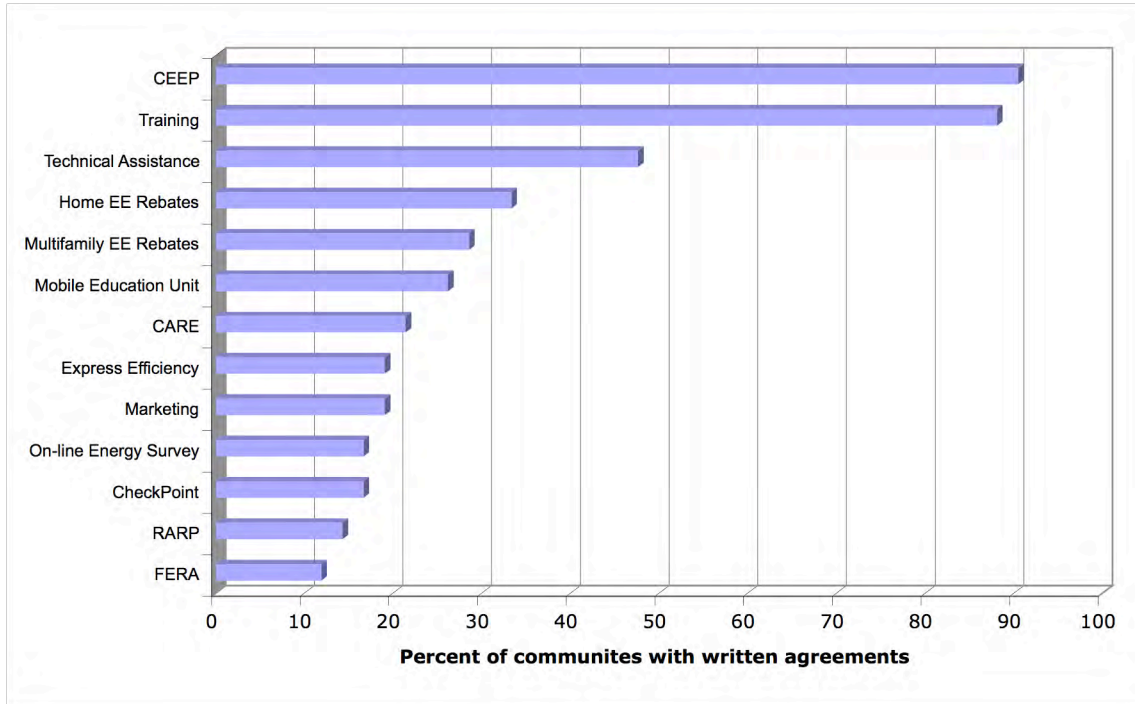
Overall, the results do not appear to support either hypothesis. It is clear that communities with greater levels of construction might derive greater benefits from LGI, but participation seems unrelated to the value of construction activity.

### **Community Program Interests**

The enrollment form asked communities to identify energy efficiency programs of interest. Figure 3, based on data supplied by ConSol, shows the interests expressed by those who completed and submitted an enrollment form after September of 2004. Between 80 and 90 percent of the jurisdictions expressed interest in CEEP and training. The interest in CEEP is not surprising given that the program was historically focused on CEEP, the heavy focus on CEEP during the 2003 program year, the fact that LGI Program contacts are primarily local building officials, and the fact that the program contractor is heavily involved in promoting efficient residential construction.

It is clear from our interviews that the interest in training was driven by the implementation of the Title 20 and Title 24 standards in October of 2005. However, we note that among the building officials with whom we talked, interest in training is very high and extends beyond codes and standards.

Almost half of the jurisdictions expressed interest in technical assistance. Technical assistance was not defined but could involve a broad range of things including assistance with green building ordinances, which was something in which some communities expressed interest. A quarter to a third of the jurisdictions expressed interest in home energy efficiency rebates, multifamily rebates, and having the mobile education unit in their community. Between 12 and 21 percent of the remaining communities expressed interest in the other service offerings.



**Figure 3. Percent of 43 Communities with Written Agreements Expressing Interest in SCE Programs**

**ConSol’s Continuing Contact with Communities**

In order to understand their performance goals, we obtained a copy of ConSol’s task statement. The statement required that they re-register 32 jurisdictions, coordinate SCE’s participation in 20 community events, and conduct 12 training events. We completed a content analysis of ConSol’s monthly reports to assess whether ConSol met its goals and how it interacted with and supported community officials.

Table 2 shows that ConSol reached or exceeded its LGI contractual goals. ConSol re-registered 32 LGI communities, coordinated SCE’s participation in 11 and 13 events to showcase residential and non-residential programs respectively. ConSol also achieved 100 percent of the goal to obtain participant registrations from new hard-to-reach (HTR) jurisdictions. ConSol more than doubled (2.58 times) the BECT training coordination goal. However, they reported training in these communities that was done under this as well as another contract. We were unable to separate the two sets of training.

**Table 2. ConSol Reported Jurisdiction Recruitment Activities for LGI**

| Progress Report Date     | Re-register jurisdictions | Community events to showcase residential programs | Community events to show case non-residential programs | Register new jurisdiction | Training sessions |
|--------------------------|---------------------------|---------------------------------------------------|--------------------------------------------------------|---------------------------|-------------------|
| Goal                     | 32                        | 10                                                | 10                                                     | 10                        | 12                |
| July 27, 2004 – Dec 2004 | 18                        | 5                                                 | 5                                                      | 3                         | 6                 |
| Jan 2005 – Dec 2005      | 14                        | 6                                                 | 8                                                      | 7                         | 25                |
| Total *                  | 32                        | 11                                                | 13                                                     | 10                        | 31                |
| Percent of Goal achieved | 100%                      | 110%                                              | 130%                                                   | 100%                      | 258%              |

\* There was some discrepancy between the running totals in ConSol's monthly reports and what we were able to identify in the monthly reports. ConSol reported 33 re-registrations, 10 events to showcase residential programs, and 11 events to showcase non-residential programs. We are reporting the instances we were able to verify.

In addition to analyzing the monthly reports to see if ConSol met their goals, we coded "events" and "reports" that were listed in the reports (See the methods section for details).

ConSol's monthly reports documented 505 LGI events or reports. Table 3 shows that the most common detailed activity or LGI event was providing information and communicating with communities about the program (69 percent). Within this category, about a quarter of the activities were actually meetings with community officials (data not shown). The next most common actions were enrollment/re-enrollment activities (8 percent) and providing CEEP information and assistance (7 percent). This was followed by providing information or assistance with green buildings (5 percent). This is a topic that was of interested to a number of communities. Technical assistance and training occurred 16 (3 percent) and 13 (3 percent) times respectively. The key point to take away from this table is that as much as 77 percent of the activity (69 percent plus 8 percent) reported in the monthly reports was associated with promoting the LGI Program and re-enrolling communities. Less than a quarter of the activity was related to other programs.

Table 4 provides the same information but displays the information in terms of who initiated the actions. ConSol actions comprise nearly half (49 percent) of the events/reports. Another 18 percent of the events/reports are reports of actions that ConSol expected to take in the future. Thirteen percent of the events are ConSol reporting interest expressed by communities when they have engaged them and just eight percent represent requests from communities to ConSol.

**Table 3. ConSol Reported LGI Activities: Detailed Category - Reported across All General Categories (Market Plays)**

| Detailed Category - Reported across All General Categories | Number of overall occurrences | Percent of overall occurrences |
|------------------------------------------------------------|-------------------------------|--------------------------------|
| Information and communication about LGI                    | 349                           | 69                             |
| Enroll/re-enroll in LGI                                    | 38                            | 8                              |
| CEEP information and assistance                            | 36                            | 7                              |
| Green building information and assistance                  | 25                            | 5                              |
| Technical assistance                                       | 16                            | 3                              |
| Training                                                   | 13                            | 3                              |
| Event presentation/participation                           | 9                             | 2                              |
| Energy efficiency education                                | 6                             | 1                              |
| LGI ordinance assistance                                   | 6                             | 1                              |
| Refrigerator recycling program                             | 5                             | 1                              |
| Assistance in obtaining builder interest                   | 2                             | <1                             |
| Totals                                                     | 505                           | 100                            |

The bulk of the events and reports were ConSol initiated actions or future actions. Communities making a request or reports on community actions are about 8 percent each of the reports or events. If LGI related participation requests are eliminated, the average number of substantive requests per community reported in the monthly reports was less than one. If LGI participation related actions such as enrolling in LGI are removed from the reports of community actions, then on average there was a substantive action not specific to the maintenance of the program for about one of every two enrolled communities. Less than one percent of the actions reported made mention of SCE activities.

Our conclusion with respect to the activities is that one would expect the events or reports about the LGI activities to be a substantial percentage of all events that ConSol reported because their assigned task was to generate enrollments. However, the overall goal of the program was to leverage the resources of the communities to participate in SCE's energy efficiency programs so one might also have expected to see evidence in the ConSol monthly reports of a fair amount of information flow about specific SCE energy efficiency programs. There was some information flow about CEEP. There were requests for information about 'green buildings' which could relate to CEEP or Savings-by-Design. ConSol did explain the range of programs to the communities. They did provide literature for distribution. However, there is not a great deal of evidence indicating any substantial amount of communication flow about the specific energy efficiency programs. The information that did flow appears for the most part to have been general program information that was not timed for events related to a specific energy efficiency program.

**Table 4. ConSol Reported LGI Activities: General and Detailed Activities (from 18 ConSol Monthly Program Reports - July 2004 through December 2005)**

| Detailed Category                                                     | Number of Occurrences | Percent of Occurrences |
|-----------------------------------------------------------------------|-----------------------|------------------------|
| <b>ConSol actions reported within the month</b>                       |                       |                        |
| Information and communication                                         | 194                   | 38.7                   |
| CEEP information and assistance                                       | 17                    | 3.4                    |
| Technical assistance                                                  | 10                    | 2.0                    |
| Green building information and assistance                             | 7                     | 1.4                    |
| BECT training                                                         | 6                     | 1.2                    |
| Enroll/re-enroll in LGI                                               | 6                     | 1.2                    |
| Event presentation/participation                                      | 3                     | 0.6                    |
| LGI ordinance assistance                                              | 2                     | 0.4                    |
| Energy efficiency education                                           | 2                     | 0.4                    |
| Refrigerator recycling program                                        | 1                     | 0.2                    |
| <b>Subtotal for this section</b>                                      | <b>249</b>            | <b>49.7</b>            |
| <b>ConSol reports actions to be taken in some future time periods</b> |                       |                        |
| Information and communication                                         | 73                    | 14.6                   |
| Presentation at event                                                 | 10                    | 2.0                    |
| Enroll/re-enroll in LGI                                               | 4                     | 0.8                    |
| Green building info and aid                                           | 2                     | 0.4                    |
| Refrigerator recycling program                                        | 1                     | 0.2                    |
| Energy code training                                                  | 1                     | 0.2                    |
| <b>Subtotal for this section</b>                                      | <b>90</b>             | <b>18.0</b>            |
| <b>ConSol reports interest expressed by the community</b>             |                       |                        |
| Information and communication                                         | 20                    | 4.0                    |
| Presentation or participation at event                                | 10                    | 2.0                    |
| Enroll/re-enroll in LGI                                               | 9                     | 1.8                    |
| CEEP information or assistance                                        | 8                     | 1.6                    |
| Green building information and assistance                             | 7                     | 1.4                    |
| BECT/energy code training                                             | 6                     | 1.2                    |
| Refrigerator recycling program                                        | 3                     | 0.6                    |
| Technical assistance                                                  | 2                     | 0.4                    |
| Energy efficiency education                                           | 2                     | 0.4                    |
| LGI ordinance assistance                                              | 1                     | 0.2                    |
| <b>Subtotal for this section</b>                                      | <b>68</b>             | <b>13.6</b>            |
| <b>Reports on community requests</b>                                  |                       |                        |
| Enroll/re-enroll in LGI                                               | 12                    | 2.4                    |
| Meeting on LGI with city/building officials                           | 5                     | 1.0                    |
| Community reports contacting others within community about LGI        | 4                     | 0.8                    |
| Ordinance on LGI drafted/passed                                       | 3                     | 0.6                    |
| Follow up contact                                                     | 3                     | 0.6                    |
| Obtained contact or referral information                              | 3                     | 0.6                    |
| CEEP information and assistance                                       | 3                     | 0.6                    |
| Presentation at event                                                 | 2                     | 0.4                    |
| Sought LGI information                                                | 1                     | 0.2                    |
| Outreach efforts                                                      | 1                     | 0.2                    |
| Green building information and assistance                             | 1                     | 0.2                    |
| Faster plan check and recognition                                     | 1                     | 0.2                    |
| Contacts within city                                                  | 1                     | 0.2                    |
| <b>Subtotal for this section</b>                                      | <b>40</b>             | <b>8.0</b>             |

|                                                      |            |              |
|------------------------------------------------------|------------|--------------|
| <b>Community make requests</b>                       |            |              |
| Seeks information about LGI                          | 10         | 2.0          |
| Seeks information or assistance with green buildings | 8          | 1.6          |
| Seeks presentation or participation at event         | 9          | 1.8          |
| Seeks technical assistance                           | 4          | 0.8          |
| Seeks information or assistance about CEEP           | 4          | 0.8          |
| Energy efficiency education                          | 2          | 0.4          |
| <b>Subtotal for this section</b>                     | <b>37</b>  | <b>7.4</b>   |
| <b>Reports on future community actions</b>           |            |              |
| Enroll/re-enroll in LGI                              | 7          | 1.4          |
| Presentation at event                                | 2          | 0.4          |
| CEEP information an assistance                       | 1          | 0.2          |
| <b>Subtotal for this section</b>                     | <b>10</b>  | <b>2.0</b>   |
| <b>SCE action</b>                                    |            |              |
| Presentation at event                                | 2          | 0.4          |
| LGI information presented in person                  | 1          | 0.2          |
| Follow up contact                                    | 1          | 0.2          |
| <b>Subtotal for this section</b>                     | <b>4</b>   | <b>0.8</b>   |
| <b>Other player action</b>                           |            |              |
| CEEP information and assistance                      | 2          | 0.4          |
| Contacts with others                                 | 1          | 0.2          |
| <b>Subtotal for this section</b>                     | <b>3</b>   | <b>0.6</b>   |
| <b>Total</b>                                         | <b>501</b> | <b>100.0</b> |





## 5 Findings from the Interviews

As part of this study, Innovologie conducted interviews with five different categories of people:

- ConSol staff
- SCE LGI Program staff
- SCE energy efficiency program managers
- LGI community contacts
- Selected additional community contacts

The interviews focused on activities and participation in the LGI Program, perspectives on the program, and suggestions for program improvement.

### 5.1 There is Widespread and Positive Interest in Community Programs

There is widespread support for the concept of community programs. Everyone who was interviewed, from ConSol staff, to energy efficiency program managers, to the community contacts, expressed support or strong support for the community program *concept*.

The SCE program managers also expressed strong support for the *concept* of community programs. With the exception of the CheckPoint program, the SCE energy efficiency program managers told us that they do not have market related activities that explicitly target communities. However, most of the energy efficiency program managers have had experience with a community-based program or have had some experience working with local jurisdictions in relation to their program but outside of the LGI framework. The energy efficiency program managers are keenly aware of the potential for local government initiatives. Most expressed a desire to make better use of the LGI Program.

Contractor and program personnel reported that when they had contact with community officials they almost always found officials cordial, interested in obtaining services for their community, and interested in making their communities better places to live. Local officials were typically quite interested in promoting the image of their community. Energy efficiency was of interest because of the immediacy of the issue and the potential benefits to the community and because energy efficiency has a positive image with which community officials were willing to be associated.

### 5.2 Resources Are a Problem

As the previous chapter makes clear, it takes a great deal of time and resources to make contact with community officials and enlist them in a program. In developing a community-based program, there is a tremendous amount of overhead that is required on the part of the utility and on the part of a community to organize a program before a

program can address energy efficiency issues. The LGI Program was not designed and implemented in a way that fully recognized the potential burden imposed on utility personnel and personnel in participating communities.

Almost all of the community officials that we interviewed indicated that they have many responsibilities and are pressed for time. Community officials expressed genuine interest and willingness to participate in community-based programs, but it was also clear that their participation had to be conditioned on the amount of time that they and their staff have available. Respondents from four of the communities stated that they did not have enough resources (i.e., staff time) to promote and to keep current on the different programs. These were small communities with few staff. They signed up for the program because they viewed energy efficiency as important, but as one respondent put it, unless information is ‘spoon fed’ they couldn’t support the program.

Several of the respondents said that they could see the LGI Program being effective in larger communities but that it was not realistic to expect a great deal from the smaller communities because of the lack of staff. Even in the larger jurisdictions, building officials consistently told us that they and their staff did not have the time or the resources to provide more than a minimal effort to promote the LGI Program. Several jurisdictions where there was a great deal of construction occurring told us that their resources were stretched to the limit and that they needed additional staff just to keep up with their official responsibilities. One indicator of this is that several building officials told us that it was difficult to release staff to participate in something as essential as codes training, especially if the training was more than an hour or two in duration or required off-site travel.

There were three important points that emerged from the respondent interviews with respect to resources:

- If community staff are to support a community program such as the LGI, they need easily understood and simple and easy-to-use tools and materials that require minimal training.
- Programs can only be effective when communities are able to commit at least some staff resources.
- For a program such as this, communities need to either make some sort of commitment to support the program and/or the utility needs to provide grants, staff, or other resources to assist communities in making the program work.

### **5.3 The LGI Program Identity and Brand Were Weak**

The LGI appears to be a program without an identity or brand. We started our interviews by asking the respondents if they remembered signing up for the LGI Program. Even though respondents received an e-mail requesting an interview that specifically mentioned LGI and there were usually additional interactions about scheduling the interview where LGI was mentioned, very few of our community contacts immediately remembered enrolling in the LGI Program when asked about it at the beginning of the interview. Quite a few respondents turned the question around and asked us what it was.

It wasn't until we described the program mentioning CEEP and training or until we asked if they remembered being contacted by ConSol's subcontractor or a ConSol staff person that they recalled the program. Many of the respondents then recalled CEEP or training but had difficulty recalling LGI or differentiating it from CEEP.

The strong association with CEEP is not surprising. LGI was initially designed to promote CEEP and during the 2003 program year, CEEP was the only energy efficiency program that was heavily promoted. Also, we are not surprised that the mention of ConSol contractor triggered recall. That contractor has been quite proactive in contacting these communities for CEEP and LGI. Although we did not ask respondents specifically, it was clear from the context of the discussions that respondents perceived their interactions with that contractor to be positive or very positive.

What these findings indicate is that there is no LGI brand and there is no LGI identity. For the most part, respondents did not know what LGI is. This is a significant problem for the program, and it created a problem for the evaluation because people could not link or did not associate the things they were doing with LGI. For example, LGI did promote and support training, but few of the respondents associated that training with LGI.

#### **5.4 Program Enrollment**

Once we reminded our respondents about LGI, either by describing the program or asking if they recalled speaking with a ConSol staff member or ConSol's contractor, most but not all respondents recalled signing the enrollment forms.

With respect to the enrollment form, we asked if the respondent was the primary person responsible for making the decision to sign the form or if other parties within the community had been asked to approve or were consulted. The majority of the respondents said that they were responsible and that they had signed the enrollment form without consulting others. A few indicated that they had conferred or informed someone in the community government such as the Mayor, a jurisdictional council, a City Manager, or some other official body before signing.

This pattern appears to have changed from the pattern described by Wirtshafter in the 2002 evaluation where the form, because of some uncertainty about the legal implications of signing the form, caused some respondents to include other decision makers within the community thereby raising a barrier to participation. The form was redesigned for the 2004-5 program years to avoid perceptions of legal obligations, and this may have facilitated respondents signing it. The form may also have been less of an issue because a large number of respondents (80 percent) were re-registering and did not feel a need to have the matter reviewed again. It is also possible that the form was positioned differently. While ConSol indicated that the form was still an issue for some participants it appears to have been less of an issue than in the past.

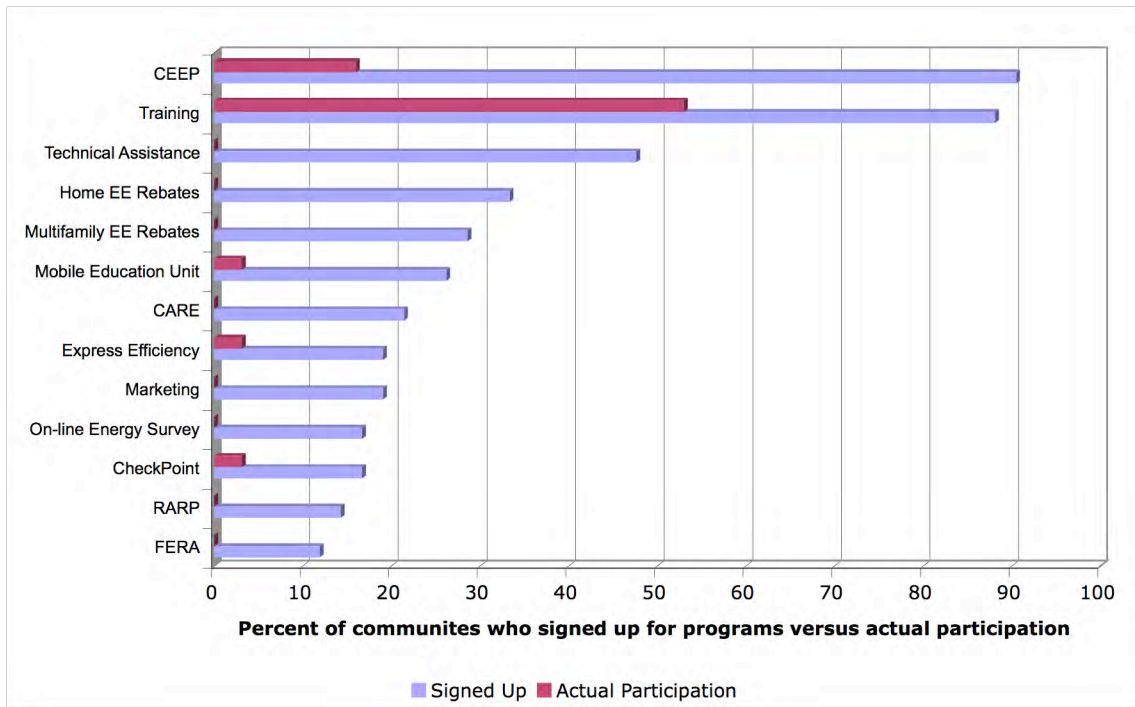
### 5.5 Program Participation

In the previous chapter, we described the number of communities that expressed interest in the various SCE energy efficiency programs on the enrollment form. A key question is how those expressions of interest translated into some level of program activity.

Figure 4 shows the difference between the programs in which communities expressed interest on the enrollment form and what officials indicated happened in their communities. For the 32 jurisdictions where we completed interviews, only four communities reported participation in programs other than CEEP or training. This does not mean that the LGI program did not cause additional activity, but it does mean that respondents only associated four programs with LGI:

1. The use of the Mobile Education Unit at one community event two years ago
2. A community that reported promoting Express Efficiency
3. A community that reported placing CheckPoint material on the counter
4. A community that placed other program materials (this may have been the Multifamily Energy Efficiency Rebates brochure) on the counter

In the case of CheckPoint, we are uncertain whether the LGI Program motivated the placement of the CheckPoint materials on the counter or whether that was a result of the activity of the CheckPoint circuit rider. The respondent who reported this remembered a visit from someone concerning the CheckPoint program, and we are inclined to think on the basis of the description of the person that it was the CheckPoint circuit rider.



**Figure 4. Percent of 43 communities with written agreements expressing interest in SCE programs versus actual participation**

### 5.5.1 CEEP participation, obstacles and barriers<sup>8</sup>

The CEEP was widely recognized by our LGI respondents, although they indicated that there has been no recent participation in the program. Six of the 32 community representatives indicated that they either had a builder participate in the program or thought that a builder may have participated in the program. No respondents said that any builders had built CEEP homes in any of the CEEP communities in the past year.

Six communities indicated that CEEP is still an active offering. Five of them offer expedited plan checks, three offer special recognition, and one offers reduced fees along with the other incentives. One community is offering the CEEP program but no longer offers any incentives.

For the 26 of 32 communities who have not had a builder participate in CEEP, nine said that if a builder were interested, they would participate. Seven communities would offer expedited plan checks and three of these would also offer special recognition. At the time of the interview, two of the communities said they would participate in CEEP but were unsure of what they could offer in the way of incentives.

Although fifteen communities stated that they would participate in the CEEP program, only eleven stated that some sort of CEEP promotion had taken place. In six of the communities the promotion was no longer occurring, or it was unclear whether or not it was still occurring. CEEP had been or was being promoted in five communities at some time during the program year. The promotion involved a recent or planned discussion with builders or planners, a display visible to the public, or information at the counter.

**Table 5: Participation in CEEP among Interviewed Communities**

|                                  | Community<br>has had a<br>CEEP builder | Community<br>has <b>not</b> had a<br>CEEP builder | LGI<br>Communities | Percent of<br>interviewed<br>communities<br>(n=32) |
|----------------------------------|----------------------------------------|---------------------------------------------------|--------------------|----------------------------------------------------|
| <b>Number of LGI communities</b> | <b>6</b>                               | <b>26</b>                                         | <b>32</b>          |                                                    |
| CEEP home was built in 2005      | 0                                      | 0                                                 | 0                  | 0                                                  |
| Communities offering CEEP        | 6                                      | 9                                                 | 15                 | 47                                                 |
| Expedited plan check             | 5                                      | 7                                                 | 12                 | 38                                                 |
| Special recognition              | 3                                      | 2                                                 | 5                  | 16                                                 |
| Reduced fees                     | 1                                      | 0                                                 | 1                  | 3                                                  |
| Not offering CEEP                | 0                                      | 17                                                | 17                 | 53                                                 |

<sup>8</sup> We use the term “barrier” advisedly. Originally the term barrier was used to identify market, administrative, legal, social structural, and cultural impediments to change that had to be changed before a technology could be diffused. For example, a barrier might be a local code, a union rule, or the refusal of an institution to establish rules that facilitate the use of a technology. More recently the term has lost its specificity and is now used to describe anything that prevents the adoption of a practice or technology. For example, lack of information is often described as a barrier. Lack of information is not usually a structural problem but a market or program failure to produce or make information available. In most instances, there isn’t any structural feature that is preventing dissemination.

There were a number of impediments to promoting CEEP. Respondents from five communities told us that the new Title 20 and 24 standards essentially made CEEP obsolete. In their view, the new standards essentially raised the requirements for efficiency to the CEEP standard.

A second issue was the availability of builders who could build to the CEEP standard. Several respondents told us that they would implement the CEEP standards, but they needed builders who were willing to build to it. At least one or two of our respondents had requested help from ConSol/SCE to bring CEEP builders to their community. In our conversations with ConSol staff, they noted that there was a need for supply side market preparation. Their point was that LGI created some demand for CEEP, but there was no parallel program that created a supply of builders willing to build CEEP homes. There is a mismatch between the availability of builders who have the knowledge and skills and are willing to build to CEEP standards and the demand for CEEP builders in communities.

Several respondents commented on differences in the market distinguishing between large production builders and smaller local custom builders. Production builders construct most of the housing in Southern California, 80 percent or more. Several respondents commented that CEEP would work if the production builders would build to CEEP standards. Some of these same observers noted that the large production builders are regional or national in scope and build to their own internal standards in order to maintain production levels. These standards influence what they are willing to build and would have to be adjusted to meet CEEP guidelines. These same observers noted that the smaller builders in their communities have a hard time competing because they do not necessarily have the expertise to implement the CEEP standards, and they do not have as much ability to adjust construction techniques to provide off-setting cost savings and/or to buy in quantity as the production builders do.

At least three respondents said that the amount of residential construction in their communities was so small that a program such as CEEP is mostly not very practical. For example, they made the point that plan review is already done quickly so that accelerated plan review was not much of an incentive. Five others commented that their communities were mostly built-out and that construction was mostly infill done by small local contractors that have difficulty building to CEEP standards for the reasons noted above. In many instances, these contractors are competing with production builders in nearby communities on the basis of price. According to several informants, these small contractors are having difficulty staying competitive while dealing with the new Title 24 standards and are not likely to attempt to deal with other standards.

According to our respondents, the pace of construction also influences what builders are willing to construct. Four of our respondents stated that in their communities the demand for new houses exceeds supply so that developers have no difficulty selling homes. They argued that as a result, builders have no incentive to offer energy efficiency or other value added features in order to differentiate their homes from those of other builders. The other side of this argument, and one not recognized by our respondents, is that if

demand is sufficiently high, energy efficiency and renewable energy features such as solar panels can be added and homes will still sell. In this circumstance, the builder can potentially realize a higher margin per home.

Some of our respondents represented communities where incomes were higher and the homes more valuable. Four of our respondents indicated that energy efficiency was low on the priority list for members of their communities. Energy efficient equipment, such as lighting, is sometimes perceived as unattractive and is therefore not considered. Relative to other costs, residents in these communities do not perceive energy costs as a major factor in their budgets. One respondent cited the example of residents who want views and construct walls of glass. This respondent noted that higher monthly electricity bills are of little concern to these residents. The respondent also observed that builders know these things and may not install a more expensive and efficient air conditioning system preferring to utilize that cost differential to install a more desired and perhaps more visible feature.

### **5.5.2 Interest in Training is High**

Training is an important on-going issue in community building departments. Training was a compelling reason for many of the respondents to enroll in the LGI Program. Nearly all of the respondents with whom we talked had been or were still interested in training for the Title 20 and 24 standards that became effective in October of 2005. Twenty of the thirty-two community representatives told us that they had had building officials or staff participate in training.

Of the 27 communities that had expressed interest in training on the enrollment form, only 17 indicated that they had done training. Those who did not do training said that they did not do it for the following reasons:

- Three of the communities said that they did not participate in training because they did not receive information (source unknown but possibly LGI-related) or did not receive the information in time to take the training.
- Respondents in three communities said that they were too busy and could not afford to release staff for any amount of time.
- Two communities did not specify why they had not participated in training.
- Two communities indicated that they did in-house training.

It is unclear what role the LGI Program actually played in encouraging participation in or organizing training. In a few instances, we could track the respondents or their employees' participation in training to SCE because they attended training at the SCE training center. It wasn't clear if their receipt of information about SCE training was linked to LGI. In several instances local officials organized training for their own and/or neighboring jurisdictions. Several respondents mentioned local chapters of California Building Officials (CALBO) in relation to this training. In some instances, officials were vague about who organized the training saying they remembered receiving the information about the training but could not remember the sponsor of the training. At least one official indicated that he had organized training under the auspices of CALBO.

One or two officials mentioned that they had consulted with ConSol's contractor about obtaining an instructor. Finally, there are at least two respondents who work for firms that contract building officials to local entities in California. At least one of these firms was supplying Title 24 training to its own employees.

Several things are clear from our discussions with respondents about training.

- There is a continuing high level of interest in all types of training among building officials.
- Local officials are sometimes limited in their ability to attend training or to send their staff because of the lack of staff resources. That is, they do not think they can provide release time for staff to get training.
- There is a preference for on-site or close-to-home training.
- Local officials can and do organize training on their own initiative or through their own professional organizations.
- There are numerous, perhaps competing organizations, that provide training. If SCE is to offer training through a program like LGI, it needs to assess what is available and what is needed.
- If a community program sponsored by SCE want to be recognized for having provided training, it needs to be clearly branded.

## **5.6 Flawed Program Design**

LGI is intended to be an information program. The expectations are that the community participants will encourage increased use of SCE's energy efficiency programs, but these expectations are not likely to be met because of fundamental flaws in the design of the program.

### **5.6.1 Aligning programs with community targets**

Throughout its existence, LGI has been focused on building departments. However, given the broad array of energy efficiency programs represented by LGI, working only through building departments may be too limiting.

Several of SCE's energy efficiency programs deal with issues that are largely irrelevant to building officials and are of greater interest and more appropriate to other community officials. For example, the parts of local government that deal with tenant and landlord affairs might be good partners to promote SCE's Multifamily Energy Efficiency Rebates. Departments dealing with landlord affairs might find that helping multifamily owners connect with SCE's Multifamily Energy Efficiency Rebates is a win-win that could help soften what for them are often adversarial contacts with landlords. The win for SCE is that this program might get greater attention and more promotion with landlords.

Refrigerator recycling is an issue that is of interest to waste management officials in the local public works departments. To the extent that local communities remove refrigerators, coordinating with local communities to remove working refrigerators might reduce some of the waste management burden with which local communities are faced.



Further, it might accelerate getting old refrigerators out of the system. Whether or not there is a fit may depend on whether a community handles its own waste management or outsources it.

We did not systematically examine the websites for all of the communities that we interviewed, but we did locate links on two community websites to the SCE Refrigerator Recycling Program. Other sites that we checked had no links. If nothing else, SCE might want to work through community waste programs to incorporate references to the SCE recycling program on community websites. Other SCE energy efficiency programs may want to incorporate such links as well. We recognize that some local jurisdictions may have policies that prohibit this.

Construction and remodeling of governmental buildings is typically the province of public works departments. These departments may be well along in planning public buildings before the building department becomes involved. We found two communities that had or are making use of the Savings-by-Design Program. We suspect that there may be more communities who are doing this, but our respondents were not necessarily aware of the Savings by Design Program or didn't think to mention it during the interviews. Those communities who were using the program became aware of Savings-by-Design through channels other than LGI.

Economic development, planning, and zoning departments are also important places that should be targeted with information about the Savings-by-Design Program. These departments typically work with developers on siting and would be able to feed information about Savings-By-Design to developers early in the process. We did not talk with planning and zoning officials, so we do not know whether or not they are getting this information from Savings-by-Design Program sources.

CARES and other low-income programs are somewhat naturally linked with social services departments and/or community housing programs. We found one community jurisdiction where this linkage had been made but the linkage resulted from a third-party community initiative rather than LGI.

Even with CEEP, other community officials should perhaps be involved in promoting it. Three different building officials pointed out that by the time builders reached them, it was too late for builders to change designs. For CEEP and other similar building programs that require good design and specification, it is imperative to reach those who can influence building decisions at the earliest stages of the building process. Within community government, these people are likely to be development or zoning officials who approve the layout of subdivisions or commercial tracts. A developer or production builder has to work with zoning and planning officials to lay out subdivisions and obtain zoning approvals. At the point at which a subdivision is being laid out, a developer/builder usually has preliminary building designs that are the basis for laying out lot sizes and set backs, but these designs can be and are often changed. Zoning officials can make it clear that the community prefers efficient homes and buildings and even attach conditions based on community policy, such as the construction of energy

efficient homes, that the builder must meet before a plan is approved. We should note that buildings that are built on in-fill lots most typically require just a building permit. Their characteristics may be fixed well before the builder reaches the permitting counter.

### **5.6.2 The absence of tactics**

This is an information program. The basic methods for offering information to members of the community have been the brochures, attendance and participation in community events, training, and the one-to-one contacts and information sharing between ConSol or SCE staff members and communities. Our reading of ConSol's statement of work is that it made provision for ConSol to provide very limited services. There was no provision in the contract for ConSol to be trained on the energy efficiency programs or for ConSol to have direct contact with the energy efficiency programs. Further, there appears to be no provision for ConSol to be extensively involved with communities. The extent to which ConSol was to provide services was a source of contention between SCE and ConSol late in the last year of the contract. The bottom line is that more services were needed to make the program effective regardless of who delivered them.

As a result, and our accounting of ConSol's activities bear this out, the channels LGI used for communication are very limited. We were unable to determine from our interviews to what extent the brochures may have been used or whether they were replenished with any regularity. Further, building officials indicated that if someone were interested in a program, their staff were not in a position provide information beyond what was in the brochure.

Our take on this is that to be effective, an LGI type of activity needs to develop tactics and resources that community staff can use to communicate with community residents. There are several conditions that are essential for making this work.

- As noted above, it is important to target the right staff.
- Also as noted above, staff must have the resource of time.
- An LGI type program needs to provide a minimal level of training and information packages appropriate for use by community staff.

Communities do have significant resources for information sharing.

- At least two different building officials pointed out that community TV is a resource. One of these individuals said that personnel with their community TV channel were constantly looking for program material. A program such as LGI could locate, develop, and provide materials appropriate for community programming. At a minimum, an LGI type program could provide information to go on community TV bulletin boards, short video segments, or information that could be made into short video segments for use on community TV. Another possibility would be to work with community TV to produce programs highlighting successful projects within the community.
- Communities have websites. It has already been suggested that links to SCE programs could be placed on such websites.

- Libraries are another community information resource. Many community libraries sponsor public events. LGI could produce such events and offer them to community libraries. An LGI type program could offer libraries “permanent” materials on energy efficiency. Another possibility might be traveling exhibits that move from library to library.
- The most successful contacts are likely to be the one-to-one contacts that community officials have with citizens. An LGI style program needs to work with community officials to design information delivery strategies that are consistent with the time they have available and their willingness to provide information.

If LGI is to continue or SCE is to continue to offer an LGI type of program, we believe that immediate attention should be given to developing more proactive strategies for leveraging community resources for delivering information within communities. Attention needs to be given to identifying target audiences, content, delivery mechanisms, and delivery and content training. Further, we strongly recommend that this be done in partnership with community staff members who will be involved. For example, community television staff should be involved in specifying content and design if LGI decides to leverage community television resources. Based on what we have learned about the existing program, we believe that the failure to provide assistance and strategies for disseminating information is a fundamental flaw in the design of the program.

## 5.7 Realign Goals

LGI goals are not well aligned with expected accomplishments. Program goals are stated in terms of re-registering communities, recruiting new hard-to-reach communities, creating opportunities for SCE to present its programs at events, and training rather than increasing participation in energy efficiency programs. With the exception of training, none of the stated goals are specifically defined in terms of delivering information in communities. As noted in the previous section, there is neither any theory nor implemented activities that link SCE’s activities to community activities and community activities to increased participation in energy efficiency programs.

If the LGI Program is to continue, there needs to be internal SCE activity goals that clearly link program activities to expected program outcomes. At present there are no such goals and therefore no incentives for staff to deliver program services. There are also no incentives for energy efficiency program managers to support the LGI Program either.

When communities sign up for the program, they express interest in selected programs. Other than asking communities to distribute information, to offer incentives for CEEP, to participate in training, or permit SCE to participate in events, communities are not asked to undertake other well-defined actions. Further, they are not asked to commit to a goal of delivering services. In order for this program to be effective, there needs to be a clearly defined set of activities that are expected of communities, and there should be agreed upon goals and measurements for these outcomes.

This is a fundamental problem that needs to be addressed by those who approve program designs and activities.

## **5.8 Contacts and Coordination**

We observed coordination issues at a number of levels within this program.

### **5.8.1 Coordination at the community level**

There is very little evidence that community contacts promoted the program beyond their own departments. Our respondents did not report involving others. Although they may have reported on the program at community staff meetings, they did not indicate this to us during the interviews. We know that in one instance a display was moved from the building department to the library. We are quite certain that ConSol encouraged contacts with other partners within the community jurisdictions. We know that in some instances, ConSol appeared before a jurisdictional council or leaders in other community departments and briefed them on LGI.

There were repeated suggestions by our respondents about the need for LGI to market to players other than building officials in local jurisdictions. It was pointed out that building officials do not necessarily communicate what they learn to others in local government. It was noted that to be truly effective in promoting energy efficient new construction, it is important to get planning and zoning officials involved so that energy efficiency is considered early before the shape of subdivisions and developments and the buildings in them become fixed. These officials may be important when promoting green or sustainable design as well. It was suggested that LGI might also market to waste coordinators, city managers, administrators, and city councils.

It was pointed out by at least two respondents that marketing to a broader audience or doing top down marketing in communities requires a somewhat different approach. It also implies a need for very close coordination with SCE public affairs and account representatives who may already be working closely with some of these individuals.

We asked our respondents if they knew of other energy efficiency initiatives. A few reported on other initiatives, including Savings-by-Design, to increase the efficiency of community buildings, a low income program, a county based community program, and a community initiative being developed by SCE outside of the LGI framework. However, when we asked some officials associated with those initiatives if they knew about LGI, they did not know what it was. Thus, while our respondents seemed to know about other SCE related initiatives in their community, they did not seem to know about LGI. We take this as evidence that information about LGI was not well communicated to others.

### **5.8.2 SCE's multiple points of contact in communities**

We asked our respondents about their ongoing contacts with SCE. They indicated that most of their contacts with SCE are with SCE distribution planners. As might be expected, they indicated that they interact with distribution planners in the performance

of their duties related to completing new subdivisions and new commercial and industrial establishments. There appears to be considerable variation in the amount of interaction between building officials and planners across communities. Some of this is attributable to differences in the amount of construction among communities and some is attributable to differences in the roles of local building officials. Many of these interactions arise as a result of problems with builders and developers who may not have coordinated sufficiently with SCE or who may disagree with SCE and may be looking for leverage for their position. Some officials indicated that they would like more consultation or collaboration with distribution planners and in some cases, more cordial interactions.

SCE has account managers who are responsible for local jurisdiction accounts. These account managers deal with a broad range of matters ranging from billing issues, requests for new service or changes in service for facilities and buildings belonging to local jurisdictions, and other matters. Some of our respondents knew about SCE account managers and indicated that account managers interact with people in other parts of government, but most seemed unaware of the SCE account managers.

SCE also has public affairs representatives who are responsible for looking after SCE's interests in relation to local communities. The public affairs representatives provide the interface between SCE and local jurisdictions and the public. SCE public affairs representatives help to interpret SCE's goals and policies within communities, provide information and input to SCE about the concerns of local communities with respect to utility services and what is happening within communities, and provide a focal point for providing resources to help local jurisdictions and groups within communities meet their needs and goals.

We know that public affairs representative have frequent contact with top community officials. We asked the respondents if they were aware of SCE's public affairs representatives. Almost all of the respondents seemed to have an awareness of the public affairs function. Because our impression was that public affairs representatives and the public affairs function were well known in communities, we did not ask specifically about public affairs representatives by name. If we had, our respondents might have indicated knowledge.

Some of our respondents did identify other individuals at SCE. For example, two or three of the building officials interviewed had had residential solar installations over the past year. As a result, they had had some interactions with employees of SCE who were involved in solar energy. Several had attended courses or meetings at the training center or were at least aware of its existence.

For the most part, it appears that building officials do not have regular contacts with SCE employees and the contacts that do occur tend to be limited to distribution planning. As a group, these officials did not differentiate among other SCE functionaries. Thus, the networks of these individuals do not appear to include SCE officials.

### 5.8.3 Additional coordination with energy efficiency programs is needed

Given the SCE staff limitations during 2004 and the late program start-up, energy efficiency program staff reported that there was little communication between the energy efficiency program managers and LGI about LGI goals and activities during most of 2004. There was some effort to change this in early 2005 but as of mid- to late summer 2005, coordination with the energy efficiency programs was still weak or non-existent. For this program to be successful, much more coordination with energy efficiency program managers is needed.

The LGI contractors and the public affairs representatives we spoke to indicate that they get requests from communities that need to be relayed to energy efficiency program managers. They stressed the importance of the LGI program manager or managers effectively communicating requests to the energy efficiency programs and of the LGI managers being in a position to organize and deploy resources. As with requests from ConSol to the LGI program managers, requests from public affairs representatives have sometimes gotten “lost.”

The ability of the LGI Program to coordinate with the energy efficiency programs might be enhanced if energy efficiency programs were incentivized for marketing through local jurisdictions. Energy efficiency program marketing activities are typically focused on achieving program goals that are mainly defined in terms of kW and kWh. Interactions with local jurisdictions are not generally a part of energy efficiency program marketing plans because of the amount of time required and the perceived low return on time invested. Including some performance goals for energy efficiency program managers that relate to local jurisdictions or requiring that some portion of kW and kWh goals be met through community initiatives would incentivize energy efficiency program managers to work with LGI. However, in order for this to work, LGI will have to have an effective delivery function in place, and there needs to be mechanisms that can track the contributions from community programs and credit them to the energy efficiency manager.

At least one of the energy efficiency program managers suggested that the LGI Program should be organized to provide energy efficiency services to and through local communities. The implication was that LGI managers might operate in much the same way as public affairs representatives or account managers, but focus on delivering energy efficiency services.

There is a broad range of coordination services that LGI type programs could provide. For example, public affairs representatives are often invited to participate in community events. They would like to promote energy efficiency at these events by providing literature. A barrier to this is that the literature is usually obtained from energy efficiency program managers who have the supply. This requires multiple telephone calls to various energy efficiency program managers. Further, the energy efficiency program managers do not budget for supplying literature for community events. Thus, they may have only limited quantities to supply community events that may involve thousands of households. Improved coordination might involve estimating and budgeting for the literature needs of

community events and providing a central source for requests that may be made by public affairs representatives. Alternatively, LGI might develop literature designed specifically for community events. Apparently, there is also a need for appropriate displays. LGI could be more proactive with public affairs representatives and develop a calendar of community events.

In talking with the energy efficiency program managers, it became clear that there might be opportunities for cross selling and referrals among programs. However, at the time we conducted the interviews, there was no electronic referral system or clearinghouse available. If such a system were in place, both the energy efficiency managers and public affairs could benefit. LGI might play a role in helping to fill this gap.

As presently structured, the LGI Program tends to view information flow as one way only, from SCE to the community. An active LGI Program might in fact provide a two-way flow of information. It is clear that economic development, zoning, and building officials have information about new subdivisions, new commercial buildings, changes of ownership for large multifamily complexes, or commercial developments that often trigger building upgrades months prior to that information becoming general community knowledge and well before applications for zoning or building permits are filed. If that information were communicated to energy efficiency program managers, it would give these managers the lead time they need to effectively market their programs.

#### **5.8.4 Coordination must lead to prompt action**

In the course of the interviews, we did uncover some concerns about the effectiveness of coordination. There have been a few instances where requests from communities were routed from SCE staff to LGI staff or through ConSol to LGI staff members who did not receive a response, received a delayed response, or received a response that was later changed. These circumstances create situations where the program and people working directly with communities lose credibility. Steps need to be taken to insure that these kinds of things do not happen.

### **5.9 Communities Are Interested in Energy Efficiency**

An important outcome of the community interviews was to gain some insight into what communities in southern California were doing with regard to energy efficiency and the extent of their interest looking forward. Twenty-five percent of the respondents indicated that their communities were offering other energy efficiency programs. There may be additional communities with programs that our respondents did not report. The eight communities mentioned the following programs.

- Four communities have had proactive public works departments who were performing window change outs or lighting upgrades in city buildings or making use of Savings-by-Design.
- One community has offered incentives from the water department.
- One community has a building that was LEED gold certified.

- One community is developing an energy efficiency ordinance with a goal of making all new buildings 30% more efficient within five years.
- One community has participated in a valley wide ordinance on things that affect the whole area such as dust mitigation.

There are other indicators of interest in energy efficiency. In five communities there has been a push toward green buildings although no ordinances have been passed yet. Several respondents reported activity among residents and local firms rather than at the community level. Four respondents reported an increased interest in solar panels for residences. These appear to be in response to the statewide program and appear to be occurring in wealthier communities.

Two communities reported a rise in the use of residential tankless hot water heaters. These appear to be older lower middle class/blue collar communities where residents are motivated by cost savings. Some residents are tackling the installations on their own. The building official reported that the respondents appeared to have learned about the technology from home improvement shows and through word of mouth.

### **5.10 Communities Would Like a More Proactive Program**

We asked communities how the LGI Program could be made more effective. Their suggestions mostly represent things that we have already discussed. Fourteen communities expressed a need for more information on programs and better marketing tools and strategies. Several suggested the use of local TV, the city website, and/or city publications to reach the public.

Six communities also asked for direct marketing to builders. Several building officials made the point that they were city employees and cities are not good at marketing. These building officials stressed the point that for the LGI Program to be successful, SCE needs to take a proactive role in providing marketing materials and getting builders on board.

Ten communities expressed a desire for more training. This included training for building official staff, plan checkers, developers, and homeowners. It is clear that with the California Codes and Standards, training is needed and wanted across the board. Training in the LGI Program is needed, too. Three communities said they simply wanted to understand the program better and felt that they could not promote the programs until they fully understood them. Finally, three communities requested more incentives. In their minds, energy efficient programs were only successful when money was on the table. These communities obviously do not fully understand the incentive components within the energy efficiency programs.

### **5.11 More Services and Incentives Would Be Valued by Communities**

As we listened to the respondents in our interviews, we identified a broad array of existing or new services that might potentially be coordinated and promoted through an enhanced LGI Program. In addition to the services that are already nominally a part of the Program, we identified some services that currently are not a part of it. Some of these



services or variants of them are offered through SCE programs but not currently linked to LGI. Several of these are services for which the jurisdiction would be the consumer.

As the LGI Program is currently structured, the community is asked to provide assistance to promote energy efficiency, but few incentives are offered for community participation. If the ultimate goal is to offer an enhanced LGI Program, including these services along with the existing LGI services offers an opportunity to link a benefit for the jurisdiction to the request to the jurisdiction to partner in delivering the program. This may help jurisdictions see how they might “pay” for the services that they contribute to the partnership for promoting energy efficiency to their customers.

Examples of existing or new services that SCE might link to the LGI Program and offer to jurisdictions to help in reducing their own energy use are:

- Efficient design assistance services for buildings, schools, or facilities under construction
- A “real-time” building, schools, and facilities energy tracking system based on SCE billing data that might aid jurisdictions in identifying buildings/facilities needing efficiency upgrades or maintenance services
- Audits and efficiency upgrades for existing facilities and buildings
- Efficient traffic signals
- Use of efficient motors and design of efficient pumping systems for water and sewer systems
- Help in establishing energy efficiency procurement systems

Initially, LGI may want to choose services that are likely to generate high interest, that have fairly immediate payoffs, that are likely to produce substantial savings, and that can be documented relatively easily. Also, the LGI Program might focus on services that jurisdictions could replicate on their own in future years without intervention.



## 6 Metrics for Community Based Programs

One of the goals of this study was to identify metrics — or in this case, measures — that might be associated with the LGI program. You can have metrics for inputs, activities, outputs, and outcomes. The important metrics are those associated with outcomes. What we really want to know is how the community responded to SCE efforts to engage it in its programs to promote energy efficiency and how the various audiences within the community responded to community efforts.

In the case of a community program, there are potentially multiple and sequential target audiences. The utility undertakes activities that target community officials and other key individuals within the community. In this case the outcomes are the responses of the community officials. Typical community responses might be to improve the efficiency of community buildings, adopt energy efficient purchasing practices when purchasing goods and services for the community, or proactively promote SCE's programs with individuals or groups within the community. In the latter instance, the community engages in activities that produce outputs, for example, they might place a page on a website or distribute literature that results in individuals or groups in the community taking action (outcomes). Another example is that community officials might approach service clubs such as Rotary or Kiwanis to encourage them to take some action such as a service project or to directly promote a program with their members or the larger community. What the club does produces outputs that lead to outcomes. We would normally consider the program outputs to be the actions of the utility and the activities, outputs, and outcome of the other actors to be program outcomes.

Whether something is an output or an outcome depends on whether the entity producing the outcome is the implementer or a member of the target audience. For example, if we consider the implementer to be the utility and the targets to be community officials and citizens of the community, then a result such as the “number of communities with a link on their community website” is an outcome. However, if the utility and their community partners are jointly considered to be the implementer, then a link on a community website is an output. Likewise, the number of communities electing to distribute information at a fair about the On-line Energy Audit Program becomes an outcome if the community is a target of the program and an output if it is considered to be an implementation partner. In the examples below, we consider the community, groups within the community, and the citizens within the community to be targets and therefore the focus is on outcomes.

Because the LGI program achieved only minimal engagement with communities, there are few if any outcomes that can be reported. For example, there is not evidence that any of the communities took new initiative in 2004-5 to promote CEEP and none of the communities reported building CEEP homes. Table 6 illustrates potential metrics for four selected energy efficiency programs that are promoted through a community effort like LGI: On-line Energy Audit, CEEP, MFEER, and RARP. Metrics for many of the other LGI programs would be similar. In presenting these metrics we have not tried to be exhaustive.

**Table 6 Examples of Metrics for Selected SCE Energy Efficiency Programs Promoted by Communities**

| Program / Activity                            | Output measure                                                                                | Outcome measure                                                                                                                                                                                                                                                                                      |
|-----------------------------------------------|-----------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>On-line Energy Survey</b>                  |                                                                                               |                                                                                                                                                                                                                                                                                                      |
| Link on community web-site                    | Number of communities asked to place a link on a community website                            | Number of communities with a link on their community website<br><br>Number of referrals from community web-site to on-line website                                                                                                                                                                   |
| Information distributed by community entities | Number of pieces of literature distributed                                                    | Number of householders connecting to SCE On-line Audit Website as a result of exposure to printed literature<br><br>Number of householders recruited from community activities completing the on-line audit<br><br>Number of householders installing measures<br><br>Estimated savings from measures |
| <b>Community Energy Efficiency Program</b>    |                                                                                               |                                                                                                                                                                                                                                                                                                      |
| Utility markets CEEP to communities           | Number of communities contacted and marketed                                                  | Number of communities signing up to offer CEEP                                                                                                                                                                                                                                                       |
| Communities create program infrastructure     |                                                                                               | Number of communities actively seeking CEEP builders<br><br>Number of communities offering recognition<br><br>Number of communities offering accelerated plan check<br><br>Number of communities offering reduced permitting fees                                                                    |
| Communities market builders                   | Number of builders marketed by communities to promote building of CEEP homes in the community | Number of new / continuing builders offering CEEP homes<br><br>Number of communities recognizing builders<br><br>Number of accelerated plan checks                                                                                                                                                   |

| Program / Activity                                                               | Output measure                                                                      | Outcome measure                                                                                                                                                                                                                                                                        |
|----------------------------------------------------------------------------------|-------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                                                  |                                                                                     | Number of reduced fees offered<br>Number of CEEP homes built<br>Number of systems/homes built to CEEP Standards without CEEP incentives<br>Energy savings from building CEEP homes                                                                                                     |
| <b>Multifamily Energy Efficiency Rebates (MFEER)</b>                             |                                                                                     |                                                                                                                                                                                                                                                                                        |
| Utility promotes MFEER with communities                                          | Number of communities which market MFEER                                            | Number of communities that decide to promote MFEER                                                                                                                                                                                                                                     |
| Community agency promotes MFEER with landlords                                   | Number of landlords marketed by community officials                                 | Number of landlords making further inquiries about MFEER<br>Number of landlords undertaking projects<br>Number of rebated measures<br>Number of energy efficiency measures (EEMs) installed with and without rebates in response to information<br>Energy and demand savings from EEMs |
| <b>Residential Appliance Recycling Program (RARP)</b>                            |                                                                                     |                                                                                                                                                                                                                                                                                        |
| Utility attempts to get communities to place links on community web-site         | Number of communities marketed to place a referral link on their community web-site | Number of communities placing a link on the community web-site<br>Number of citizen referrals from community web-site to RARP websites                                                                                                                                                 |
| Utility attempts to get communities to distribute literature at community events | Number of communities marketed to distribute literature                             | Number of communities agreeing to distribute literature at events                                                                                                                                                                                                                      |
| Communities distribute literature                                                | Number of pieces of literature distributed                                          | Number of customers who make web or telephone contact with RARP program because of literature distributed in the community                                                                                                                                                             |

| Program / Activity | Output measure | Outcome measure                                                                                                                                                                                                                                       |
|--------------------|----------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                    |                | <p>Number of appliances turned in belonging to customers motivated by sources originating from the community effort</p> <p>Estimated savings from refrigerators and freezers turned in by people motivated by information from a community source</p> |

While it is relatively easy to identify metrics or measures, actually collecting data and then differentiating community-induced participation from participation induced by other sources is a more challenging problem. In the case of programs that establish referral linkages on community websites, it is possible to count the times the linkage is used on either the website at the community or utility end. This information can be used to assess how effective community websites might be as a channel for information.

Capturing the effects of literature distributed by persons with a community affiliation takes a bit more effort. Community literature can be marked with special codes. If people attending a community event pick up a card with contact information for a specific SCE energy efficiency program — for example, an on line audit — the community cards might contain a special web address that would automatically forward the user to the regular web page. By going through the special address, the user's inquiry can be logged and attributed to the community program. Of course this does not prevent the user from going directly to SCE main entry portal in which case the fact that the user initially found out about the program at a community event is lost.

Most of SCE's energy efficiency programs are evaluated, and it is likely that most of the evaluations conduct surveys that contain questions about how participants found out about a program. With modern computer aided telephone interviewing systems, it would not be difficult to add a question or two to a survey that is triggered by a zip code that falls within an area that had a community program promoting a specific SCE energy efficiency program. This would take some additional coordination both on the part of the program and on the part of the evaluators.

Because the measurement issues are difficult, people tend to categorize programs such as LGI as information only programs and then they do not attempt to measure the market effects and the savings induced by the program. We would argue that it is important to develop metrics and attempt measurement because programs such as LGI can consume large amounts of utility and community resources and may or may not deliver significant savings. The alternative to an LGI-like program is to increase the marketing budgets of the existing programs that LGI promotes which might provide more savings than promotion of the programs through a community effort.

## 7 A Community Program Checklist

Based on the lessons learned, we have developed a checklist (Table 7) that can be used to assess the potential for a community-based program. The checklist can be used to either evaluate an existing program or as a guide to what needs to be done in developing a new program. The guide is intended to be used iteratively, by revisiting the guide periodically to assess whether there is a plan to meet the conditions or if the conditions themselves have been met.

For each item in the checklist, three possible responses have been provided. The user should check “yes” if the program clearly meets the condition spelled out in the item or if there are clear plans that would lead to meeting the condition. The user should check “no” if the condition is not met. “Partial” should be checked if the condition is partially met.

The goal should be for all or nearly all items in the list to be checked “yes”. Items that are checked “no” or “partial” should be addressed. If there are 5-10 items checked “no” and they are not likely to be addressed, then consideration should be given as to whether the program should be pursued.

**Table 7 Community Program Checklist**

| Checklist item                                                                                                                                                                                                                                                                                                                                                    | No                       | Partial                  | Yes                      |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------|--------------------------|--------------------------|
| <b>Community initiation steps</b>                                                                                                                                                                                                                                                                                                                                 |                          |                          |                          |
| 1. The community program has a clear brand and identity.                                                                                                                                                                                                                                                                                                          | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 2. The brand and identity are being promoted with the community.                                                                                                                                                                                                                                                                                                  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 3. There are sufficient resources (staff time, money, connections, material, etc.) so that people within the community can partner to define needs, identify target audiences, plan, and administer the program.                                                                                                                                                  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 4. The program is targeted to multiple actors within the community and community government.                                                                                                                                                                                                                                                                      | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 5. The program implementers have consulted with the community (multiple players), and there is a clearly identified set of needs to be addressed by the program. In other words, the partners know what they are going to do together - for example, reduce energy use in community buildings, develop a green buildings ordinance, and/or recycle refrigerators. | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 6. The community has made or is in the process of making                                                                                                                                                                                                                                                                                                          | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

| Checklist item                                                                                                                                                                                                                                                                                                                           | No                       | Partial                  | Yes                      |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------|--------------------------|--------------------------|
| a formal commitment to the program.                                                                                                                                                                                                                                                                                                      |                          |                          |                          |
| <b>Program planning steps</b>                                                                                                                                                                                                                                                                                                            |                          |                          |                          |
| 7. Relevant groups and individuals within the community who are associated with the needs have been identified, contacted, and are committed to support the program.                                                                                                                                                                     | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 8. Activities that support the identified needs have been or are being developed.                                                                                                                                                                                                                                                        | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 9. The community has or is in the process of formalizing an agreement that includes specific services to be delivered and specific achievements associated with those services.                                                                                                                                                          | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 10. The program is clearly a partnership. There are clear benefits for the community and the utility.                                                                                                                                                                                                                                    | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 11. The benefits are reasonably balanced between the community and the utility.                                                                                                                                                                                                                                                          | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| <b>Program implementation</b>                                                                                                                                                                                                                                                                                                            |                          |                          |                          |
| 12. For each activity, a sequence of events has been identified or is in the process of being identified, that if successful, will cause people to take action?                                                                                                                                                                          | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 13. For each activity, there is a list of resources (staff time, money, connections, material, etc.) that the community is going to supply.                                                                                                                                                                                              | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 14. Resources to be supplied by the community are available and adequate.                                                                                                                                                                                                                                                                | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 15. For each activity, resources to be supplied by the utility have been identified and are available.                                                                                                                                                                                                                                   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 16. The utility resources exist, are available, and are adequate.                                                                                                                                                                                                                                                                        | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| <b>Roles and goals for relevant actors</b>                                                                                                                                                                                                                                                                                               |                          |                          |                          |
| 17. The utility staff and or energy efficiency programs have a clear set of outputs or goals that are tied to desired outcomes. For example, the Appliance Recycling Program will provide 3,000 cards with appliance recycling information and provide training to community volunteers who will staff a booth during a community event. | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 18. Relevant actors within the community have a clear set of outputs or goals that tie to desired outcomes. For                                                                                                                                                                                                                          | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |



| Checklist item                                                                                                                                                                                                                                                                                                                                                          | No                       | Partial                  | Yes                      |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------|--------------------------|--------------------------|
| example, if the goal is to increase participation in a specific program, there are specific activities, such as providing literature at a community event, that are tied to an outcome such as having three hundred people who attend the event call the appliance recycling line.                                                                                      |                          |                          |                          |
| 19. There are relevant supporting actors in the community for each activity who can provide technologies or practices if the community promotion is successful. For example, there are builders who can produce a CEEP home.                                                                                                                                            | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 20. The various services and products are being delivered under the same brand identity.                                                                                                                                                                                                                                                                                | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 21. There is cross-selling occurring among the different activities.                                                                                                                                                                                                                                                                                                    | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 22. There are clear and tangible benefits for both the community and the utility from the activities. For example, implementation of energy efficiency measures in schools and community buildings will result in reduced or less rapid increases in energy costs to the community providing a payback for community involvement.                                       | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 23. The program designers have analyzed the demographics and firmographics of the community and determined that the characteristics of the products and services are appropriate to the community. For example, there is high interest in point source water heaters in a blue-collar community where there is a program aimed at promoting point source water heaters. | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 24. The choice of technologies and practices to promote in a given community is based on the potential for delivering large amounts of savings either because the number of units or the frequency of practice is large or because there are a few units of technology, or the use of a practice a few times will result in large savings.                              | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 25. The savings and cost of producing the savings through a community activity have been examined and are competitive with other ways of accomplishing the same goal.                                                                                                                                                                                                   |                          |                          |                          |
| <b>Lines of communication and authority</b>                                                                                                                                                                                                                                                                                                                             |                          |                          |                          |
| 26. There are clear lines of communication and authority                                                                                                                                                                                                                                                                                                                | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

| Checklist item                                                                                                                                                               | No                       | Partial                  | Yes                      |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------|--------------------------|--------------------------|
| concerning the program within the community.                                                                                                                                 |                          |                          |                          |
| 27. There are clear lines of communication between the community and SCE.                                                                                                    | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 28. SCE representatives who work with the community are coordinating their activities with the program                                                                       | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 29. The energy efficiency programs have agreed to participate. There are clear understandings about the roles and services to be supplied by the energy efficiency programs. | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 30. There are clear points of contact and the persons acting as points of contact understand what they must do and have the resources and time to do what needs to be done.  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

## 8 Summary and Conclusions

In this report we have presented the results of an evaluation of SCE's Local Government Initiative Program for 2004-5. The goal of the LGI Program is to work through local governments, primarily the heads of community building departments, to leverage community resources in order to increase participation in SCE's energy efficiency programs such as CEEP, Express Efficiency, the Multifamily Energy Efficiency Rebates, CheckPoint, and others.

### 8.1 The Evaluation

The objectives of the evaluation were to:

- Verify the achievement of LGI Program goals and targets.
- Describe the program process and assess the effectiveness of the program in reaching its goals and targets with specific attention to increasing the effectiveness of the program.
- Identify potential measures of success for the Program.
- Assess the effectiveness of the LGI Program in activating local networks.
- Provide recommendations for program improvement.

Innovologie used multiple methods to complete this study.

- Content analysis of data from ConSol monthly reports
- Review of data about community enrollments maintained by ConSol
- Analysis of community data from secondary sources
- In-depth interviews with approximately 55 people

### 8.2 Verifying the Program Goals

For 2004-5, the basic goals of the program were to:

- Re-register 32 existing jurisdictions in the LGI Program.
- Identify opportunities to present SCE's residential and nonresidential programs and services at 20 events.
- Obtain a written agreement from 10 new hard-to-reach jurisdictions.
- Conduct 12 training sessions for community building department staff.

ConSol was SCE's contractor for the program. Based on a review of ConSol's monthly reports, spreadsheets and other materials, we verified that ConSol had met or slightly exceeded the first three goals and twice as many training sessions were conducted as the program goal required. However, ConSol included in the count training offered to communities as part of another program. The program has been a success with respect to meeting these goals.

We hypothesized that community participation in LGI might be related to levels of construction activity in a community's commercial and residential sectors. We were unable to detect any such relationship.

### 8.3 Assessing the Intended Outcomes

When we examined ConSol's activities we expected to see lots of organizing activity with the jurisdictions. This activity did occur. We also expected to see a fair amount of information about the energy efficiency programs flowing from ConSol to the communities and requests for assistance from the communities to SCE through ConSol. We found information flow and requests to be quite limited.

Nearly everyone we interviewed expressed a positive interest in the community program concept. However community officials told us that they had few staff resources or little time to support the program.

The LGI program had a very weak identity and brand. When conducting the interviews we often had to prompt respondents to get them to remember the program. In prior years the enrollment agreement form had been an obstacle to program participation. The form used 2004-5 was less problematic. But, it also appeared to require less commitment from communities.

The CEEP program was one of the centerpieces of LGI. A number of factors inhibited community interest in this program. Among these were the similarity with other programs such as Energy Star Homes, the Title 20 and 24 Standards that were implemented in October 2005 that were effectively the same as the CEEP standards, the availability of CEEP builders, and the small amount of residential construction in a number of communities that was being built by local builders who didn't have the resources or inclination to build to CEEP standards.

Training also elicited high interest.

- There is a continuing high level of interest in all types of training among building officials.
- Local officials are sometimes limited in their ability to attend training or to send their staff because of the lack of staff resources. That is, they do not think they can provide release time for staff to get training.
- There is a preference for on-site or close-to-home training.
- Local officials can and do organize training on their own initiative or through their own professional organizations.
- There are numerous, perhaps competing organizations, that provide training. If SCE is to offer training through a program like LGI, it needs to assess what is already available and what is needed.
- If a community program sponsored by SCE wants to be recognized for having provided training, it needs to be clearly branded.

There is little evidence that the program succeeded in meeting its ultimate goal, which is to increase participation in SCE's energy efficiency programs. Interviews in 32 of the 43 jurisdictions indicated that:

- No CEEP homes were built in any of the jurisdictions that expressed interest in the CEEP program.
- One community promoted the CheckPoint program, although this may have resulted from efforts of the CheckPoint circuit rider.
- One community promoted the Express Efficiency Program.
- One community requested the services of the mobile education unit.
- While most communities expressed an interest in multiple programs, most of our community respondents indicated that they did very little to promote the programs. ConSol did not believe it was their responsibility to promote programs with or through the community. SCE only provided minimal resources to promote the program.
- Seventeen jurisdictions indicated that they participated in training. However, there were multiple sources for training and the respondents were often unclear as to who provided training. ConSol records were unclear in this matter as well.

We conclude that LGI had very little if any influence on participation in SCE's energy efficiency programs in 2004-5.

#### **8.4 Why the Program Failed to Produce Desired Outcomes**

There were numerous reasons why the program did not produce desired outcomes:

- Community representatives had little time and few resources to promote the programs.
- LGI needed to target other community officials who had a greater interest in some of the energy efficiency program in addition to community building officials.
- There needed to be an alignment of interests between the energy efficiency programs and the functions of the community officials promoting a program.
- Strategies and materials that local officials needed to effectively promote the energy efficiency programs did not exist.
- Performance goals for all actors were not aligned with expectations and what needed to be accomplished. In some cases, incentives were missing. For example, incentives for energy efficiency program managers to promote the program.
- The resources of SCE's distribution planners, Public Affair Representatives, and Account managers could have been better coordinated and utilized.
- Greater coordination was needed within local government and among various parties within SCE and SCE's contractor. In some instances communication just did not occur.

There were numerous indications that communities were interested in energy efficiency. Among these were communities that were reporting equipment changes to improve energy efficiency in existing buildings, the construction of efficient or green buildings,

and the passing of ordinances to improve the efficiency of new buildings in the community.

One of the important points that emerged from the interviews was that the benefits of the program were mostly utility oriented. There are numerous services that SCE offers or could offer to assist with redressing the imbalance. Examples are design assistance for community buildings, providing energy use tracking information to communities, establishing energy efficiency procurement systems, and other services. The services that already exist should be integrated into the LGI program.

### **8.5 The Program Did Not Succeed in Activating Networks**

One of the goals of the evaluation was to examine what social and professional networks the LGI Program activated. We found little evidence of network activity in relation to LGI. Most officials indicated that they were solely responsible for the decision to participate in LGI. There is little evidence that information about LGI spread beyond building departments except in those communities where multiple decision makers participated in the decision to participate in LGI. There was evidence of building officials from different communities working together under the banner of CALBO (California Building Officials). In one instance, officials from neighboring communities reported working together to deal with dust mitigation and enforcing building regulations in a consistent manner across jurisdictions. Officials also reported using CALBO to organize training events.

### **8.6 Recommendations**

Based on this overall set of findings, we recommend that SCE either terminate the current LGI Program or significantly modify it to make it more effective. We understand that the program is being restructured for the 2006 to 2008 program years. There is strong support among all of those we interviewed for community programs. We believe that there would be widespread support and interest in a modified and more effective version of the LGI Program. Based on lessons learned, a community program checklist was developed to help guide future efforts (Chapter 7).

In making the decision as to whether to terminate or modify the program, of acquiring resources should be compared to the cost of obtaining those resources. A community program requires two things, resources to mobilize the community and resources to deliver services. The costs of effectively mobilizing the community can be quite substantial. People tend to ignore these costs because they are somewhat hidden and because they like the idea of a community program.

By contrast, the cost of enrolling additional participants in an existing program may be marginal. For example, if one is promoting an appliance recycling program, one can ask whether the cost of organizing the program through a community event is more or less expensive than say, placing an advertisement twice a year in the community newspaper, and whether the event or the advertisement generates greater levels of participation. If the advertisement is less expensive and generates greater participation, then there is a

legitimate question about whether the resources should be spent on advertising or developing a community delivery mechanism.

However, participating in a community event and responding to an advertisement are qualitatively quite different. If the community event results in other efficiency behaviors and the advertisement does not, the additional benefits need to be considered. Unfortunately, we don't have a very good understanding of what the potential additional benefits might be. The question is whether the benefits produced by a community program compared to benefits of a standard program outweigh the costs of producing those benefits.

For this particular program it appears that the costs far outweighed the benefits simply because there were so few benefits. In considering whether to pursue a community program that promotes existing programs, one needs to project the incremental benefits from the community activities and compare the cost of generating those benefits with the cost and timeliness of generating the same benefits by doing additional marketing of the existing program.

We have the following recommendations for a more effective LGI Program:

1. Increase the staffing for the LGI Program and as part of the LGI Team create the position of Community Energy Efficiency Representative that would function in a way similar to that of a Public Affairs Representative.
2. Make the Community Energy Efficiency Representative responsible for identifying and recruiting a broader cross-section of community officials and creating Community Energy Teams within communities that can assist with marketing energy efficiency.
3. Organize a set of tools, programs, and contacts that Community Energy Efficiency Representatives and local officials can use or call on to increase the efficiency with which local governments use energy.
4. Working with local officials, identify methods and develop simple resources that local officials can use as part of their routine activity to promote SCE's energy efficiency programs with their constituencies.
5. Create agreements that commit SCE to assisting local community governments in reducing their energy use and supporting Community Energy Teams in return for assistance from local community governments in helping SCE promote the energy efficiency programs.
6. Identify clear performance goals for both the Community Energy Efficiency Representatives and the Community Energy Teams that are tied to the results of community efforts to market the energy efficiency programs and the results of efforts to reduce community energy usage. The results should be tied to changes in the market and changes in energy use.
7. Provide the infrastructure to support the Community Energy Efficiency Representatives including a person or persons within SCE to coordinate and support community efforts with good connections throughout SCE. Other infrastructure developments might include such things as increased coordination with the energy

efficiency program managers, community related performance goals for energy efficiency program managers, a centralized literature resource, a referral system, strategies and tactics for use in community situations, library materials and displays, materials that can be used by community television, specially developed energy efficiency program materials for use in communities, program training, etc.

8. Coordinate the efforts of Community Energy Efficiency Representatives with those of the Distribution Planners, Account Managers and Public Affairs Representatives.
9. Integrate the efforts of the Community Energy Efficiency Representatives with those of the energy efficiency program managers and modify the performance goals of the energy efficiency program managers so that part of their performance goals can be met through local government activities.

If it is not possible to create the position of Community Energy Efficiency Representative, SCE still might want to pursue some of the preceding recommendations keeping in mind that community resources are already stretched thin. In particular, SCE might want to pursue recommendations three and seven. These actions would at least provide some support for public affairs representatives who want to work with communities on energy efficiency issues or communities that want to take on energy efficiency. SCE might also attempt to increase the coordination among the existing account managers, public affairs representatives, and distribution planning staff (recommendation eight).



## 9 Appendices



## 9.1 LGI Community Agreement Form



### Southern California Edison LOCAL GOVERNMENT INITIATIVE (LGI)

#### REGISTRATION FORM

The Southern California Edison Local Government Initiative (LGI) program voluntarily partners with local governments to promote the development of self-sustaining energy efficiency initiatives in residential and non-residential new construction as well as in existing residences and small businesses. Training and technical assistance are available to LGI jurisdictions.

#### I. PROGRAM PARTICIPATION

The city/county of \_\_\_\_\_ (now to be referred to as an LGI Community) requests support from Southern California Edison and the California Building Industry Institute (CA, BII) for the following programs in order to help implement them locally and educate consumers:

- |                                                                         |                                                                  |
|-------------------------------------------------------------------------|------------------------------------------------------------------|
| <input type="checkbox"/> California Alternative Rates for Energy (CARE) | <input type="checkbox"/> Home Energy Efficiency Rebates          |
| <input type="checkbox"/> Community Energy Efficiency Program (CEEP)     | <input type="checkbox"/> Medical Baseline Allocation             |
| <input type="checkbox"/> CheckPoint                                     | <input type="checkbox"/> Mobile Education Unit                   |
| <input type="checkbox"/> Energy Management Assistance                   | <input type="checkbox"/> Multifamily Energy Efficiency Rebates   |
| <input type="checkbox"/> Express Efficiency                             | <input type="checkbox"/> Online Home Energy Survey               |
| <input type="checkbox"/> Family Electric Rate Assistant (FERA)          | <input type="checkbox"/> Residential Appliance Recycling Program |

#### II. Community Energy Efficiency Program IMPLEMENTATION (only applies to jurisdiction that check the CEEP box above)

This LGI Community is committed to supporting residential builders who are striving to build the most energy efficient homes possible. We agree to work with SCE and the CA, BII to identify designated benefits for participating builders. Possible benefits include:

- Priority or expedited building department services (including plan check and inspections)
- Fee reductions
- Builder recognition

#### III. TRAINING AND TECHNICAL ASSISTANCE

Please mark below if you would like further information about:

- Training     Technical Assistance     Marketing and Sales

#### IV. UPCOMING COMMUNITY EVENTS

Please notify us of events you would like to have an SCE/CA, BII representative attend to promote these initiatives. You can email us at [scenewhomes@sce.com](mailto:scenewhomes@sce.com)

On behalf of

City/County

Building Department Official - Print Name

Date

Building Department Official - Signature

Title

Address/Phone

Email

|                                           |      |
|-------------------------------------------|------|
| Southern California Edison Representative | Date |
| Address/Phone                             |      |
| Email                                     |      |

Rev. 2/05



## 9.2 LGI Brochure



### Southern California Edison's

#### LOCAL GOVERNMENT INITIATIVE PROGRAM



This program educates and informs local governments and consumers about the economic benefits of energy efficiency in the areas of existing residential and small business, and residential and nonresidential new construction. The program is designed to help local governments create customized energy efficiency partnerships with their constituents. Southern California Edison (SCE) will, in some cases, provide incentives to incorporate energy-efficient equipment into homes and businesses.



#### Community Energy Efficiency Program (CEEP)

The primary goal of the program is to work with local governments to encourage residential building practices that conserve energy and resources and motivate builders to build homes that exceed Title 24 energy efficiency requirements by at least 15%. By building homes that exceed Title 24 by at least 15%, the builders are eligible to participate in SCE's California ENERGY STAR® New Homes Program, which provides incentives for projects which have met that threshold. Local governments may choose to recognize builders in some fashion who are building energy-efficient homes in their communities.\*

#### CheckPoint

SCE's CheckPoint program encourages customers to install energy-efficient equipment that exceeds Title 24 requirements in new, nonresidential construction projects. Some qualifying equipment includes: occupancy sensor controls, LED exit signs, high-efficiency air conditioning units, and skylighting controls.\*

*(continued on back)*



## LOCAL GOVERNMENT INITIATIVE PROGRAM

### Express Efficiency

Commercial, industrial and agricultural customers with a monthly demand of less than 500 kW are eligible for cash rebates when they replace or upgrade equipment with qualifying energy-efficient equipment such as lighting, air conditioning, refrigeration, food service, and other equipment.\*

### Multifamily Energy Efficiency Rebate Program

SCE's Multifamily Energy Efficiency Rebate program provides cash rebates for the installation of qualifying energy-efficient products (compact fluorescent light bulbs, fluorescent light fixtures, programmable thermostats, exit signs and other lighting, cooling, and mechanical products) in existing apartment dwelling units, and in common areas of apartments, condominium complexes and mobile home parks.\*

### Home Energy Efficiency Rebates

Cash rebates are available to residential customers for the purchase and installation of qualifying energy-efficient heating and cooling equipment, electric water heaters, windows, and pool pump and motor systems.\*

### Medical Baseline Allocation

Customers that use electrically operated life-support equipment, or have a qualifying medical condition may be able to lower their electric bill and receive other special services through SCE's Medical Baseline Allocation program.

### CARE and FERA Income-Qualifying Discount Rate Programs

Residential customers whose gross household income does not exceed the qualifying amount based on number of persons living in the home may be able to receive discounted electricity rates.

### Energy Management Assistance

The EMA program provides energy efficiency services and measures such as refrigerators, cooling systems and compact fluorescent light bulbs to assist low-income households manage their energy and lower electricity costs.

### Residential Appliance Recycling Program

This program offers free scheduled pick-up and cash incentives to customers interested in recycling older, less energy efficient, working refrigerators and freezers.

### Online Home Energy Survey

Visit [www.sce.com](http://www.sce.com) and take SCE's free online survey that provides residential customers with customized energy-saving recommendations to help reduce their electric bills.

\* Some restrictions and qualifications apply. For more information, please visit our Web site at [www.sce.com](http://www.sce.com). Funding for some of these programs is on a first-come, first-served basis, depending on the availability of funds.

*These programs are funded by California utility customers and administered by Southern California Edison, under the auspices of the California Public Utilities Commission.*



[WWW.SCE.COM](http://WWW.SCE.COM)

REV 8/04

**9.3 Community Participant Interview Guide**

**LGI Participant Jurisdiction Interview Survey Instrument**

*Target: Primary contact in the local jurisdiction for the LGI Program. May be a local building or code official or city manager, assistant manager, planner or someone else.*

**Prefill Information**

Signed Agreement  Yes  No

Name of community:

Name of contact person:

Telephone number of contact person:

Additional number:

Additional number:

Email address:

Address:

State:            Zip:

Contact record:

| Date | Time | Result | Callback Date | Callback Time |
|------|------|--------|---------------|---------------|
|      |      |        |               |               |
|      |      |        |               |               |
|      |      |        |               |               |
|      |      |        |               |               |
|      |      |        |               |               |
|      |      |        |               |               |
|      |      |        |               |               |
|      |      |        |               |               |
|      |      |        |               |               |

Hello I am calling for <Insert Name>.  
*Once target person is on the phone, begin survey.*

My name is \_\_\_\_\_, I am with Innovologie, calling on behalf of Southern California Edison. According to our records, you are a contact for Southern California Edison's Local Government Initiative (or LGI) Program for your community. ***[Read if signed agreement else next sentence]*** According to our records there is a signed agreement between [*Name of Community*] and Southern California Edison to participate in this program. You may also remember this as SCE's Community Energy Efficiency Program (CEEP) that encouraged builders to homes that were more efficient than the standard. You would have been offered various energy efficiency services through SCE or ConSol and asked to have your community sign an agreement with SCE?

Do you remember being contacted and being asked to sign up for the SCE Local Government Initiative Program?

- 1) Yes continue    0) No – DKNA

You were probably contacted about the SCE's Local Government Initiative by George Burmeister, Nancy Kirshner Rodriguez, J.P. Batmale or Rob Hammond who work with ConSol and the Building Industries Institutes. Does that help?

- 1) Yes, continue 0) No – DKNA

Is there someone else in your jurisdiction that might know about this program?

- 0) No, Quit and Thank    1)    Yes

Obtain the person's name and contact information

Name: \_\_\_\_\_

Title: \_\_\_\_\_

Telephone number \_\_\_\_\_

E-mail address \_\_\_\_\_

Southern California Edison has asked us to examine the Local Government Initiative program and see if there are ways to improve it so that the program may be more valuable to your community. I would like to ask you some questions about the program? We really would appreciate your help on this. I know you are busy, so if this isn't a good time I'd be happy to call back later? Do you have about 20 minutes to help me?

- 1) Yes (Continue) 2) No, could I call back at a better time? (Set call back date and time)



### Community Interest in Energy Efficiency

Before I ask about the Local Government Initiative (LGI) program, I'd like to ask a few questions about your community's interest in energy efficiency.

1. Do you know if your community government has programs or has discussed offering programs to promote energy efficiency in local government or to promote energy efficiency among local citizens? Examples of such programs might be a program to make city buildings or schools more efficient, a program to help people insulate their homes, a school program to teach energy efficiency to students, and other things like that. *(If the respondent asks whether that includes SCE programs say yes)*
  - 0) No *Go to 5*
  - 1) Yes, *continue to 2*
2. Could you name or describe some of them? *When the person finishes, probe with, Can you think of any others?*
  3. *If respondent gives programs in 2 ask:* Do you know if these programs are run by the community government or are they run by outside partners?
  4. *If run by other partners, can you tell me the name of the program or the cause they have, the partner organizations, and the jurisdictional contact?*

| Name of program | Name of organization | Jurisdiction contact |
|-----------------|----------------------|----------------------|
|                 |                      |                      |
|                 |                      |                      |
|                 |                      |                      |
|                 |                      |                      |

### Program Background and Interaction

Now, I would like to move on to the LGI Program

5. How did you first learn about the LGI Program?
6. What other ways have you heard about the program?

7. Did you make the decision to participate in the LGI Program or were others involved?

0) Sole decision-maker *Go to 11* 1) other decision-makers

8. Can you identify the others who were involved by name and title?

| Name | Title |
|------|-------|
|      |       |
|      |       |
|      |       |
|      |       |

9. Of those you named, who would you say were the key persons in making the decision to sign-up? *Interviewer: circle those names/titles*

10. Overall, what roles did these people (identified above) play in the decision to participate? For example, were they asked for advice, did they have to approve the decision, etc.?"

11. When you were deciding whether to sign-up:

- a. What benefits from participating in LGI did you see for your community?
- b. If there were reasons for not signing-up that were considered while you were trying to decided whether or not to participate, could you tell me what they were?

c. If you were to make the decision again, would you make the same decision or some other decision?

d. If you were to make a different decision, what would it be and why would you make that decision?

12. Since September of 2004, about how many personal contacts, telephone calls, e-mails, face-to-face meetings, of all kinds have you had with the LGI staff?  
 \_\_\_\_\_ (If 0, move to question 14)

a. About how many of these contacts were initiated by the LGI Staff and how many were initiated by you?

\_\_\_\_\_ LGI Staff \_\_\_\_\_ respondent (If there is more than one respondent initiated contact go to question ask 12b else go to 14)

b. Could you describe the different reasons why you initiated contacts with the LGI staff and the response that you got?

| Number | Reason | Response |
|--------|--------|----------|
|        |        |          |
|        |        |          |
|        |        |          |
|        |        |          |

c. Were you satisfied with the responses you got? If not, why not?

d. Overall, on a scale of 1 to 10 where “1” is not at all satisfied and “10” is very satisfied, how would you rate your interactions with the LGI staff? \_\_\_\_\_

e. *If answer is 7 or less, Could you explain why?*

13. Since September of 2004, with whom have you had contact about the program?

- a. George Burmeister
- b. Nancy Kirshner-Rodriguez
- c. Rob Hammond
- d. J.P. Batmale
- e. Someone from SCE
- f. Other persons (please list)

14. Do you remember receiving the monthly faxes about the LGI Program?

0) No – DKNA 1) Yes

14a. Have you used any of the material or information from the faxes?

0) No – DKNA 1) Yes

14b. What material did you use and how did you use it?

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On a scale of 1 to 10, where 1 is not at all useful and 10 is very useful, how useful have you found the faxes to be?

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*If 7 or less, Can you explain?*

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**Channel Programs and Other Energy Efficiency Programs**

15. According to our records, your community expressed interest in or signed up to partner for \_\_\_\_ (pre-fill number) SCE programs. As I read the names can you verify if the program is one that your community signed up for (Read only the checked items in the table), and it's okay if you don't remember:

16. Are there any others that should be on the list? If so, what?

*Provide any explanations in column 3.*

**Precheck the list of programs:**

| Program                                                      | LGI Sign-up (Read only items are checked) | If the respondent says the list is not correct in response to question 15 fill in any explanation for that not being correct |
|--------------------------------------------------------------|-------------------------------------------|------------------------------------------------------------------------------------------------------------------------------|
| CEEP*                                                        | X                                         |                                                                                                                              |
| Mobile Education Unit                                        |                                           |                                                                                                                              |
| Check Point                                                  |                                           |                                                                                                                              |
| Express Efficiency                                           |                                           |                                                                                                                              |
| Multifamily Energy Efficiency Rebates                        |                                           |                                                                                                                              |
| Home Energy Efficiency Rebates                               |                                           |                                                                                                                              |
| CARE/FERA                                                    |                                           |                                                                                                                              |
| Residential Appliance Recycling Program                      |                                           |                                                                                                                              |
| Online Home Energy Survey                                    |                                           |                                                                                                                              |
| Others (Respondents may report others that are not official) |                                           |                                                                                                                              |

|                                  |  |
|----------------------------------|--|
| <i>programs)</i>                 |  |
| <i>Green Buildings</i>           |  |
| <i>Community outreach events</i> |  |
| <i>Training</i>                  |  |
| <i>Technical Assistance</i>      |  |

17. For each of the programs in which your community participates, are you the person who is responsible for partnering with LGI or is someone else responsible? *If someone else is responsible find out who. Ask only for the programs for which the community has signed-up or indicated an interest. Get the person's name and/or title and contact information if possible? Don't press for the contact info if that seems to cause a problem or it looks like it might take too long. Just verify that they work for the same entity as the respondent.*

|                                                 | LGI Sign-up | Respondent responsible | Name and title of responsible person. Title is important. | Telephone number | E-mail |
|-------------------------------------------------|-------------|------------------------|-----------------------------------------------------------|------------------|--------|
| CEEP*                                           | X           |                        |                                                           |                  |        |
| Mobile Education Unit                           |             |                        |                                                           |                  |        |
| Check Point                                     |             |                        |                                                           |                  |        |
| Express Efficiency                              |             |                        |                                                           |                  |        |
| Multifamily Energy Efficiency Rebates           |             |                        |                                                           |                  |        |
| Home Energy Efficiency Rebates                  |             |                        |                                                           |                  |        |
| CARE/FERA                                       |             |                        |                                                           |                  |        |
| Residential Appliance Recycling Program         |             |                        |                                                           |                  |        |
| Online Home Energy Survey                       |             |                        |                                                           |                  |        |
| Others ( <i>Respondents may report others</i> ) |             |                        |                                                           |                  |        |

|                                        |  |  |  |  |
|----------------------------------------|--|--|--|--|
| <i>that are not official programs)</i> |  |  |  |  |
| <i>Green Buildings</i>                 |  |  |  |  |
| <i>Community outreach events</i>       |  |  |  |  |
| <i>Training</i>                        |  |  |  |  |
| <i>Technical Assistance</i>            |  |  |  |  |

*If jurisdiction has more than 2 programs, go to Q18. Otherwise go to Q19.*

18. Which of these programs are the most active?

*Skip questions 41-55 for those programs listed and not mentioned in Q18.*

19. I am going to run through the programs (or the most active programs) that you said your community signed-up for and ask a few questions about each program? Lets start with the \_\_\_ CEEP \_\_\_\_\_ (Start with CEEP unless they didn't sign-up for CEEP) program.

**CEEP Only Sub-Section (*Skip to question 41 or 56, if community not participating in CEEP*)**

*Interviewer, indicate that the respondent either said no or complete the following items.*

For CEEP, have you:

20. Asked for more information from ConSol or Southern California Edison? If so, what information? Did you receive the information?
21. Sought information or talked to people about CEEP from sources other than BIIA, ConSol, or SCE? What information did you seek? Who did you talk to?
22. Besides getting the approval to go forth with the LGI Program, have you had discussions with other individuals within the community on the benefits of CEEP? If so, with who and what were the benefits?
23. Have you taken time in meetings or had meetings within your organization to decide how to promote CEEP locally?
24. Is your community promoting CEEP
25. 1) Yes *go to 27*      2) No

26. *If the respondent says that the community is not promoting CEEP ask, What are some of the reasons you are not promoting CEEP?*

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*Go to Q41, 56 if training or Q73 if no more programs*

27. How are you promoting CEEP? *See what the respondent says and then probe using the items below to see what else the respondent may say.*

How about such things as:



- a. Providing literature at the counter
- b. Placing a page on link on your website
- c. Mentioning it in a newsletter
- d. Making a mailing
- e. Mentioned it at a meeting for people using permitting services
- f. Promoted at a booth in a community event
- g. Talked about it or invited representatives to talk about it

List ways the community promotes CEEP in the following table

| Ways CEEP promoted |
|--------------------|
|                    |
|                    |
|                    |
|                    |

- 28. Approximately how many residences have been built to CEEP standards since September 2004? \_\_\_\_\_
- 29. In your opinion, how many of these residences were CEEP residences because of your community CEEP program? \_\_\_\_\_
- 30. In relation to CEEP, does your community offer any incentives, such as Expedited Plan-Checks, Special Recognitions or Rewards? *(Check all that apply)*
  - a) None *(Skip to question 36)*
  - b) Expedited plan checks
  - c) Reduced fees
  - d) Special Recognition
  - e) Other, Please  
Specify: \_\_\_\_\_
- 31. *If expedited plan checks*, How many expedited plan checks has your jurisdiction completed since September 2004? \_\_\_\_\_
- 32. *If reduced fees*, How many dwellings received reduced fees? \_\_\_\_\_
- 33. For how many builders were reduced fees given? \_\_\_\_\_
- 34. *If special recognition*, What is the nature of special recognition that your community gives?

35. How many builders have received special recognition since your September 2004? \_\_\_\_\_

36. About how many CEEP Builders does your community have? \_\_\_\_\_

37. Are there people in other departments or elected officials in your governmental entity helping to promote this program in your community?

0) No – DKNA Go to 38 1) Yes

*If yes, can you identify the name, the department or organization, and that person’s job title or role?*

| Name | Department or organization | Role |
|------|----------------------------|------|
|      |                            |      |
|      |                            |      |
|      |                            |      |

38. Are there people in other departments or elected officials in your governmental entity that are not now helping but could help to promote this program in your community?

0) No – DKNA Go to 39 1) Yes

*If yes, can you identify the name, the department or organization, and that person’s job title or role?*

| Name | Department or organization | Role |
|------|----------------------------|------|
|      |                            |      |
|      |                            |      |
|      |                            |      |

39. Are their people, firms, or organization in the private sector that are helping to promote this program in your community?

0) No – DKNA Go to 40 1) Yes

*If yes, can you identify them, the firm or organization, and the role of that they play?*

| Name | Department or organization | Role |
|------|----------------------------|------|
|      |                            |      |
|      |                            |      |
|      |                            |      |

40. Are there people, firms, or organization in the private sector that are not now helping but could help to promote this program in your community?

0) No – DKNA *Go to 41* 1) Yes

*If yes, can you identify them, the firm or organization, and the role of that they play?*

| Name | Department or organization | Role |
|------|----------------------------|------|
|      |                            |      |
|      |                            |      |
|      |                            |      |
|      |                            |      |

**Interviewer, for each of the programs in question 16 (or 19 if there are more than 2 programs) for which the respondent is responsible except for CEEP and training, repeat questions 41 to 55.(Skip to 56 if training)**

Name of program \_\_\_\_\_

*Interviewer, indicate that the respondent either said no or complete the following items.*

For the \_\_\_\_\_ (*name of program*) program, have you:

41. Asked for more information from ConSol or Southern California Edison? If so, how often? What information? Did you receive the information?
42. Sought information or talked to people about \_\_\_\_\_ (*name of program*) from sources other than BIIA, ConSol, or SCE? What information did you seek? Who did you talk to?
43. Have you taken time in meetings or had meetings to decide how to promote \_\_\_\_\_ (*name of program*) locally?
44. Is your community promoting \_\_\_\_\_ (name of program)
45. 1) Yes *Go to 47* 0) No (*Go to 46*)
46. *If the respondent says that the community is not promoting program ask, What are some of the reasons you are not promoting \_\_\_\_\_?*

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

*Go to Q73 if no more programs. If more programs, start new program with Q41, training with 56 or general questions with Q68*

47. How are you promoting \_\_\_\_\_ (*name of program*)? *See what the respondent says and then probe using the items below to see what else the respondent may say. How about such things as:*

- a. Providing literature at the counter
- b. Placing a page on link on your website
- c. Mentioning it in a newsletter
- d. Making a mailing
- e. Mentioned it at a meeting for people using permitting services
- f. Promoted at a booth in a community event
- g. Talked about it or invited representatives to talk about it

List ways the community promotes \_\_\_\_\_ (name of program) in the following table

|                                       |
|---------------------------------------|
| Ways _____ (name of program) promoted |
|                                       |
|                                       |
|                                       |
|                                       |

48. Are there people in other departments or elected officials in your governmental entity helping to promote this program in your community?

- 0) No – DKNA Go to 49 1) Yes

If yes, can you identify the name, the department or organization, and that person’s job title or role?

| Name | Department or organization | Role |
|------|----------------------------|------|
|      |                            |      |
|      |                            |      |
|      |                            |      |
|      |                            |      |

49. Are there people in other departments or elected officials in your governmental entity that are not now helping but could help to promote this program in your community?

- 0) No – DKNA Go to 50 1) Yes

If yes, can you identify the name, the department or organization, and that person’s job title or role?

| Name | Department or organization | Role |
|------|----------------------------|------|
|      |                            |      |
|      |                            |      |

|  |  |  |
|--|--|--|
|  |  |  |
|  |  |  |

50. Are their people, firms, or organization in the private sector who are helping to promote this program in your community

0) No – DKNA *Go to 51* 1) Yes

*If yes, can you identify them, the firm or organization, and the role of that they play?*

| Name | Department or organization | Role |
|------|----------------------------|------|
|      |                            |      |
|      |                            |      |
|      |                            |      |
|      |                            |      |

51. Are their people, firms, or organization in the private sector that are not now helping but could help to promote this program in your community?

0) No – DKNA *Go to 52* 1) Yes

*If yes, can you identify them, the firm or organization, and the role of that they play?*

| Name | Department or organization | Role |
|------|----------------------------|------|
|      |                            |      |
|      |                            |      |
|      |                            |      |
|      |                            |      |

52. Do you talk with people in other governmental entities about promoting this program in your community?

0) No – DKNA *Go to 53* 1) Yes

*If yes, can you identify the identify them, the firm or organization, and the role of that they play?*

| Name | Department or organization | Role |
|------|----------------------------|------|
|      |                            |      |
|      |                            |      |
|      |                            |      |
|      |                            |      |

53. Does your community government provide any incentives or do anything special recognize participation in this program? If yes, what?

54. Since September 2004, do you have any way of knowing about many people or firms may have participated in this program?

1) Yes      0) No (*Go to 55*)

\_\_\_\_\_ How many? (*Go to 73, or start new program with 46, 56 or 68*)

55. Is there somebody who might be able to tell me about participation and if so, who would that be?

*Go to Q73 if no more programs. If more programs, start new program with Q41, training with 56 or general questions with Q68*

**Training**

Name of program  Training\_\_\_\_\_

*Interviewer, indicate that the respondent either said no or complete the following items.*

For the  Training\_\_ (*name of program*) program, have you:

- 56. Asked for more information from ConSol or Southern California Edison? If so, how often? What information? Did you receive the information?
- 57. Sought information or talked to people about training from sources other than BIIA, ConSol, or SCE? What information did you seek? Who did you talk to?
- 58. How many SCE training events has your community held?
- 59. What were those events?
- 60. How many people have participated in these events?
- 61. Are there people in other departments or elected officials in your governmental entity participating in training in your community?

0) No – DKNA *Go to 62* 1) Yes

*If yes, can you identify the name, the department or organization, and that person’s job title or role?*

| Name | Department or organization | Role |
|------|----------------------------|------|
|      |                            |      |
|      |                            |      |
|      |                            |      |
|      |                            |      |

- 62. Are there people in other departments or elected officials in your governmental entity that are not now helping but could help to promote this program in your community?

0) No – DKNA *Go to 63* 1) Yes



*If yes, can you identify the name, the department or organization, and that person’s job title or role?*

| Name | Department or organization | Role |
|------|----------------------------|------|
|      |                            |      |
|      |                            |      |
|      |                            |      |
|      |                            |      |

63. Are their people, firms, or organizations in the private sector who are helping to promote this program in your community

0) No – DKNA *Go to 64* 1) Yes

*If yes, can you identify them, the firm or organization, and the role of that they play?*

| Name | Department or organization | Role |
|------|----------------------------|------|
|      |                            |      |
|      |                            |      |
|      |                            |      |
|      |                            |      |

64. Are their people, firms, or organizations in the private sector that are not now helping but could help to promote training in your community?

0) No – DKNA *Go to 65* 1) Yes

*If yes, can you identify them, the firm or organization, and the role of that they play?*

| Name | Department or organization | Role |
|------|----------------------------|------|
|      |                            |      |
|      |                            |      |
|      |                            |      |
|      |                            |      |

65. Do you talk with people in other governmental entities about training in your community?

0) No – DKNA *Go to 66* 1) Yes

*If yes, can you identify the identify them, the firm or organization, and the role of that they play?*

| Name | Department or organization | Role |
|------|----------------------------|------|
|      |                            |      |
|      |                            |      |
|      |                            |      |
|      |                            |      |

66. Does your community government provide any incentives or do anything special recognize participation in training? If yes, what?
67. Have you or any of the staff participated in similar training from other sources? What sources?

*Go to Q73 if no more programs or general program questions with Q68*

***General Program Questions***

68. In general, for the other \_\_\_\_ programs, have you asked for more information from ConSol or Southern California Edison? If so, how often? Generally what type of information? Did you receive the information?
69. Have you sought information or talked to people about any of these other programs from sources other than BIIA, ConSol, or SCE? What information did you seek? Who did you talk to?
70. Have you taken time in meeting or had meetings to decide how to promote any of these other programs?
71. Is your community promoting any of these programs?
72. *If yes*, in what ways are you promoting these programs?

***Other Partnering and Networking***

73. Do you or anyone else in your jurisdiction work with SCE’s Regional Public Affairs Representatives?

0) No – DKNA *Go to 74* 1) Yes

*If yes, In what way and how often do you interact?*

| Type of interaction | Frequency of interaction (times per year) |
|---------------------|-------------------------------------------|
| 1) _____            | 1) _____                                  |
| 2) _____            | 2) _____                                  |
| 3) _____            | 3) _____                                  |

74. Do you or anyone else at your jurisdiction work with SCE’s Account Representatives?

0) No – DKNA *Go to 75* 1) Yes

*If yes, In what way and how often do you interact?*

| Type of interaction | Frequency of interaction (times per year) |
|---------------------|-------------------------------------------|
| 1) _____            | 1) _____                                  |
| 2) _____            | 2) _____                                  |
| 3) _____            | 3) _____                                  |

75. Do you or anyone else at your organization partner with anyone else at SCE?

0) No – DKNA *Go to 76* 1) Yes

*If yes, Who at SCE, and in what way and how often do you interact?*

| Name of SCE Person | Type of interaction | Frequency of interaction (per year) |
|--------------------|---------------------|-------------------------------------|
|--------------------|---------------------|-------------------------------------|

---

1) \_\_\_\_\_ 1) \_\_\_\_\_ 1) \_\_\_\_\_

2) \_\_\_\_\_ 2) \_\_\_\_\_ 2) \_\_\_\_\_

3) \_\_\_\_\_ 3) \_\_\_\_\_ 3) \_\_\_\_\_

76. What do you think the LGI Program could be doing to increase participation in these programs?

1) \_\_\_\_\_

2) \_\_\_\_\_

3) \_\_\_\_\_

4) \_\_\_\_\_

77. What obstacles or concerns does your jurisdiction have with regard to participating in any of the LGI Programs?

1) \_\_\_\_\_

2) \_\_\_\_\_

3) \_\_\_\_\_

4) \_\_\_\_\_

5) \_\_\_\_\_

78. On a scale of 1 to 10, with 1 being poor and 10 being excellent, how would you rate your overall satisfaction with the LGI Program?

Score: \_\_\_\_\_ (1-10 scale)

79. If answer is 7 or less, why?

80. In what other ways can the LGI Program be improved or made more effective?

- 1) \_\_\_\_\_
- 2) \_\_\_\_\_
- 3) \_\_\_\_\_
- 4) \_\_\_\_\_

**Firmographics**

81. Just to finish up, could you tell me your official job title?

\_\_\_\_\_

82. Could you briefly describe your primary job responsibilities?

- 1) \_\_\_\_\_
- 2) \_\_\_\_\_
- 3) \_\_\_\_\_

83. How many years have you been in your present position? \_\_\_\_\_

84. Is there someone else that you think we should talk to about this program? If so, who?

## 9.4 Residential Construction in SCE Communities

Construction Industry Research Board (CIRB) data was used to investigate the level of new residential construction occurring in LGI communities in 2004. Of the 106 communities involved in LGI, data were available for 93 cities. The remaining communities were listed as counties and thus did not match the CIRB data without additional processing. For 2004, Murrieta, Rancho Cucamonga, Moreno Valley and Victorville rank in the top four communities both in terms of the number of new residential construction units and dollars spent on constructing these units. The table is sorted with the communities with the highest dollar value of projects at the top and the lowest value at the bottom. The first quarter of data can be seen in Table 8. The cities in **bold** are those that have a written contract with the LGI Program.

**Table 8 First Quarter of LGI Community Residential New Construction Units and Spending for 2004**

| CITY                    | Projects    |      | Value (\$, 000s) |      |
|-------------------------|-------------|------|------------------|------|
|                         | Grand Total | Rank | Grand Total      | Rank |
| Murrieta                | 3,134       | 3    | 1,045,149        | 1    |
| Rancho Cucamonga        | 3,567       | 2    | 793,062          | 2    |
| Moreno Valley           | 3,614       | 1    | 613,666          | 3    |
| Victorville             | 2,781       | 4    | 594,014          | 4    |
| <b>Santa Clarita</b>    | 1,602       | 7    | 440,915          | 5    |
| Lancaster               | 2,109       | 5    | 370,880          | 6    |
| <b>Fontana</b>          | 1,545       | 8    | 363,609          | 7    |
| <b>Hesperia</b>         | 1,607       | 6    | 361,473          | 8    |
| <b>Palmdale</b>         | 1,371       | 9    | 352,632          | 9    |
| <b>Corona</b>           | 629         | 22   | 337,176          | 10   |
| <b>Long Beach</b>       | 442         | 28   | 285,416          | 11   |
| <b>Visalia</b>          | 1,269       | 11   | 283,123          | 12   |
| Yorba Linda             | 439         | 29   | 265,601          | 13   |
| Chino                   | 515         | 24   | 248,612          | 14   |
| Simi Valley             | 458         | 26   | 246,684          | 15   |
| <b>Temecula</b>         | 1,296       | 10   | 241,699          | 16   |
| <b>Ontario</b>          | 984         | 15   | 236,119          | 17   |
| <b>Oxnard</b>           | 536         | 23   | 233,604          | 18   |
| <b>Palm Springs</b>     | 645         | 21   | 208,638          | 19   |
| Hemet                   | 872         | 16   | 205,747          | 20   |
| Beaumont                | 1,206       | 13   | 205,606          | 21   |
| <b>Huntington Beach</b> | 276         | 45   | 187,006          | 22   |
| <b>Rancho Mirage</b>    | 468         | 25   | 185,862          | 23   |

The following table and figure show a breakdown of those participating communities compared to the communities who are not participating. ConSol has recruited cities with

average residential construction levels. The averages of both total number of projects and overall value of projects are similar to the overall averages.

**Table 9 Average Values of LGI Participating Communities Versus All Communities, 2004**

|                    | Projects    |      | Value (000s) |      |
|--------------------|-------------|------|--------------|------|
|                    | Grand Total | Rank | Grand Total  | Rank |
| Participating Avg. | 430.1       | 47.1 | 135464.1     | 44.6 |
| Overall Avg.       | 495.4       | 47.0 | 140755.0     | 47.0 |



## 9.5 Commercial Construction in SCE Communities

This section takes a look at recent commercial construction in the communities involved in LGI. We looked at California FW Dodge Data for the years 2002, 2003 and 2004. Our analysis looked at the total number and dollar value of projects in each of the communities, whether the projects were new buildings or renovations, and the commercial submarket in which construction occurred.

The first topic we looked at was the total number and value of projects in each of the communities. The first quarter of cities are shown in the following table, which lists each community and its total number of projects with rank and its total value with rank. The table is sorted with the communities with the highest value in projects at the top and the lowest value at the bottom. The above cities in **bold** are those that have a written contract for the LGI Program.

**Table 10 First Quarter of Commercial Construction Projects and Value 2002-2004**

| CITY                  | Projects    |      | Value (000s) |      |
|-----------------------|-------------|------|--------------|------|
|                       | Grand Total | Rank | Grand Total  | Rank |
| Rancho Cucamonga      | 140         | 10   | 550804       | 1    |
| <b>Corona</b>         | 187         | 3    | 507096       | 2    |
| <b>San Bernardino</b> | 155         | 7    | 450483       | 3    |
| <b>Fontana</b>        | 109         | 17   | 435503       | 4    |
| Santa Ana             | 213         | 1    | 425433       | 5    |
| Pasadena              | 114         | 16   | 409920       | 6    |
| Orange                | 59          | 27   | 396461       | 7    |
| <b>Temecula</b>       | 182         | 4    | 390326       | 8    |
| <b>Ontario</b>        | 159         | 6    | 389998       | 9    |
| Santa Monica          | 40          | 34   | 368387       | 10   |
| Delano                | 40          | 33   | 312286       | 11   |
| <b>Long Beach</b>     | 134         | 11   | 307735       | 12   |
| <b>Oxnard</b>         | 152         | 8    | 293067       | 13   |
| <b>Redlands</b>       | 81          | 22   | 291314       | 14   |
| Chino                 | 46          | 31   | 286326       | 15   |
| <b>Santa Clarita</b>  | 194         | 2    | 268574       | 16   |
| Murrieta              | 128         | 14   | 266577       | 17   |
| Costa Mesa            | 37          | 37   | 240037       | 18   |
| <b>Palmdale</b>       | 100         | 18   | 236980       | 19   |
| <b>Thousand Oaks</b>  | 143         | 9    | 224478       | 20   |
| <b>Fullerton</b>      | 59          | 26   | 223202       | 21   |
| Simi Valley           | 118         | 15   | 221459       | 22   |
| <b>Highland</b>       | 11          | 78   | 216990       | 23   |

The following table and figure show a breakdown of those participating communities compared to the communities who are not participating. ConSol has been successful in

recruiting cities with above average commercial construction levels. The averages of both total number of projects and overall value of projects are significantly greater than the overall averages. Table 11 shows that ConSol has been very successful in signing up the cities with the most projects. Eight of the top ten cities in southern California have been recruited.

**Table 11 Average Values of LGI Participating Communities Versus All Communities, 2002-2004**

|                           | Projects    |      | Value (000s) |      |
|---------------------------|-------------|------|--------------|------|
|                           | Grand Total | Rank | Grand Total  | Rank |
| <b>Participating Avg.</b> | 62.5        | 42.0 | 162003.9     | 40.5 |
| Overall Avg.              | 51.8        | 47.0 | 138128.5     | 47.0 |

The second task was to look at whether it was new construction or remodeling. The data is broken down into 5 categories: Unknown; New; Addition and/or Alterations/Renovations; Alterations/Renovations, Interior Completions; and New and Other. The following table (Table 12) shows a breakdown over each of the last three years. Unknown projects account for nearly 23 percent of all projects, while New projects account for 41.5 percent of the projects and Alterations/Renovations and Interior Completions account for nearly 30 percent. Addition and/or Alteration/Renovations accounted for roughly 4.5 percent and New and Other, which represent any new construction with additions, alterations, renovations or interior completions, make up a little over 1 percent.

**Table 12 Type of Commercial Construction in SCE Communities 2002-2004**

| Type of Construction Adjusted*                | 2002        | 2003        | 2004        | Total       |
|-----------------------------------------------|-------------|-------------|-------------|-------------|
| Unknown (Permit)                              | 380         | 341         | 384         | 1105        |
| New                                           | 659         | 613         | 725         | 1997        |
| Addition and/or Alterations/Renovations       | 94          | 76          | 51          | 221         |
| Alterations/Renovations, Interior Completions | 411         | 475         | 555         | 1441        |
| New and Other                                 | 17          | 16          | 20          | 53          |
| <b>Total</b>                                  | <b>1561</b> | <b>1521</b> | <b>1735</b> | <b>4817</b> |

\*Innovologie reduced the California FW Dodge Data PLCNaa fields by combining several of the type of construction areas.

Table 13 compares the type of construction in participating communities versus all communities. ConSol has not only been successful in recruiting cities with more commercial construction, these cities also tend to have more new construction. As ConSol continues to enroll communities, those targeted should be the communities with the most new construction.

**Table 13 Average Values of Type of Construction for LGI Participating Communities Versus All Communities, 2002-2004**

|                   | Stage Adjusted      |      |                                                                       |                  | Grand Total |
|-------------------|---------------------|------|-----------------------------------------------------------------------|------------------|-------------|
|                   | Unknown<br>(Permit) | New  | Additions,<br>Alterations/<br>Renovations,<br>Interior<br>Completions | New and<br>Other |             |
| Participants Avg. | 14.8                | 27.8 | 19.2                                                                  | 0.7              | 62.5        |
| Overall Avg.      | 11.9                | 21.5 | 17.9                                                                  | 0.6              | 51.8        |

Finally, we looked at the number and value of commercial construction broken down by submarket and where it was taking place. Table 14 lists the number of projects within each sector and the total value and average value of these projects over the past three years. As can be seen from the table, office, retail and educational work dominated the market, whereas hotel and dormitory projects had the highest average price tag.

**Table 14. Number and Value of Commercial Construction from 2002-2004 in SCE LGI Communities by Sector**

| TYPE           | PROJECTS | VALUE<br>(000s) | AVERAGE<br>(000s) |
|----------------|----------|-----------------|-------------------|
| Office         | 1232     | 1688400         | 1370              |
| Retail         | 1217     | 2013293         | 1654              |
| Educational    | 746      | 3482182         | 4668              |
| Warehouse      | 428      | 1945615         | 4546              |
| Leisure        | 296      | 1077160         | 3639              |
| Medical        | 281      | 861584          | 3066              |
| Transportation | 255      | 545973          | 2141              |
| Religious      | 112      | 216031          | 1929              |
| Municipal      | 106      | 464919          | 4386              |
| Hotel          | 68       | 410869          | 6042              |
| Other          | 46       | 30474           | 662               |
| Dormitories    | 16       | 96111           | 6007              |
| Communications | 14       | 13338           | 953               |
| Grand Total    | 4817     | 12845949        | 2667              |

