“A common theme has emerged...In the face of dramatic demographic and economic change, small communities want to get in front of the curve, leveraging the region’s natural assets to create living wage jobs, thriving entrepreneurs, opportunities for young people, and an inclusive culture...”
A Region in Transition

Though it’s overlooked in favor of more famous Western destinations, the Big Empty of northern Idaho has what they have and more... It may be safe to say that the wilds of the Idaho Panhandle, like much of the West, are deep into a new chapter – the microbrews and the mountain bike phase. (New York Times, July 1, 2007)

The “Big Empty” to which the New York Times refers is a region of rural communities and small cities wrestling with change. Northern Idaho’s population has grown by almost 50 percent since 1990 and some areas have almost doubled in the last 15 years. The economy is rapidly shifting from natural resources to services and technology, what USA Today called Idaho’s “amenity business” (Sept. 27, 2007).

Abundant recreation opportunities in a breathtaking landscape are attracting a steady stream of new residents and a very different economy.

What the New York Times and USA Today fail to note is that this new chapter of the region’s history is bringing its own set of challenges, among them, how to achieve sustainable growth that benefits urban and rural places.

Over the past four years, 31 of the region’s rural communities have begun creating prosperity and reducing poverty through the University of Idaho’s Horizons program.

In early June, 2008, the University of Idaho hosted “Taking the Long View in Northern Idaho,” a scenario planning workshop attended by roughly 80 of northern Idaho’s most thoughtful residents. Scenario planning is a cutting edge approach to exploring regional, community, and organizational futures. Used with great success with both public and private sector decision makers in many locations around the world, it provides an opportunity for people to explore key drivers shaping the future; assess these drivers in terms of importance and uncertainty; and explore and describe the future under four plausible scenarios, considering social, economic, and environmental dimensions.

Taking the Long View participants came from across the region – from Bonners Ferry in the north to Grangeville in the south. Together, they brought a diverse set of skills, interests, and backgrounds. Some were elected leaders and others were business owners, community residents, university faculty and students. This publication reports on their deliberations and conclusions. It also provides the basis for the Pacific Northwest Futures Game, a new learning tool from the University of Idaho Extension. The game offers an easy but powerful way for average citizens to engage in a discussion about their collective future. It will be available from the University of Idaho in Spring 2009 for communities throughout the region and beyond.

Priscilla Salant
Outreach and Engagement Coordinator
University of Idaho

Acknowledgements

The Northwest Area Foundation provided the University of Idaho with a grant to cover the majority of expenses associated with the workshop and report preparation. The University provided in-kind support in the form of faculty time and, through its Building Sustainable Communities Initiative, provided additional financial support.

The workshop was designed and facilitated by David Beurle, Innovative Leadership Australia (www.ila.net.au) in collaboration with Priscilla Salant, University of Idaho. Workshop support was provided by Debbie Gray, Tenley Burke, and Kim Wright of the University of Idaho.
The Setting

For purposes of the workshop, we defined northern Idaho as an eight-county region – from Clearwater, Nez Perce, and Lewis counties in the south, north to Boundary County on the U.S. – Canadian border. The region is home to three of the state’s four tribes – Nez Perce, Coeur d’Alene and Kootenai. One in five Idahoans live in these eight counties. And within the region, about half the population lives in the Coeur d’Alene/Kootenai County area.

There are a range of towns and cities in northern Idaho, some with primarily agricultural or timber-based economies and others that are more diversified. The largest city is Coeur d’Alene, which has a rapidly growing population of almost 40,000. Other small cities include Lewiston with about 31,000 residents, Moscow with 22,000, and Sandpoint with 8,100. Roughly 60 percent of the region’s residents live in urban or “metro” counties, which have grown by almost three percent annually since 2000. The rest live in rural or “nonmetro” counties, where the annual growth rate has averaged less than one percent.

The Coeur d’Alene area is growing due to rapid in-migration. From 2000 to 2007, Kootenai County’s net in-migration rate was about 20 percent. In contrast, the most rural and timber-dependent areas are losing population due to out-migration. Clearwater and Shoshone Counties, which together make up about seven percent of the region’s residents, are losing population to out-migration, as well as to natural decrease, or an excess of deaths over births.

Lack of affordable housing is a critical issue, especially in Kootenai County, in the Sandpoint area and to a lesser extent around Moscow. The number of housing units has more than doubled since 1980 in Kootenai County. Keeping up with demand for houses in different price ranges and avoiding sprawl are tremendous challenges under conditions of such rapid growth.

Unemployment, often the impetus for out-migration, is also a concern in some rural parts of the region. In four counties – Boundary, Clearwater, Benewah, and Shoshone – unemployment in 2007 was much above the state average.

There are other warning signs in rural parts of the region as well. Average wages are lower in rural than in urban areas, and poverty rates are higher. Almost three-in-ten children in Shoshone and Lewis counties live in households with incomes lower than the poverty level ($20,650 for a family of four in 2007). Overall, twenty percent of the region’s children are poor, compared to 13 percent for Idaho, as well as for the U.S. as a whole.

Within this context, much of the workshop discussion focused on how to create truly region-wide prosperity, encourage living wage jobs, reduce poverty, build affordable housing, and engage a diverse set of residents in decision making.
Most people live in small cities and towns

Almost half the region’s population lives in Coeur d’Alene and the surrounding area in Kootenai County, which is growing rapidly thanks to in-migration. Rural parts of the region are also growing but at a much slower rate and sometimes not at all.

Northern Idaho

Northern Idaho is a region of small cities, small towns, and open spaces – home to about 300,000 people. The main population centers are Coeur d’Alene, Lewiston, and Moscow. About 20 percent of Idahoans live in northern Idaho.
Population change, 2000 - 2007
Northern Idaho grew by 12 percent from 2000 to 2007, compared to 16 percent in Idaho as a whole and 7 percent in the U.S. Kootenai County grew by 24 percent, while Idaho and Shoshone counties both lost population.

Child poverty, 2005
Over 20 percent of the region’s children live in poverty, compared to 13 percent in Idaho as a whole. Rural areas tend to have higher poverty rates.
Creating the Scenarios

During the course of the two-day workshop, participants explored a range of overarching trends likely to impact the region’s future. These included global population growth, energy consumption, climate change, migration patterns, education, and income levels to name a few. Participants then discussed and identified the 20 trends most likely to impact how the region’s future plays out, and ranked them in terms of importance and uncertainty. The ranking process yielded a visual way to group the trends into three important clusters.

The first cluster is made up of external drivers – all critical to the future but largely outside of the region’s ability to influence:

- Climate change
- Global economic trends
- Energy costs and availability
- Population growth and pressure

The second and third clusters are made up of drivers that are also critical to the future but which the region’s residents can influence collectively:

**Stewarding the place**
- Food production systems
- Land use planning
- Preservation and utilization of resources (timber/water)
- Infrastructure (housing/sewer/roads)
- Public lands policy

**Investing in people**
- Civic engagement and leadership transition
- Educational inequality
- Reinvesting in our local communities
- Child poverty
- Embracing our youth
- Emergence of regional community
- Economic gap/disparity

The scatter diagram represents the average scores for each of the 20 drivers against axes of importance and uncertainty.

The two clusters, “Investing in People” and “Stewarding the Place,” are two distinct dimensions of the region’s future – the human and the physical realms. In combination, they define four plausible ways in which the future could unfold, as shown in the figure on page 7. Each represents a different combination of decisions about the extent to which we invest in people and steward the place in which we live.

With these scenarios roughly identified, workshop participants broke into four groups, each developing a detailed scenario narrative. They also named their scenario and considered its characteristics against the triple bottom line of society, economy, and environment.
Scenario Snapshots

Poverty with a View
- **Society:** Disengaged community
- **Economy:** Stagnant and impoverished
- **Environment:** Highly protected

Gem of the Gem
- **Society:** Engaged and empowered citizens
- **Economy:** Diverse with skilled workers
- **Environment:** Balance between production and protection

Live and Let Die
- **Society:** Apathetic and disengaged communities
- **Economy:** Outside investment and local poverty
- **Environment:** Degraded and declining

Spawning Sustainable Clusters
- **Society:** Focus on quality of life
- **Economy:** Moves from private to public control
- **Environment:** Over-development followed by protection
This scenario is shaped by the forces of increased stewardship of the place and decreased investment in people. This creates a future where the environment is highly protected, managed, and regulated at the expense of economic activity and building the society.

This scenario unfolds in an interesting manner; initially, there are some very positive things that occur. However, as time goes by, the population becomes disenfranchised since there is no investment in people or communities. There is no ownership or local involvement. The scenario name points to a poor social outcome (with lack of opportunity and high poverty) but a highly managed and attractive physical environment.

Social and Cultural Characteristics:

- People are disengaged due to outside forces managing resources and draining the sense of local power and control.
- People lose interest in schools and leadership positions which engenders a sense of apathy. This causes a lack of local sense of ownership and disenfranchises those not involved in decision making.
- Community resources are more difficult to attain; funding of public services and property declines. Youth are leaving the area in increasing numbers, gang activity is on the rise, and the generational gap is widening.
- People are less likely to volunteer time and services or engage in local leadership. Indifference and lack of responsibility leads to the community losing its “identity”, conflict rises, and people become less capable in problem-solving as life skills decline.
- Positions in leadership turn over with ensuing power struggles. Extremes and stagnation in policies along with entrenched power structure compound these issues.
- Student performance declines with school consolidation and weaker curriculum. Dropout rates increase.
- Industry’s labor force needs are not met due to a shortage of skilled workers.

Economic Characteristics:

- The underlying economy deteriorates as progress and development slows. Child poverty increases as does the gap between the rich and poor.
- The timber industry declines with the loss of workers and forest products businesses.
- The local economy moves towards more service sector jobs. Large successful corporate entities focus on high value industry and tourism, but there is a general out-flow of profits to outside ownership. Private land ownership moves to larger corporate or wealthy individuals with larger land holdings.
- Entrepreneurialism is decreasing as are good paying local jobs. The middle class is diminishing.

Environmental Characteristics:

- The push towards more intense environmental management leads to more regulation.
- Industrial access to natural resources declines as more and more land becomes locked up in conservation zones, in part because wealthy visitors and land owners want good visual appeal and recreational opportunities.
  - Traditional landowners and farmers feel they don’t have influence in decision making, and there are increased public/private land conflicts.
  - Tension mounts and skilled people are lacking to find win-win situations. Increasingly “money talks” and the views of the wealthy citizens prevail.
  - The wolf populations increase, and there is generally less respect for environment. The stewardship ethic is deficient amongst the general population who harbor a view that they have lost their own landscape to outsiders.
  - Overall environmental quality increases with better air and water quality. With strong incentives to conserve open-space, the use of conservation easements is on the rise.
Taking the Long View in Northern Idaho

Triple Bottom Line Possibilities

**Social**

**2010**
Current growth trends will continue. Consolidation occurs along with state takeovers and lost programs for schools. Uninsured numbers are on the rise coinciding with emerging mental health issues. The need for affordable housing starts to increase as well as domestic violence. Non-essential travel drops off.

**2020**
Local people begin moving out of the area due to affordability. Small towns disappear and a new ruling class moves in from international and national cities, attracted by the “last frontier”. Downtown areas begin to fail. Citizen participation decreases and locals become disillusioned. The increased cost of living broadens the gap between upper and lower class, and the poor become poorer.

**2030**
The sense of community has largely disappeared. Local control declines and people have to travel long distances for health care. Significant disengagement emerges between people based on lack of connectivity. The service sector declines since many have little to no buying power, and the population begins to decline as the upper class moves on. Unemployment, domestic violence and drug use increases.

**Economic**

**2010**
More government jobs are available but with national resource agencies not in education. The impact of school consolidation becomes apparent and high-skilled workers start leaving the area. The new wealthy population starts to increase, but they are not invested in the community and don’t live in the region year round.

**2020**
Small business and entrepreneurial opportunities decline. Use of technology increases with high school students attending classes online. As people sell land, wealth is added to the region. Large corporate entities are capturing value from resources, but local mills and farms start closing or consolidating.

**2030**
Population is centered on the larger urban and regional centers. The outlying areas tend to be bought up by the wealthy who have been drawn by the natural beauty. The local labor force is mostly employed in service industries and is finding it harder to live in the area with inflated housing and land values. Most of the traditional resource-based industries have gone. There is a big and noticeable disparity between “haves” and “have-nots”.

**Environmental**

**2010**
Outside influence increases which guides the change toward more open public access. A trend of highly protected and managed resources is seen with more fragmented management as agencies compete. External forces lead to more land use planning and increases in environmental protection.

**2020**
Public access is restricted with increased environmental protection. Water becomes cleaner and less commercial and more non-commercial thinning of forests occurs. National park and wilderness areas possibly expand. Recreational use changes from motorized to non-motorized with more localized use of recreational resources. Prior planning begins to fail in some cases due to lack of support.

**2030**
Public access on private lands is cut back. Erosion and reversals of public policy occur to protect the environment. Large private estates multiply with exclusive resource use (i.e., hunting camps). Populations of threatened and endangered species proliferate but with increased poaching. Protection of water quality leads to protection of salmon population and a return to pristine environments.
Taking the Long View in Northern Idaho

Social and Cultural Characteristics:
- While there are some conflicts between development and protection, the region achieves a good balance.
- Diversity increases due to the strong community and enhanced opportunities for involvement in leadership and decision-making abound.
- Education has good support and lifelong educational opportunities increase with solid mentoring of youth and young business.
- The best interests of the broader population and the public generate strong value and focus with less individual and private benefit.
- People are proud of their region and maintain a strong sense of identity.

Economic Characteristics:
- A co-operative approach to health care and community health centers supports good living wage jobs with affordable benefits.
- Small businesses have a strong support framework. The entrepreneurial environment engenders successful business start-ups. Young people see opportunities for themselves in the future of this region.
- Locally-owned small businesses thrive with high diversity in types of business. The region is not overly-dependent on big business or any single industry sector.
- The public revenue stream is balanced with equity of taxes across property and personal wealth classes.

Environmental Characteristics:
- The landscape is typified by a balanced and mixed land use. There are working forests, productive agricultural landscapes, and high value recreation and tourism industries.
- The workforce is skilled and diverse; matched to a productive use of the landscape.
- The efficient use of water and resources maximizes sustainable productive capacity.
- The communities have a balanced range of mixed housing that allows for a good quality of life and visually attractive towns and community landscape.

Gem of the Gem

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This scenario is shaped by decreased stewardship of the place coupled with an increased investment in people. This creates a future where there is initial dramatic change in the environment as external forces pursue a “land-grab.” Prime high value land is bought up by wealthy investors and corporations and development occurs in an uncontrolled manner. The community is engaged and focused on education and building quality of life, but this aspiration is often put at conflict with the external forces affecting the region.

This scenario initially looks positive as it leads to a boost in the local economy with many jobs in construction and resource development. However, as the region begins to lose its character due to exploitation, the region’s people and communities pull together to take back control of their future. This leads to more community and cooperatively owned enterprises and structures. The community rallies around to protect its own and begins to claw back some of the environmental losses. Ultimately a strong community and sustainable quality emerges in the region.

Social and Cultural Characteristics:
- The region initially has an identity crisis, with a sense of locals losing their “sense of place” as there is a widening gap between the “haves” and “have-nots”.
- Unfettered development and protection of resources leads to over-exploitation by external forces since there is little public investment. Initially, the public infrastructure declines as people begin to cluster in smaller communities. Privatization of some existing public services over time creates better local services and more livable communities.
- Communities will begin to regain control of their future and there will be townhall meeting style of governance which will ultimately lead to communities reclaiming management of public resources. Community livability will begin to improve.
- Civic engagement will increase almost in a revolutionary sense with tension between outsiders and insiders. Locally driven forces will emerge and local people will be motivated to act. A value in local ownership and history will return.
- More cooperative, community-based resource management will appear. Sustainability is a critical focus.

Economic Characteristics:
- Corporate control initially emerges with a strong push to increase shareholder profits.
- Investment increases in the region’s resources by foreign and outside interests, often in extractive industries.
- Initially, there will be proliferation of entrepreneurial activities, more building, and high value residential development in key parts of the landscape like waterfront and mountain areas.
- Public service is privatized. At first, this has a negative community impact then becomes a strategy to regain public control of public resources.
- Youth education, work skills, and economic development are increasingly connected with cooperative, community-based sustainable resources.

Environmental Characteristics:
- Initially, soil conservation decreases and environmental damage occurs from excessive and uncontrolled development.
- Infrastructure stress produces negative visual impact, creating a patchwork effect across the region of exploitation, degradation, and sprawl.
- Water quality declines with occurrence of flooding and uncontrolled building across the landscape.
- People cluster in communities, with wealthy people taking control of extensive areas of the hinterland regions – like Montana ranges.
### Social

**2010**
A change in land ownership causes an identity crisis. Conflicts between established and new citizens arise. Privatization of infrastructure begins that engenders a reduced sense of place.

**2020**
People start coming together for governance in clusters combining with surrounding outside interests. A re-focus on education "needs", capability, and life skills occurs. Culture and history appreciation are revitalized along with greater tribal influence. More public transportation is created to connect communities. Money is still a driving force for change.

**2030**
More clustering occurs with a younger community (youth settled locally) which is more livable and self-sufficient. The increased personal services will attract outside people. Land trusts and donations are on the rise. Residents gain a greater sense of place.

### Economic

**2010**
The corporate presence and outside influences result in a land/resource "grab". Entrepreneurial interests increase with strained local businesses. The education system focuses on workforce skills.

**2020**
Local business collaboration and "clustering" is pronounced along with well-developed distance education systems and on-site local job training. Local land trusts and conservation efforts espouse sustainable use. The economy becomes more diversified. The lack of sufficient infrastructure discourages large industry while entrepreneurship is encouraged and developed.

**2030**
The regional food supply and energy sources increase. The local economy becomes more sustainable with value-added manufacturing and improved resource stewardship for public good. The education system is responsive and a highly skilled workforce is present.

### Environmental

**2010**
The water quality and wildlife habitat are degrading while uncontrolled timber harvesting increases. An upsurge in building creates sprawl. Outside interests are purchasing properties either locking up or exploiting natural resources. Infrastructure is failing and pollution is increasing.

**2020**
The increased waterfront housing continues to decrease water quality and lock up this amenity from the rest of the community. Sprawl affects air and scenic quality. The lack of rail transportation means more road miles. New housing encroaches on wild lands and increases fire potential, affects water and erosion.

**2030**
Management shifts to cooperatives. Selective harvesting improves water quality and wildlife habitat and reduces erosion and fire. While infrastructure sprawls, a local effort begins to create livable urban areas to absorb the population increase. But the population stress and already failing infrastructure will consume lands (farm/timber), increase air pollution, and reduce water availability.
This scenario is shaped by the forces of decreased stewardship of the place coupled with decreased investment in people. This creates a future where there is a rapid spiraling down which impacts on multiple facets of the region. This scenario is a “worst case” scenario for the region. It is overexploited and degraded and local citizens are disengaged and apathetic. The lower socio-economic groups are most affected with increasing poverty, social dysfunction and destructive practices.

**Social and Cultural Characteristics:**
- Decision making is less participatory; the community more disengaged as sense of ownership deteriorates.
- Leadership candidates are scarce with more dissension and agenda-driven leadership.
- Philanthropy declines; apathy and lack of concern lessen the sense of ownership, community, and harmony of place.
- Development is unplanned with consolidation of communities and annexation of outlying areas.
- Grassroots community cooperation is seen yet school closures occur.
- Communities see an increased crime rate (i.e., meth labs, domestic violence, child abuse), decreased health care, decreased access to health care, and higher child poverty.
- The population homogenizes as isolationism reigns alongside narrow-mindedness, increased racism, and self-centeredness.

**Economic Characteristics:**
- Poverty is increasing and the unemployment rate rises.
- The community experiences the loss of more small farms and businesses closing.
- Unskilled labor is prevalent with a decrease in affordability (income vs. living expenses) and increased individual debt.
- A multiplication of corporate and box enterprises is seen with more rentals and a loss of farmland. Independent businesses start to shut down with the expansion of strip malls.
- Political corruption spreads alongside an increase of outside economic interests.
- Transportation costs rise escalating the loss of resource-based jobs due to declining profit margins.
- Natural resources including produce are not being processed locally; exports are increasingly expensive and unavailable.

**Environmental Characteristics:**
- Open space dwindles leading to declining water quality and availability.
- Wildlife habitat shrinks amid an overall destruction of the resource base.
- Forest insect attacks, disease, and fire frequency and intensity are on the rise due to lack of management. Increased air pollution ensues.
- The overall importance of environment on the regional agenda will decrease due to a lack of stewardship and awareness.
- Local food supply diminishes as farmland either amalgamates into large holdings or is sold to outside interests; most crops destined for exportation.
- Overall environmental decline includes increased habitat fragmentation, invasive species, predators, and flooding, and a loss of wetlands and wildlife.
## Triple Bottom Line Possibilities

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<td><strong>2010</strong>&lt;br&gt;Increased population into city centers is seen with no significant overall changes.</td>
<td><strong>2010</strong>&lt;br&gt;Unemployment increases as does the strain on social services. A skilled workforce is lacking. Dropout rates rise. Personal debt increases. Out-migration causes a loss of skilled workers and empty homes. More employees need second and third jobs to survive.</td>
<td><strong>2010</strong>&lt;br&gt;The status quo is the norm with continued building on the Rathdrum Prairie. No significant changes are seen.</td>
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<td><strong>2020</strong>&lt;br&gt;Public schools are consolidated with an increase in private schools and virtual education. The crime rate is on the rise. Health care costs increase with decreased availability. Factionalism between social groups and individuals occurs with an eroded sense of place. Homelessness spreads as does a “live and let die” attitude.</td>
<td><strong>2020</strong>&lt;br&gt;A substantial decrease of tourism is seen. Poverty and crime are on the rise. The middle class is shrinking. Strip malls and corporate box stores multiply. Political corruption and homelessness increase as does the out-migration of families. Wealth filters out of the area.</td>
<td><strong>2020</strong>&lt;br&gt;The loss of open space is pronounced including farmland, viewsheds, wetlands, and forests. Fire intensities increase along with decreased habitat and fragmentation. The water supply declines in quantity and quality provoking water wars. Predator attacks are on the rise. Air pollution increases.</td>
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<td><strong>2030</strong>&lt;br&gt;Rural communities become more isolated along with youth flight or turn into ghost towns. Growing populations of urban youths are at risk; urban wastelands appear. Philanthropy and volunteerism are absent. There are both negative and positive grassroots activities.</td>
<td><strong>2030</strong>&lt;br&gt;The population declines. Resource based jobs dwindle and community infrastructure is degraded or lost. Isolated communities suffer due to fuel prices and some become ghost towns.</td>
<td><strong>2030</strong>&lt;br&gt;Grassroots environmentalism emerges. The local food supply is non-existent. The water supply and quality has diminished and degraded. Corporate urbanization is expanding. Uncontrollable forest fires are more frequent. Energy use has increased. Wildlife habitat is almost gone; there is no open space.</td>
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Taking the Long View Locally

How northern Idaho invests in its people and stewards this place will shape its future in powerful ways. Here and throughout the Pacific Northwest, people are trying to find the balance – creating region-wide prosperity and living wage jobs, while stewarding the place for future generations, protecting both our livelihoods and our landscapes.

To seed conversations about these issues in community centers, churches, and other venues throughout the region, we worked with partners to develop the Pacific Northwest Futures Game. The game is designed around the scenarios created by participants at the Post Falls workshop in June 2008. With a trained facilitator, it takes two hours to play, typically with 15-50 local leaders and residents. In small groups, participants are challenged to make a series of policy decisions they are likely to face over the next 20 years – decisions about how and how much their communities will grow, what kind of development they want, and where they want to invest. The game kit includes a set of high quality maps that show the consequences of participants’ decisions – in a powerful, visual way.

For information on using the Pacific Northwest Futures Game in your community contact Priscilla Salant, psalant@uidaho.edu or David Beurle, dbeurle@ila.net.au